

# Environment, Development and Transport Committee

Date: Friday, 10 November 2017

Time: 10:00

Venue: Edwards Room, County Hall,  
Martineau Lane, Norwich, Norfolk, NR1 2DH

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

## **Membership**

Mr M Wilby (Chairman)

Mr M Castle

Mr S Clancy (Vice-Chairman)

Mr P Duigan

Mr T East

Mr S Eyre

Mr C Foulger

Mr A Grant

Mr T Jermy

Mr C Jones

Ms J Oliver

Mr T Smith

Mr T White

**For further details and general enquiries about this Agenda  
please contact the Committee Officer:**

Hollie Adams on 01603 223029  
or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

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# Agenda

## **Break for Remembrance Service**

A break will be held at 10:50 so attendees of the meeting can attend the Norfolk County Council Remembrance Service

## **1. To receive apologies and details of any substitute members attending**

## **2. Minutes**

**Page 5**

To confirm the minutes of the meeting held on the 20 October 2017

## **3. Declarations of Interest**

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

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

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

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

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

## **4. Any items of business the Chairman decides should be considered as a matter of urgency**

## **5. Public QuestionTime**

Fifteen minutes for questions from members of the public of which due

notice has been given.

Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm Tuesday 7 November 2017**. For guidance on submitting public question, please visit [www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee)

or view the Constitution at [www.norfolk.gov.uk](http://www.norfolk.gov.uk).

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

Fifteen minutes for local member to raise issues of concern of which due notice has been given.

Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Tuesday 7 November 2017**.

## **7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.**

## **8. Adoption of the Silica Sand Single Issue Review Page 17**

A report by the Executive Director of Community and Environmental Services

## **9. Ash Dieback Project update Page 80**

A report by the Executive Director of Community and Environmental Services

## **10. Great Yarmouth Third River Crossing – Stage 2 public consultation Page 91**

A report by the Executive Director of Community and Environmental Services

## **11. Norfolk Infrastructure Delivery Plan Page 126**

A report by the Executive Director of Community and Environmental Services

## **12. Greater Norwich Development Partnership – progress on the joint Local Plan Page 130**

A report by the Executive Director of Community and Environmental Services

**13. Norwich Depot Hub - project initiation**

**Page 133**

A report by the Executive Director of Community and Environmental Services

**14. Finance monitoring**

**Page 139**

A report by the Executive Director of Community and Environmental Services

**15. Forward Plan and decisions taken under delegated authority**

**Page 145**

A report by the Executive Director of Community and Environmental Services

**Group Meetings**

Conservative	9:00am	Leader's Office, Ground Floor
Labour	9:00am	Labour Group Room, Ground Floor
Liberal Democrats	9:00am	Liberal Democrats Group Room, Ground Floor

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

Date Agenda Published: 02 November 2017



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## **Environment, Development and Transport Committee**

**Minutes of the Meeting held on Friday, 20 October 2017  
at 10am in the Cranworth Room, County Hall**

**Present:**

Mr M Wilby - Chair	
Mr S Clancy (Vice-Chairman)	Mr T Jermy
Mr P Duigan	Mr C Jones
Mr T East	Ms J Oliver
Mr S Eyre	Mr M Sands
Mr C Foulger	Mr T Smith
Mr A Grant	Mr A White

**1. Apologies and Substitutions**

- 1.1 Apologies were received from Mr M Castle (Mr M Sands substituting).

**2. Minutes**

- 2.1 The minutes of the meeting held on 15 September 2017 were agreed as an accurate record and signed by the Chairman.

**3. Members to Declare any Interests**

- 3.1 No interests were declared

**4. Urgent Business**

- 4.1 The Chairman informed Members that funding had been granted by the Department for Transport for a roundabout at Hempnall crossroads and the Suffolk A140 crossroads.

**5. Public Questions**

- 5.1 Four public questions were received and the answers circulated; see appendix A. Three supplementary questions were asked:
- 5.2.1 Ms Parkhouse was concerned about the overspend related to the NDR (Norwich Distributor Road) and that the public were asked to leave Environment, Development and Transport Committee meetings during discussion of finance and funding. She referred to the Leader's live Facebook interview with the Eastern Daily Press in which he referred to possible additional costs related to the NDR. She asked whether the Chairman, on behalf of the Committee, would be censuring the Leader for putting out fake news on social media.

- 5.2.2 The Chairman responded on behalf of the Committee that the NDR overspend and cost was still commercially sensitive whilst negotiations were ongoing, as agreed at the last and previous meetings of Environment, Development and Transport Committee. Everybody, including the Leader, was entitled to an opinion.
- 5.3.1 Cllr Carlo asked the committee whether they would consider not to commit half a million pounds from pooled business rates to the Western Link Road but instead to bus services for vulnerable people.
- 5.3.2 The Chairman responded that this was a decision for the Committee to make which would be made later on in the meeting.
- 5.4.1 Mr Cawdron asked whether the affected parishes were aware that WSP consultants' and Norfolk County Council's report on future growth assumed a Norwich western quadrant with food enterprise zones, a thousand more homes at Costessey and housing developments elsewhere in Norfolk and that this was carried out before consultation.
- 5.4.2 The Chairman replied that this information would come out in future consultations.

## **6. Member Questions**

- 6.1 Two member questions were received and the answers circulated; see appendix B.

## **7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.**

- 7.1 An update from the Norwich Distributor Road working group was circulated; see appendix C. Mr East suggested that paragraphs 5 and 6 may allay some of the fears raised in public questions.

## **8. Annual reviewed of the Enforcement Policy**

- 8.1 The Committee received the report outlining the Enforcement Policy and associated documents for agreement, subject to agreement by the Communities Committee.
- 8.2.1 Mr East raised the issue of A-Board Trailers advertising events on the highways which was not covered by the 2003 highway trading protocol; discussion was held about this. Mr East **suggested** district councils could use licencing Committees to condition events regarding how they advertise on the highway. The Chairman noted that councillors could play a role in removal of unwanted trailers.
- 8.2.2 The Assistant Director of Highways noted this was a modern issue, noting the age of the protocol; he **agreed** to look into whether licencing conditions could be used to control how events advertised on the highway.
- 8.3 The Committee:
- **CONFIRMED** the revised CES (Community and Environmental Services) Enforcement Policy (Appendix 1 of the report) and its annex documents met the requirements of Environment, Development and Transport services, prior to consideration by Communities Committee (the approval body for the Policy).

## 9. Strategic and Financial Planning 2018-19 to 2021-22

- 9.1 The Committee received the report providing an update on the Committee's detailed planning to feed into the Council's budget process for 2018-19.
- 9.2.1 The Chairman **proposed** a Change to table 4 (page 85), to remove the line "Stop filling/re-filling grit bins for free", and move the associated £100,000 saving to "Reducing spend on non-safety critical highway maintenance". This would increase the saving associated with this action from £200,000 to £300,000. This proposed amendment would be taken for agreement under recommendation 4 b).
- 9.2.2 Feedback was given from the Barnham Action Group who were unhappy about the impact on vulnerable residents' feeling of safety in icy weather by the reduction of gritting on roads.
- 9.2.3 Mr Jermy suggested areas with part night lighting should be converted to LED and that the appendix be amended to state: "areas subjected to part night lighting were subjected to upgrades to LED". The Assistant Director of Highways reported that 2000 LED upgrades had been carried out as a trial and most main road lights were now LED. An invest-to-save approach was being taken by investing £1.34m to accelerate the programme of upgrades from 6 to 2 years. Areas with part night lighting would be upgraded when the lights were due for replacement to give best value for money. The Chairman did not wish to change the wording.
- 9.2.4 It was queried whether Members could see the revised gritting route before agreeing changes and if "non-safety critical maintenance" included grass cutting. The Assistant Director of Highways clarified that reduction in "non-safety critical maintenance" did not include grass cutting and that gritting routes could not be declared until fully revised; he **suggested** bringing the revised route to Committee in Spring 2018 for agreement.
- 9.2.5 It was suggested that Norfolk County Council could do more to ensure reasonable standards from bus services and re-coup refunds for late or non-run services. The Assistant Director of Planning and Economy reported that Norfolk County Council were reviewing with bus service providers routes which were performing well and those which did not offer best value for money.
- 9.2.6 The policy for DIY and demolition waste disposal at household recycling centres was queried. The Assistant Director of Planning and Economy reported it was proposed to remove the existing concession so people would pay to dispose of DIY waste at household recycling centres; costs would be benchmarked against that of hiring a skip or waste disposal costs.
- 9.2.7 Concerns were raised that the proposed savings could lead to long term costs such as accidents on non-gritted roads or an increase in fly tipping. The Assistant Director of Planning and Economy reported that fly tipping was an illegal activity and evidence showed that householders were not usually the people who flytipped. Road gritting would be based on evidence and a needs basis.
- 9.2.8 It was clarified that Norfolk County Council could not take a profit from on-street parking and any surplus was put into locality transport improvements; schemes would be consulted on before implementation.
- 9.2.9 Mr East handed a letter to the Chairman from Costessey Town Council containing

suggestions related to gritting and grit bins.

- 9.2.10 It was queried what percentage of cuts would be made to bus services. It was not possible to confirm this until the review had been completed but any changes to bus routes would be consulted on.
- 9.2.11 The Assistant Director of Planning and Economy clarified there would not be removal of any one gritting route, but optimising of all routes.
- 9.2.12 The effect on road flooding by savings to “non-safety critical maintenance” was queried. The Assistant Director of Highways clarified £200,000 was allocated to gully emptying which would be planned by risk assessment, so issue areas would not be affected. It was noted that Government now recommended this approach.
- 9.2.13 The effect on recycling activity in Norfolk of savings to waste reduction was queried. The Assistant Director of Planning and Economy was unsure but noted there was investment in household recycling initiatives elsewhere in the County budget.
- 9.2.14 The Chairman **suggested** that the approach to gritting included a consideration for every town and village to have a gritted route in and out. The Assistant Director of Planning and Economy noted this; Officers would deliver this where possible.
- 9.2.15 It was queried whether vehicles were fitted with smart trackers to assess the condition of roads. The Assistant Director of Highways clarified that a mechanical survey of part of the network was carried out annually and scheduled inspections were completed by highway inspectors to identify defects.
- 9.3 With 9 votes for and 4 votes against, the Committee:
- 1) **NOTED** that the Council’s current budget planning includes an assumed increase in council tax of 3.0% for the Adult Social Care precept, and an inflationary increase of 1.9% in 2018-19;
  - 2) **CONSIDERED** and **AGREED** the service-specific budgeting issues for 2018-19 as set out in section 3 of the report;
  - 3) **NOTED** that there were no planned 2018-19 savings which could be implemented during 2017-18 to provide an in-year saving; and
  - 4) In order to help close the forecast 2018-19 budget gap as set out in section 2 of the report:
    - a. **NOTED** that no savings identified for 2019-20 had the capacity to be brought forward to 2018-19;
    - b. **AGREED** the proposed new savings for 2018-19 (Table 4 as amended) for recommendation to Policy and Resources Committee;
    - c. **AGREED TO RECOMMEND** to Policy and Resources Committee the proposed new savings for 2018-19 which require consultation as set out in section 3 of the report.

## 10. Norwich Western Link project update and next steps

- 10.1.1 The Committee received the report providing an update on the progress to date for the Norwich Western Link project and the work undertaken since 2016.
- 10.1.2 The Infrastructure Delivery Manager reported that the pooled business rate funding was provisionally confirmed subject to a report to Policy and Resources Committee.

- 10.2.1 Mr Jermy reported that Labour would vote against the recommendations; since the NDR was not yet built and the benefits yet to be realised, and in light of the reported overspend of the NDR, they would not vote to adopt the report recommendations. Labour was supportive of sustainable transport and the scheme but felt it was not right to invest millions in a new road while cutting bus services.
- 10.2.2 It was noted that the modelling outcomes on p100 of the report did not mention 'rat-running' through rural areas which would be addressed by the building of the road.
- 10.2.3 The Infrastructure Delivery Manager confirmed there would be significant work on SSSIs and environmental impacts which would be provided during the consultation process.
- 10.2.4 A discussion was held over the issue of access to busses in rural areas of Norfolk; it was suggested that people in isolated communities should have public transport access to other towns. The Assistant Director of Planning and Economy noted this and highlighted that improving road infrastructure could lead to improvements in public transport by freeing up road space and businesses investing in bus services.
- 10.2.5 It was raised that there had been significant investment in walking, cycling and public transport as part of the Norwich Area Transportation Strategy; investment was ongoing.
- 10.3 With 10 votes for 2 against and 1 abstention, the Committee:
1. **NOTED** and **COMMENTED** on the progress of the project;
  2. **AGREED** to continue the project, with funding provided for the next stages of the project for a further year to the end of 2018, as set out in section 3 of the report;
  3. **AGREED** the scope of further work to the end of 2018 as set out in Appendix B of the report. The funding of this work would come from a bid to the Pooled Business Rates fund, with match funding allocated from the remaining A47 reserve budget;
  4. If the Pooled Business Rate funding was not confirmed Members **DELEGATED** authority to consider alternative funding strategies to the Executive Director of Community and Environmental Services in consultation with the Chair/Vice Chair of Environment, Development and Transport Committee and Executive Director of Finance and Commercial Services, or to a review of the delivery timescales of the project to align with the available budget.

## 11. Risk Management

- 11.1.1 The Committee considered the report providing information from the latest risk register as at October 2017 following the latest review conducted in September 2017.
- 11.1.2 A Correction to page 116 was noted; under new risks, "risk had been opened to replace RM14292" should read RM14242.
- 11.2 The Committee **AGREED**:
- a) the changes to the risks reported by exception (in paragraph 2.2 and Appendix A), and other departmental risks (in Appendix E);
  - b) that the recommended mitigating actions identified in Appendix A were appropriate;
  - c) the definitions of risk appetite and tolerance in Appendix D.

## 12. Performance Management

- 12.1.1 The Committee reviewed the sixth performance management report based on the revised Performance Management System which was implemented as of 1 April 2016, and the Committee's 13 vital signs indicators.
- 12.1.2 It was noted that the access to market town graph on page 127 of the report was incorrect however the data in the report card was correct. This would be updated for the next report.
- 12.2 The Chairman agreed to discuss a question with Mr Sands after the meeting.
- 12.3 The Committee **REVIEWED** and **COMMENTED** on the performance data, information and analysis presented in the vital sign report cards and **AGREED** that the recommended actions identified were appropriate.

## 13. Finance Monitoring

- 13.1 The Committee received the report providing information on the budget position for services reporting to Environment, Development and Transport Committee for 2017-18.
- 13.2 The highway depreciation money shown in the report was queried; the Financial Business Partner for Community and Environmental Services clarified this was a capital accounting entry related to a historic spend and involving no money.
- 13.3 The Committee **NOTED**:
- a) The forecast out-turn position for the Environment, Development and Transport Committee;
  - b) The capital programme for this Committee;
  - c) The current planned use of the reserves and the forecast balance of reserves as at the end of March 2018.

## 14. Forward Plan and decisions taken under delegated authority

- 14.1 The Committee reviewed the forward plan and decisions taken by Officers under delegated authority.
- 14.2 Mr T Smith requested a report on railway infrastructure. The Assistant Director of Planning and Economy **agreed** that a report would be brought to the January 2018 meeting.
- 14.3 The Committee **AGREED** the forward plan with the addition of a report on railway infrastructure in January 2018.

The meeting closed at 11:16 am

**Mr Martin Wilby, Chairman,  
Environment Development and Transport Committee**



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## **PUBLIC QUESTIONS TO ENVIRONMENT, TRANSPORT AND DEVELOPMENT COMMITTEE: FRIDAY 20 OCTOBER 2017**

### **5. PUBLIC QUESTIONS**

#### **5.1 Question from Dr Iain Robinson**

I am writing to voice my opposition to the potential proposal for a viaduct across the Wensum Valley, and the revival of the red route to extend the NDR - a costly and highly environmentally damaging route. This route would not only damage rare wetland habitat, but it would also destroy semi-ancient natural woodland and scar the uniquely beautiful Ringland Hills. My Question: how can this proposal possibly be justified when existing roads can be improved (I think primarily of the Weston Longville route along the B1535), and when it has already been rejected on environmental grounds?

#### **Response by Chairman of EDT Committee**

Thank you for the question. Our work completed to date is an assessment of indicative options and the Committee is being asked to review the case to continue with the project. If there is agreement to continue, the next steps include more detailed work on options. This is likely to include an assessment of an option to improve the route suggested (i.e. the B1535). Ultimately a range of options will be investigated, including more detailed consultation, before a preferred route or solution is adopted, taking into account a broad range of factors in the assessment.

#### **5.2 Question from Jenn Parkhouse**

Members of the public have been asked to leave EDT meetings whenever the ever-rising cost of the NDR was to be discussed. There is obviously a huge reluctance to release details of an overspend before they absolutely have to. Last week in an EDP Facebook Live interview Council Leader Cliff Jordan suggested that the overspend on the NDR was £25million and that he personally had always thought the final figure would be in the region of £200-205 million. Will Cllr. Wilby now confirm that it has long been common knowledge of the entire Council that there would be a massive overspend?

#### **Response by Chairman of EDT Committee**

The EDT Committee received information of a likely NDR project overspend on 21 June 2017. Exclusion of the public from that meeting was agreed by the EDT Committee in accordance with section 100A of the Local Government Act 1972 where it meets the public interest test. I can confirm that the finances for the scheme, including the final project costs, will be in the public domain in due course, when ongoing commercial negotiations are concluded.

### **5.3 Question from Cllr Denise Carlo**

At the NDR DCO examination, Norfolk County Council convinced the Assessors it could underwrite £60.34m of the £148.5m scheme. Since then, NDR costs have risen alarmingly and are heading towards £200m, excluding compensation and interest on borrowing. The Leader says the increases will be met from other budgets, but doesn't state which.. The Council also plans a £160m Wensum valley crossing, having previously told the Assessors it wasn't necessary.

How can the public trust the competence or veracity of the Council on major infrastructure projects and what does it indicate about the ethics of a council that priorities spending on road building when child poverty in Norwich is 29%?

#### **Response by Chairman of EDT**

The overall benefits of the NDR were tested robustly in public as a National Significant Infrastructure Project and the completed route will provide essential infrastructure for Norfolk, and in particular the City. This is consistent with this Council's recognition of the importance of good infrastructure and development to ensure the economic and social wellbeing for Norfolk and its people.

### **5.4 Question from Andrew M Cawdron**

The WSP Report discussing the WLR indicates there is "a need for intervention in the NWQ and a Wensum Link could provide a solution that delivers high value for money." This is contrary to statements made and evidence provided to the Planning Inspectorate at the time of the DCO enquiry for the NDR, which claimed that the traffic flow studies showed that rat-running around the Western edge of Norwich would be reduced.(Inspectors report page 131 Clause 4.450). It is also contrary to the statement provided on the NDR website for the intervening years that there was no need for the NDR to joint with the A47.

Q. "With the Council needing to establish a further £100m of "savings" within the next four years and statements within the Committee papers noting that any cost overrun on the NDR would need to be met from other Council sources, is it not time to eliminate the environmentally destructive vanity project of a viaduct dual carriageway crossing the Wensum Valley, (ESD 2023?) and focus attention on the achievable objective of major improvements to the B1535 as the "feasible alternative", which has to be investigated anyway?"

#### **Response by Chairman of EDT Committee**

The WSP reports acknowledge there are a number of factors that have changed since the development and consideration the DCO for the NDR. For example, the planned dualling of the A47 between Easton and North Tuddenham, the new Food Enterprise Zone at Easton, and the progress of



the Local Plan Review process. The report also acknowledges that the impact of new infrastructure (i.e. the NDR) needs to be considered. Taking these into account, the feasibility work completed thus far shows that there is a case for a Western Link.

The work completed to date on the Norwich Western Link project is an assessment of indicative options and the Committee is being asked to review the case to continue with the project. If there is agreement to continue, the next steps include more detailed work on options. This is likely to include an assessment of an option to improve the route suggested (i.e. the B1535). Ultimately a range of options will be investigated, including more detailed consultation, before a preferred route or solution is adopted, taking into account a broad range of factors in the assessment.

## MEMBER QUESTIONS TO ENVIRONMENT, TRANSPORT AND DEVELOPMENT COMMITTEE: FRIDAY 20 OCTOBER 2017

### 6. MEMBER QUESTIONS

#### 6.1 Question from Cllr Terry Jermy

For a further year residents of MacKenzie Road in Thetford have experienced significant weed growth on the public highway and have complained about this repeatedly to Norfolk County Council. Could the current contractual requirements for the spraying of weeds be confirmed for members and can it be outlined how this contract is monitored. Are there penalties built-in if the contractor fails to deliver the service to an acceptable standard?

#### Response by Chairman of EDT Committee

I am sorry if the residents have not been happy with the standard of service. Urban areas, such as MacKenzie Road, are treated twice per year with the application of a spray applied weed killer. For this weed killer to be effective, there has to be some amount of growth already visible. Each year the growing season is slightly different and this dictates the timing of treatments. Weed growth does not normally cause any structural damage to footways and carriageway, but understandably is visually unattractive and gives rise to a number of customer complaints each summer.

The weed killing service forms part of the range of services delivered by Tarmac on behalf of the Council and they use a specialist sub-contractor. As such it is supervised by locally based Council staff from the Highways Area offices and audited along with all other works on a random sample basis. There are penalties built into the contract for poor performance and at the start of the contract in 2014, the Council withheld payment due to poor performance issues in Thetford, which at the time were reported to EDT Committee. When customers report problems, these are investigated by the Highways Area teams and issues are then addressed as necessary by Tarmac.

#### 6.2 Question from Cllr Danny Douglas

Recently the main arterial road of Heigham Street Norwich lost its 20 minutely, seven day a week bus service it was replaced by several restricted services which do not run on Sundays, evenings and peak times, this cost the Council Tax payers £75,000 more.

Have the committee members considered that the flexibility that allows the operators to do this acts as a barrier to effective transport planning for all of Norfolk's transport users? Will the committee consider the preparation of a bus franchise scheme where bus routes will not be able to be changed with just 56 days' notice but in a timely manner allowing the Council to plan an effective system which makes the most of the capital and revenue investment from Norfolk's Community?

## **Response by Chairman of EDT**

The services referred to form part of the overall bus network. Some services are privately run (known as commercial) services and some are funded by the council (known as subsidised) services. I understand that patronage was insufficient to operate the services by the operator First commercially, which led to route reviews. The most important thing to note is that Heigham Street services ran in parallel with other services on the nearby Dereham Road, so customers do have a realistic public transport option.

The Council's investment of around £75,000 supports a package of contracts procured on a deminimis basis across parts of Taverham and Drayton, Hellesdon - Mill Corner, and Hercules Road. Our investment is consistent with our policy to support services that would otherwise not be provided, whilst maintaining good value for money. The amendments were planned with Member and local customer feedback. The regulatory timescale is determined nationally and set by the Traffic Commissioner, although due to our good working relationships we are often made aware of thinking and plans far in advance of that time period to help negotiate and work through the best possible outcomes for Norfolk people.

This council has a good track record of delivering public transport services in partnership with bus operators, which has generated a stable, competitive and integrated network. Developments include smart ticketing, multi-operator tickets, quality corridors, punctuality improvements, increased reliability and investments in vehicles, driver training and service standards.

Whilst franchising is an option to consider for local authorities, it is interesting to note that no authority has adopted franchising. The Transport Authority that did look into it, North East Combined Authority, abandoned the process when it was deemed too unwieldy and expensive to operate, increasing costs by around 40% per year.

**NOR - Update for EDT Committee from Working Group (for 20 October 2017)**

At the EDT Committee meeting held on 21 June 2017, it was agreed that a Member Group would be formed to provide increased scrutiny of the closing stages of the delivery of the NDR. An initial meeting of the Group was held on 28 July 2017, with further meetings held on 14 September and 12 October. The following provides a brief summary for Committee of the most recent meeting:

1. The Group received an update on construction progress. This has remained in line with details previously reported to Committee, with the first section of the road (from Fakenham Road to Cromer Road due to be opened in November). Every effort continues to be made to complete the works as quickly and efficiently as possible to keep the overall project cost as low as possible.
2. The Member Group were updated on the commercial management and overall contract administration since the last meeting, with an update on any implications to project costs.
3. An update on current project audits was provided. There are three areas that are being reviewed and details will be reported to the Member Group as the output reports become available. Details will be reported to Committee.
4. The Group were updated on the latest contract position. Details remain commercially sensitive and confidential at this time and are therefore not provided in this note. Progress is being made and details will be reported to Committee when they are resolved.
5. A site Visit was arranged for the Member Group following the meeting. Those attending the visit travelled along the entire length of the new road and were able to raise questions with the construction team. They were impressed with the progress made on the ground and works completed so far.
6. The Member Group are also aware of various letters recently published in the local newspapers regarding the project costs. The comments made were noted and the Group want to be clear that they expect details to be reported in due course to Committee, and therefore published so that the public receive an explanation of the details relating to the final project costs.

For more details, please contact David Allfrey (Infrastructure Delivery Manager).

Tel **01603 223292**

# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Single Issue Silica Sand Review of the Minerals Site Specific Allocations Development Plan Document (DPD): Adoption</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> <p>Norfolk County Council, as Minerals Planning Authority, must plan for a steady and adequate supply of industrial minerals, in accordance with National Planning Policy. The Authority has a statutory duty to produce and maintain an up-to-date Minerals Plan which forms the basis for determining any relevant planning applications that are lodged with the authority. The purpose of the Single Issue Silica Sand Review of the adopted Minerals Site Specific Allocations DPD is to address the predicted shortfall in the quantity of silica sand extraction sites allocated in the Plan, by designating a specific site and areas of search which would be suitable to meet this shortfall. Silica sand is a nationally important industrial mineral used in the manufacture of glass.</p>	

## Executive summary

**EDT Committee is asked to recommend Full Council to:**

- 1. Note the content of the Inspector's report into the examination of the Single Issue Silica Sand Review (Appendix 1 to this report)**
- 2. Resolve to formally adopt the Single Issue Silica Sand Review, incorporating the Main Modifications and additional modifications (Appendix 2 to this report)**
- 3. Resolve to formally adopt the associated changes to the Revised Policies Map (Appendix 3 to this report)**
- 4. Note that on adoption the Single Issue Silica Sand Review will form part of the adopted Norfolk Minerals Site Specific Allocations DPD**

## 1. Proposal

- 1.1. The Inspector's Report into the examination of the Single Issue Silica Sand Review was received by the Council on 9 October 2017 (provided as Appendix 1 to this report). The Inspector's Report finds that the Silica Sand Review has been prepared in accordance with the Duty to Cooperate, and all legal and procedural requirements. The Inspector's Report also concludes that, with the recommended Main Modifications, the plan meets the criteria for 'soundness' in paragraph 182 of the National Planning Policy Framework (NPPF), namely that it is positively prepared, justified, effective and consistent with national policy.
- 1.2. The Inspector's report therefore recommends that the Silica Sand Review be adopted with his recommended Main Modifications. The Main Modifications are summarised in paragraph 2.3 of this report and detailed in Appendix 1. The Silica Sand Review, incorporating the Main Modifications and Additional Modifications, is Appendix 2 to this report. In order to bring the Silica Sand

Review into effect, it now has to be formally adopted by Full Council.

- 1.3. On adoption by full Council, the Silica Sand Review will form part of the adopted Norfolk Minerals Site Specific Allocations DPD. Adoption of the Silica Sand Review means that it becomes part of the development plan for the County and full weight can then be attached to it in the consideration of planning applications (as part of the plan-led system based on the most up-to-date plan).
- 1.4. The Inspector's report also advises that when the Silica Sand Review is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted 'Revised Policies Map' to reflect the new policies in the Silica Sand Review. The changes required to the Policies Map to reflect the policies in the Silica Sand Review are:
  - Include new inset maps of the four allocated areas of search (AOS E, AOS F, AOS I, AOS J) and specific site (SIL01) for silica sand extraction contained within the Single Issue Silica Sand Review

In addition, to keep the Policies Map up-to-date the following maps also need to be amended:

- Air Quality Management Areas, to reflect changes to designations within Breckland and Norwich City.
- Airport Safeguarding, to reflect revised maps provided by the Defence Infrastructure Organisation

Therefore these revisions to the Revised Policies Map (provided in Appendix 3) also need to be formally adopted by Full Council.

- 1.5. Once the Silica Sand Review has been adopted, as soon as is reasonably practicable the County Council must: make available the adopted plan, an adoption statement, the sustainability appraisal report, details of where the plan is available for inspection and the places and times at which the plan can be inspected, send a copy of the adoption statement to any person who has asked to be notified and to the Secretary of State. The adoption statement must include the date of adoption, specify the modifications and also give details of the statutory rights to challenge the adopted document.
- 1.6. **Consultation**

There are a number of organisations which Norfolk County Council is legally required to invite representations from, as part of the Local Plan process in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. There are also a number of organisations which Norfolk County Council has a duty to cooperate with in the plan making process, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended by Localism Act 2011). In accordance with the adopted Statement of Community Involvement, each stage in the Silica Sand Review process has been available to view on the Norfolk County Council website and available for inspection at the main office of each of Norfolk's local planning authorities and public libraries.
- 1.7. An Initial Consultation on the Silica Sand Review took place from 9 March to 20 April 2015. The Preferred Options Consultation took place from 6 November to 21 December 2015. The comments received in response to these consultation stages informed the Pre-Submission version of the Silica Sand Review.
- 1.8. The representations period on the Pre-Submission version of the Silica Sand Review took place from 16 May to 27 June 2016. The representations period on the Silica Sand Review 'Pre-Submission Addendum: Modifications' took place from 14 September to 27 October 2016. The representations received in response to both of these Pre-Submission documents were provided to the Planning Inspectorate when the Silica Sand Review was submitted for examination.

- 1.9. The hearing sessions for the examination of the Silica Sand Review took place on 14 and 15 March 2017. Following the hearing sessions, the Planning Inspector asked Norfolk County Council to publish a number of main modifications and additional modifications for representations to be made.
- 1.10. The representations period on the Main Modifications and Additional Modifications took place from 17 July to 1 September 2017. The responses received were provided to the Planning Inspector responsible for carrying out the examination of the Silica Sand Review.

## **2. Evidence**

- 2.1. The Inspector's Report was received by the Council on 9 October 2017 (provided as Appendix 1 to this report). The Inspector's Report finds that the Silica Sand Review has been prepared in accordance with the Duty to Cooperate, and all legal and procedural requirements. The Inspector's Report also concludes that, with the recommended Main Modifications, the plan meets the criteria for 'soundness' in paragraph 182 of the National Planning Policy Framework (NPPF), namely that it is positively prepared, justified, effective and consistent with national policy.
- 2.2. The Inspector therefore recommended that the Silica Sand Review be adopted with his recommended main modifications.
- 2.3. The Main Modifications can be summarised as follows:
  - To update the calculations of the forecast need for silica sand.
  - Amending the Specific Site Allocation Policy SIL01 requirements regarding archaeological assessments, and to clarify that planning applications would need to comply with Policy DM15 on cumulative impacts.
  - The removal of Area of Search D (land in the vicinity of West Bilney Woods) from the Silica Sand Review
  - Amending the boundary of Areas of Search E to exclude the site of Fairstead Medieval Market.
  - Amending the supporting text for AOS E regarding: the historic environment, the need for a planning application within AOS E to have regard to the historic landscape character of the wider area, with specific regard to the medieval landscape, and to note that there is a public water main within AOS E.
  - Amend the supporting text for Area of Search F to refer to the presence of a public water main.
  - Amending the Areas of Search Policy requirements regarding archaeological assessments, and to clarify that planning applications would need to comply with Policy DM15 on cumulative impacts.
- 2.4. The two 'additional modifications' are: to update the Silica Sand Review in terms of the process undertaken to date and to correct paragraph E.7 regarding the status of the public access to Shouldham Warren. As the Inspector has recommended main modifications and concluded that the Review is sound if they are made, the Council can either adopt the Review with the Main Modifications, or adopt it with these modifications and also "additional modifications". These are modifications that the Council wishes to make which, when taken together, do not materially affect the policies set out in the Plan. That requirement would be met here, as the additional modifications amount only to factual updates and corrections.
- 2.5. Acceptance of all of the main modifications recommended by the Inspector in the

report (Appendix 1) is necessary to enable the adoption of the Silica Sand Review. The two additional modifications (Appendix 4), were published for six weeks, along with the main modifications to enable representations to be made. Whilst the Silica Sand Review would be sound without them, it would contain minor factual errors. Therefore the additional modifications have been included in the version of the Silica Sand Review recommended for adoption (Appendix 2 of this report).

- 2.6. Adoption of the Silica Sand Review means that it becomes part of the development plan for the County. This will be a significant advance to its status when planning applications are decided because the planning system is planned. Planning law (Section 38 (6) of the Planning and Compulsory Purchase Act 2004) requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. Until adoption, the Silica Sand Review will not form part of the development plan, although significant weight can be attached to the Inspector's report as a material consideration.
- 2.7. Government policy contained in the National Planning Policy Framework states that 'plans should be kept up-to-date'. Prompt adoption of the Silica Sand Review will accord with the NPPF and therefore allow all current and future planning applications to be made on the basis of an up-to-date plan.
- 2.8. Adoption of the Silica Sand Review will provide more certainty for residents, operating companies and local authorities of the future location of silica sand extraction sites in Norfolk.

### 2.9. **Alternative Options**

The alternative options would be to either not adopt the Silica Sand Review, or to adopt the Silica Sand Review with the main modifications but without the additional modifications (the Council has this choice as explained at paragraph 2.4 above).

- 2.10. Not adopting the Silica Sand Review would result in insufficient silica sand sites and areas of search being allocated in the Minerals Site Specific Allocations DPD to meet the need set out in adopted Core Strategy Policy CS1. Insufficient allocated sites and areas of search could result in speculative silica sand planning applications being successfully made during the period until adoption of any new Local Plan. There would also be uncertainty over the location of future silica sand extraction for both the minerals industry and local communities which could lead to pressure to grant planning permission for extraction at less suitable sites due to the national importance of silica sand. Having selected the best options for allocations in the Silica Sand Review, through a process of assessment and comparison, will enable the Council to encourage development proposals in the most suitable locations.
- 2.11. Adopting the Silica Sand Review with the two additional modifications dismissed would result in a sound plan, but a plan which contains minor factual errors. The additional modifications would have no effect on Development Management decisions.
- 2.12. There appears to be no sound reasons for not adopting the Silica Sand Review as modified by the Inspector. The Review cannot be adopted within the Main Modifications recommended by the Inspector, as his conclusion was that the Review would be sound if, (but only if) the Main Modifications were made.

## 3. **Financial Implications**

- 3.1. The financial implications of adopting the Silica Sand Review are expected to be £2,500 for publication of the documents, public notices and postage, excluding the costs of officer time. These costs will be managed by the service.



## **4. Issues, risks and innovation**

- 4.1. The production of a local plan is a statutory duty. Under the Council's constitution, formal adoption of the Silica Sand Review of the Minerals Site Specific Allocations DPD and the associated changes to the Policies Map are required to be approved by full Council.
- 4.2. The Silica Sand Review process must be carried out in accordance with the relevant planning legislation. The Inspector's Report has concluded that the process has been legally compliant.
- 4.3. The environmental implications of the Silica Sand Review have been formally assessed through the Sustainability Appraisal and the Habitats Regulations Assessment which must be carried out in accordance with the relevant legislation and include formal consultation stages. These documents were submitted to the Planning Inspector and formed part of the examination of the plan. The Inspector's report found them to be acceptable.
- 4.4. An Equality Impact Assessment of the Silica Sand Review has been carried out and no inequalities in outcomes have been identified.
- 4.5. Under Section 113 of the Planning and Compulsory Purchase Act 2004, the adoption of the Silica Sand Review of the Minerals Site Specific Allocations DPD can be legally challenged by any 'aggrieved person' on the grounds that either the document is not within the powers conferred by Part 2 of the 2004 Act or a procedural requirement has not been complied with. Any such challenge must be lodged with the High Court not later than six weeks after the adoption of the Silica Sand Review.
- 4.6. Following receipt of the Inspector's Report finding the Silica Sand Review legally compliant and 'sound', subject to the inclusion of main modifications, there are no grounds for believing that adopting the Silica Sand Review would be flawed. However, the launch of such a legal challenge cannot be ruled out as a possibility and if a legal challenge was made there would be a financial cost to defend such a challenge.
- 4.7. If the Silica Sand Review is adopted, regulation 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012, will require the County Council to carry out specified notification and publicity requirements. These are summarised in paragraph 1.5 above.

## **5. Background**

- 5.1. Norfolk County Council, as the Minerals Planning Authority, must plan for a steady and adequate supply of industrial minerals, in accordance with National Planning Policy (paragraph 146 of the NPPF). The Authority has a statutory duty to produce and maintain an up-to-date Minerals Plan which forms the basis for determining any planning applications for mineral extraction that are lodged with the Authority. The minerals plan consists of the adopted Core Strategy and Minerals and Waste Development Management Policies DPD and the adopted Minerals Site Specific Allocations DPD.
- 5.2. The Minerals Site Specific Allocations DPD, which was adopted in October 2013, contains a requirement imposed by the Secretary of State for a Silica Sand Review of the Plan to be completed by 2016. The purpose of the Silica Sand Review is to address the predicted shortfall, of 1.88 million tonnes, in the quantity of silica sand extraction sites allocated in the Plan, by designating a specific site and areas of search which would be suitable to meet this shortfall. It is expected that no more than two additional sites will be needed over the plan period (to 2026) to meet the shortfall. The Silica Sand Review will help ensure that attention is focused on suitable extraction areas within the silica sand

resource.

- 5.3. The Silica Sand Review of the adopted Minerals Site Specific Allocations DPD covers the period until the end of 2026 and allocates one specific site and four areas of search for silica sand extraction. The Silica Sand Review also contains policies detailing requirements that a planning applications for silica sand extraction, within the specific site or an area of search will need to address.
- 5.4. The specific site and defined areas of search covered a much larger area (967 hectares) than is required for silica sand extraction over the plan period to 2026 (approximately 40 hectares). This situation is to be expected due to the purpose and definition of areas of search. Areas of Search are defined in the National Planning Practice Guidance as “areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply”. If it is not possible to designate Specific Sites, or Preferred Areas, the alternative way to plan for the steady and adequate supply of minerals is to designate Areas of Search.
- 5.5. The Silica Sand Review was submitted to the Secretary of State for examination in December 2016. As part of the examination process into the Single Issue Silica Sand Review, the Planning Inspector (Mr Jonathan Manning) held public hearing sessions on 14 and 15 March 2017 at The George Hotel, Swaffham. The main purpose of the hearings was for the Inspector to consider the ‘soundness’ and legal compliance of the submitted plan in the light of any representations made by parties objecting to the plan. The Inspector wrote to Norfolk County Council on 22 March 2017 and 14 June 2017 requesting a number of Main Modifications to be made to the Silica Sand Review.
- 5.6. Following the hearing sessions the Council published the ‘Main Modifications and Additional Modifications’ document for a six week representations period (17 July to 1 September 2017) to give all interested parties the opportunity to make representations on the proposed main and additional modifications to the plan before the Inspector completed his report.
- 5.7. Following the representations period on the proposed modifications, the Inspector considered all the representations received and provided his final Report to the Council on 9 October 2017 (Appendix 1 to this report).
- 5.8. Developers wanting to extract mineral from specific sites or land within an area of search allocated in the Minerals Site Specific Allocations DPD will still need to apply for and be granted planning permission before mineral extraction can take place. Applications will be assessed on their individual merits in the light of all relevant development plan policies and other material considerations. Planning permissions are often granted subject to conditions to mitigate potential adverse impacts from site operations and mineral extraction sites are monitored on a regular basis.

Appendix 1: Inspector’s final Report on the examination of the Norfolk Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review and Main Modifications

Appendix 2: Adoption version of the Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review

Appendix 3: Adoption version of changes to the Revised Policies Map

Appendix 4: Additional Modifications to the Single Issue Silica Sand Review

### **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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

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# **Report to Norfolk County Council**

**by Jonathan Manning BA (Hons) MA MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Date 09 October 2017**

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Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

## **Report on the Examination of the Norfolk Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review**

The Plan was submitted for examination on 6 December 2016

The examination hearings were held on 14 and 15 March 2017

File Ref: PINS/X2600/429/8

## **Abbreviations used in this report**

AA	Appropriate Assessment
AoS	Areas of Search
AWPs	East of England Aggregate Working Parties
DPD	Development Plan Document
DtC	Duty to Co-operate
HE	Historic England
HES	Historic Environment Service
HRA	Habitats Regulations Assessment
LAA	Local Aggregates Assessment
LDS	Local Development Scheme
MM	Main Modification
NPPF	National Planning Policy Framework
PPG	Planning Practice Guidance
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
Tpa	Tonnes per annum

## **Non-Technical Summary**

This report concludes that the Norfolk Minerals Site Specific Allocations Development Plan Document: Single Issue Silica Sand Review provides an appropriate basis for the planning of the County, provided that a number of main modifications [MMs] are made to it. Norfolk County Council has specifically requested me to recommend any MMs necessary to enable the Plan to be adopted.

The MMs all concern matters that were discussed at the examination hearings or afterwards through written representations. Following this, the Council prepared schedules of the proposed modifications and where necessary carried out sustainability appraisal of them. The MMs were subject to public consultation over a six week period. I have recommended the inclusion of the MMs in the Plan after considering all the representations made in response to the consultation on them. In this regard, I have amended the detailed wording of one MM, which is explained further within the report.

The Main Modifications can be summarised as follows:

- The removal of Area of Search (AoS) D from the Plan.
- To amend the boundary of AoS E.
- Alterations to the text supporting AoS E, including the need for any historic environment assessments to consider the historic landscape character of the wider area, with specific regard to the medieval landscape.
- To bring the Plan up-to-date in terms of need calculations.
- To alter Policy SIL01 and the AoS Policy to be more proportionate in terms of their requirements and to refer to cumulative effects.
- To alter Policy SIL01 and the AoS Policy to comply with national policy in terms of the historic environment.
- To amend the supporting text of AoS F to refer to the presence of a public water main.

## Introduction

1. This report contains my assessment of the Norfolk Minerals Site Specific Allocations Development Plan Document (DPD): Single Issue Silica Sand Review (the Plan) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended) (the 2004 Act). It considers first, whether the Plan's preparation has complied with the Duty to Co-operate (DtC). It then considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework (NPPF) (Paragraph 182) makes it clear that in order to be sound, a Plan should be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound plan. The Norfolk Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review, submitted in December 2016 is the basis for my examination. It is the same document that was published for consultation in March 2016 and amended by a further consultation in September 2016 (Examination documents A35 and A105 respectively).

## Main Modifications

3. In accordance with section 20(7C) of the 2004 Act the Council requested that I should recommend any main modifications (MMs) necessary to rectify matters that make the Plan unsound and thus incapable of being adopted. My report explains why the recommended MMs, which relate to matters that were discussed at the examination hearings and, subsequently, through written representations, are necessary. The MMs are referenced in bold in the report in the form: **MM1**, **MM2**, **MM3** etc, and are set out in full in Appendix 1 to this report.
4. Following the examination hearings, the Council prepared a schedule of proposed MMs and carried out sustainability appraisal of them where necessary. The MM schedule was subject to public consultation for six weeks. I have taken into account the consultation responses in coming to my conclusions in this report and in this light, I have made an amendment to the detailed wording of one main modification. I consider that the amendment does not significantly alter the content of the modification as published for consultation or undermines the participatory processes and sustainability appraisal that has been undertaken. I have highlighted this amendment in the report.

## Policies Map

5. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprises the set of plans identified as Revised Policies Map as set out in Examination Document A40 (Parts A, B and C).

6. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend main modifications to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map. In addition, there are some instances where the geographic illustration of policies on the submission policies map is not justified and changes to the policies map are needed to ensure that the relevant policies are effective. These further changes to the policies map were published for consultation alongside the MMs.
7. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in the Revised Policies Map (Examination Document A40 Parts A, B and C) and the further changes published alongside the MMs.

## **Assessment of Duty to Co-operate**

8. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A in respect of the Plan's preparation.
9. The Council has provided as part of its evidence, a document (A75), which identifies how the DtC has been met. This sets out that the Council has periodically consulted Minerals and Waste Authorities in England that have silica sand reserves. Some parties have, however, raised concerns with regard to the level of engagement undertaken by the Council as part of its DtC.
10. The South Downs National Park Authority has set out that it has not had any DtC discussions with the Council. Some parties have also questioned how widely the amendments made by the Pre-Submission Addendum Modification September 2016, which included the deletion of Area of Search (AoS) A, were discussed with regard to the DtC. However, the Council is planning on meeting its identified need in full and therefore, I consider there are not any strategic cross-boundary planning issues between the Council and the South Downs National Park Authority. Further, I am of the view that there is not currently a national shortfall of silica sand that could affect the Council's approach, in terms of both provision and sites.
11. The Council has engaged with the East of England Aggregate Working Parties (AWPs) throughout the plan-making process and the production of the Council's Local Aggregates Assessment (LAA). This can also be said for other Local Planning Authorities and statutory bodies, through local groups and consultation. It is clear that many of the changes to the Plan that were brought forward by the Council prior to the submission of the Plan were as a result of consultation with the above parties, to address their concerns in a constructive and active manner.
12. Overall, I am satisfied that where necessary the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and that the DtC has therefore been met.



## Assessment of Soundness

### Main Issues

13. Taking into account all of the representations, the written evidence and the discussions that took place at the examination hearings, I have identified two main issues upon which the soundness of the Plan depends. Under the following two headings, my report deals with the main matters of soundness rather than responding to every point raised by representors.

### Background

14. It should be made clear at this point that this is a focused review of the Norfolk County Council Minerals Site Specific Allocations DPD (2013) (the Minerals Allocations DPD) in relation to silica sand. Therefore, this silica sand review has not sought to change the Plan period or review the Council's overall need figure for silica sand, which is set out within the Norfolk Minerals and Waste Local Development Framework Core Strategy and Minerals and Waste Development Management Policies (2011) (the Core Strategy). I have examined the Plan on this basis.

### Main issue 1: whether appropriate provision is made for the steady and adequate supply of silica sand

15. The overall need for silica sand within Norfolk is set out by Policy CS1 'Minerals Extraction' of the Core Strategy. This identifies that 12 million tonnes (750,000 tonnes per annum) of silica sand will need to be delivered over the Plan period. The LAA sets out information on the sale of silica sand extracted in Norfolk. The 10 year sales average of silica sand in Norfolk (2007-2016) was 681,900 tonnes per annum (tpa), whereas the 3 year sales average (2014-2016) was some 785,000 tpa. This indicates that the Core Strategy requirement of 750,000 tpa remains a reasonable figure, but there is evidence of an increase in demand over the past few years. A level of flexibility will therefore be necessary over the remaining Plan period should demand continue to increase.
16. The latest calculation on the future need for silica sand was in January 2017, when information from the sole silica sand operator Sibelco was provided. Based on the Core Strategy requirement, between 2017 and the end of the Plan period, a total provision of 7.5 million tonnes of silica sand will be required. The latest information also sets out that existing reserves stand at 2.62 million tonnes. In addition, the Minerals Allocation DPD allocates one site (MIN40) for the provision of 3 million tonnes. I see no reason to believe that the site will not come forward as planned. The Plan allocates a further site (SIL01) for the provision of 1.2 million tonnes. Taking all of this into account, this leaves a need for 0.68 million tonnes of silica sand to be delivered over the remaining Plan period. A change to the Plan is needed to take into account this updated information, in order for it to be justified and effective (**MM2**). The Council consider that to meet the need for an additional 0.68 million tonnes, a site in the region of 20 hectares of land is likely to be required.

17. To address this, the Plan identifies a number of Areas of Search (AoS). These, when taking into account my findings below on AoS D and AoS E, cover an area of some 946 hectares. Whilst the AoS cover an area significantly larger than that which is likely to be needed, I consider that this is an appropriate approach for a number of reasons. Firstly, at the beginning of the preparation of the Plan, a call for sites was undertaken by the Council. Only one site (SIL01) was promoted and has subsequently been put forward as a site allocation. Secondly, the extent and quality of the silica sand resource within the AoS are at this time very uncertain. Thirdly, and as set out above, there is evidence to suggest that demand has and could well continue to increase above the Core Strategy requirement of 750,000 tpa. Flexibility to accommodate such a need is therefore required. Lastly, some of the AoS are large, particular AoS E, and do have some constraints that will require further work to be undertaken at the planning application stage to demonstrate that they can come forward without any unacceptable harm.
18. Having regard to the above matters, particularly in relation to the knowledge of resources, and the guidance provided in the Government's Planning Practice Guidance<sup>1</sup> (PPG), I consider that the Council are not in a position to be able to allocate preferred areas and that the identification of AoS is an appropriate approach.
19. Some criticism has been made that the site selection methodology criteria were too strict and unnecessarily ruled out some areas of land. However, I am mindful that the Plan has identified 946 hectares of land within the AoS, which I consider provides a suitable level of provision, given the uncertainties involved and the need for some flexibility should the future need for silica sand increase. Overall, I consider that the site selection methodology is sound.

#### *Main issue conclusion*

20. The Plan, when considered with the recommended changes, provides an appropriate basis to secure a steady and adequate supply of silica sand.

### **Main issue 2: whether the allocated site and areas of search are acceptable in environmental terms and in all other regards**

#### *Area of Search D*

21. AoS D covers an area of some 85 hectares. A large proportion of AoS D (53 hectares) is a public open access area, as dedicated under the Countryside and Rights of Way Act (2000). It was evident from my site visit that the public open access area is very well used by the local community and its value to them is clearly important. I consider that it is unlikely that a site of some 20 hectares could come forward within AoS D without causing considerable harm to the public open access area, which would run contrary to Paragraph 75 of the NPPF, which states '*Planning policies should protect and enhance public rights of way and access*'.

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<sup>1</sup> Paragraph: 008 Reference ID: 27-008-20140306.

22. Whilst such harm would be temporary, this would still be for a considerable period of time (in the region of 5 years). Further, there are no guarantees that following restoration, a suitable or equivalent level of public open access space could be achieved, given that in most cases, sites in the area are restored to water bodies.
23. The Council suggested that even if the public open access area was removed from AoS D there would still be over 20 hectares of land in which a site could feasibly come forward. However, this would result in an isolated parcel of land without any direct access onto a local highway. Given this, I consider that it is unlikely to be attractive to a potential operator and I am not convinced that there is a reasonable likelihood that the remaining part of the site would be deliverable.
24. I have identified above that when taking into account all of my findings, the AoS would cover an area of 946 hectares and that this is a suitable level of provision, given the uncertainties involved and the need for some flexibility should the future need for silica sand increase. Consequently, at the present time, there is simply no need to allocate AoS D, which would result in demonstrable harm to the public open access area.
25. For all of the above reasons, I conclude that AoS D is unsound as it is contrary to national policy. Changes are needed to remove AoS D from the Plan in order for it to comply with national policy (**MM1, MM3, MM4, MM8 and MM15**). The deletion of AoS D will also need to be reflected on the Policies Map, in order for this part of the Plan to be sound.

#### *Area of Search E*

26. AoS E covers a large area of land at some 815 hectares, which is centred around Shouldham Warren. The land within AoS E has a significant level of historic interest due to its monastic medieval landscape and its high archaeological potential, as well as the presence of five Listed Buildings and four Scheduled Ancient Monuments nearby. The extraction of silica sand has considerable potential to affect the historic significance of the landscape. Historic England (HE) maintain that AoS E should not be allocated until a full Heritage Impact Assessment and Historic Landscape Characterisation study has been undertaken and it can be demonstrated that areas of land within AoS E can be secured for silica sand extraction that would not result in harm to the historic landscape or that parts of or all of the landscape, is not of significant historic value.
27. The Council's Historic Environment Service (HES) has brought my attention to a study undertaken between 2004 and 2009 by Norfolk Landscape Archaeology (as HES was formerly known). This undertook a Historic Landscape Characterisation of the whole of Norfolk, published jointly with English Heritage (now HE). Using data produced by this project, a Historic Landscape Characterisation map has been provided for AoS E (within Examination Document G100). This shows large areas of the historic landscape being 18-20<sup>th</sup> century woodland plantation (much of which is 20<sup>th</sup> century Forestry Commission plantations) and 18-20<sup>th</sup> century agriculture (including 20<sup>th</sup> century enclosure, boundary loss and parliamentary enclosure). Although it can be seen that elements of the medieval landscape do survive,

the majority of the wider landscape reflects post medieval and modern land-use. Whilst the Historic Landscape Characterisation study is high-level, it is sufficient to establish that an area of some 20 hectares has the potential to come forward within the AoS boundary without resulting in unacceptable harm to the historic landscape.

28. Notwithstanding this, I am mindful that the AoS Policy requires that a Heritage Statement, Archaeological Assessment and Landscape and Visual Impact Assessment are undertaken as part of any planning application for silica sand extraction within the AoS. There are also other development plan policies, namely Policies CS14 'Environmental Protection', DM8 'Design, Local Landscape and Townscape Character' and DM9 'Archaeological Sites' of the Core Strategy, which all seek to protect the historic environment from unacceptable harm. However, I consider that a change is necessary to the supporting text of AoS E to ensure that suitable regard is had to the historic landscape character of the wider area, to an extent agreed appropriate with the Council/HES (**MM12**). Having regard to the responses received to the MM consultation, I consider that MM12 should also include a reference to the medieval landscape, for clarity and for the Plan to be effective. I have therefore amended MM12.
29. In addition, as part of the MM consultation it has been suggested that the third bullet point of the AoS Policy, which relates to Landscape and Visual Impact Assessments, should be amended to include reference to the group value and wider historic landscape of heritage assets. However, I consider that these matters would be suitably considered through the requirements of the AoS Policy. Further, in terms of AoS E, I consider that the supporting text, along with MM12 provides suitable clarity on the issues that will need to be considered. Consequently, I am not of the view that such a change is necessary for soundness.
30. I consider that with the above changes, the AoS Policy, the supporting text to AoS E and the other development plan policies set out above, would ensure that the historic landscape character of the area and the interrelationships between individual historic elements, both designated and non-designated, would be suitably considered as part of any future planning application for silica sand extraction within AoS E. I am not of the view that this would potentially omit the characterisation of the wider area, as the study area would need to be agreed with the Council/HES. I also consider all other aspects of the historic environment would be suitably considered by the requirements set out above.
31. Turning briefly to archaeological potential, HE acknowledge that this does not necessarily conflict with the allocation of an AoS. However, I agree with HE that it is an important factor when considering the significance and likely historic value of locations within the AOS. This matter would be suitably considered through the requirements of the AoS Policy, which requires an archaeological assessment in consultation with the Council/HES. This may include field surveys and trial trenching where deemed necessary. Notwithstanding this, the Council has suggested that the protection of archaeological interests could be strengthened, in accordance with national policy, by a change to the AoS Policy to set out that the results of the archaeological assessment will be used by the Council/HES to agree

appropriate mitigation measures with the developer (**MM17**), rather than simply relying on mitigation measures suggested by the developer. I consider this to be an appropriate course of action.

32. Concern has been raised that should AoS E be allocated that it would be difficult to refuse permission for a silica sand extraction site within its boundary. However, AoS E is an area of search rather than a preferred area, as there is uncertainty in relation to the quantity and quality of the silica sand resources. It identifies an area that could have the potential to be suitable for silica sand extraction. Any proposed silica sand extraction within the AoS boundaries will be subject to a planning application, which will need to demonstrate that it would not result in any unacceptable harm (in all regards), in accordance with national policy and the development plan, in order to secure permission. I consider that the AoS Policy will ensure that matters such as the historic environment are fully considered at the planning application stage and the Plan is therefore sound in this regard.
33. It has been suggested that undue development pressure from developers may be placed on areas within AoS E that are the most visual and archaeologically sensitive, given that some areas of land are within Flood Zones 2 and 3. However, I am mindful that the extraction of silica sand is a water compatible development. It is therefore unlikely that this would be an obstacle to a silica sand extraction site being delivered within such an area within AoS E.
34. Given all of the above and from the evidence that has been placed before me, it is my judgement that it would be premature at this stage to rule out the potential for a suitable site of some 20 hectares to come forward within the boundaries of AoS E for silica sand extraction that would not result in unacceptable harm to the historic environment, subject to appropriate assessments and mitigation. This is particularly the case given that silica sand is a resource of national importance and the size of AoS E. I consider that it is therefore appropriate to leave the full and detailed assessment of the historic environment to the planning application stage, where the full details of a scheme and its location within AoS E would be known.
35. Turning to other related matters, the Council has proposed changes (**MM9** and **MM10**) to revise the boundary of AoS E to remove the remaining part of the site of Fairstead Medieval Market, which is an area that is particularly recognised for its high potential for important archaeological features. This would result in the removal of 1 hectare of land from the AoS. I consider that this is necessary for the Plan to be effective.
36. The northern boundary of AOS E was moved south of Wormegay after the Preferred Options Consultation. The Council has proposed numerous changes to the supporting text of AoS E (**MM11**) to more accurately reflect the northern boundary of AOS E in relation to the historic environment. I consider that in order for the Plan to be effective, the suggested changes are necessary.
37. There are public water mains within the boundary of AoS E. In order for the Plan to be effective, this matter should be referenced in the supporting text (**MM13**), to ensure that any future proposals for silica sand extraction within AoS E have regard to this matter.

### *Area of Search F*

38. There is a public water main within the boundary of AoS F. In order for the Plan to be effective, this should be referenced in the supporting text (**MM14**). This will ensure that any future proposals for silica sand extraction within AoS F will have regard to this matter.

### *Site Allocation Policy SIL01 and the Area of Search Policy*

39. Site Allocation Policy SIL01 and the AoS Policy contain a number of criteria that will need to be addressed by any future planning applications to extract silica sand within the boundaries of the site allocation and the AoS. As currently drafted, both policies require any future proposal to address all of the listed matters. However, in some cases each of the requirements of the policies may not be relevant or necessary and it would place an overly onerous task on any future operators. Consequently, I consider that in order for the Plan to be effective, an alteration to both policies is required to emphasise that each of the requirements should be addressed where it is appropriate (**MM5 and MM16**). The scope of any future planning application and supporting assessment would be agreed with the Council.
40. In addition, concerns have been raised that the policies do not refer to the need to consider cumulative impacts. Whilst this matter is dealt with by Policy DM15 of the Core Strategy, I consider that a change to both policies is required, in order for the Plan to be effective, to ensure that the need to consider cumulative impacts in accordance with Policy DM15 is explicit (**MM7 and MM18**).
41. As already set out above in relation to AoS E, the Council has suggested that the protection of archaeological interests should be strengthened, in accordance with national policy, by a change to the AoS Policy, to set out that the results of the archaeological assessment will be used by the Council/HES to agree appropriate mitigation measures with the developer (MM17). I consider the same change to Policy SIL01 (**MM6**) is necessary to ensure archaeological interests are suitably considered and mitigated, in accordance with national policy. HE, as part of the MM consultation, has suggested changes to MM6 and MM17, along with additional changes to the AoS Policy, as it is of the view that they do not take into account that an assessment may identify harm which cannot be mitigated. However, if an assessment found that there would be harm caused to the historic environment that could not be suitably mitigated the development is very unlikely to be acceptable and it would conflict with the relevant policies of the Plan and those in the wider development plan. I am content that such matters would be fully considered as part of the normal development management process. Therefore, I consider that there is no need for the changes suggested by HE to MM6 and MM17, along with the additional changes put forward to the AoS Policy, for soundness purposes.
42. The matters to be considered as part of the Landscape and Visual Impact Assessment required under the AoS Policy, includes non-designated heritage assets of archaeological interest. Paragraph 135 of the NPPF states that '*The effect of an application on the significance of a non-designated heritage asset*

*should be taken into account in determining the application'. As a result, I consider that the inclusion of non-designated heritage assets of archaeological interest within the AoS Policy is necessary and consistent with national policy.*

43. Site Allocation SIL01 was considered within the Habitat Regulation Assessment (HRA) screening report and it was determined that the site would not have any likely significant effects. Further, Natural England has not raised any concerns with regards to the findings of the HRA screening report. Therefore, I am not of the view that it is necessary to amend the supporting text to Site Allocation Policy SIL01 to set out that it will be necessary to undertake a site specific HRA, in order for the Plan to be sound.
44. Overall, I consider that Site Allocation Policy SIL01 and the AoS Policy, when considered with the recommended changes and alongside the existing development management policies within the Core Strategy, provide a sound basis to consider any future planning applications within such areas.

#### *Main issue conclusion*

45. I consider that site allocation SIL01, the AoS and their associated policies, when considered with the recommended changes, are acceptable in all regards.

## **Assessment of Legal Compliance**

46. My examination of the compliance of the Plan with the legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Norfolk County Council Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review has been prepared in accordance with the Council's LDS March 2017.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in April 2012. Consultation on the Norfolk County Council Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review and the MMs have complied with its requirements.
Sustainability Appraisal (SA)	SA has been carried out and is adequate.
Habitats Regulations Assessment (HRA)	The Habitats Regulations Appropriate Assessment (AA) Screening Report, September 2015 set out at the time that the Plan by virtue of AoS A and AoS B may have had some negative impacts and an appropriate assessment was undertaken in February 2016. However, neither AoS A nor AoS B form part of the Plan. The Plan would not have any significant effects. Natural England support this conclusion.

National Policy	The Norfolk County Council Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review complies with national policy except where indicated and MMs are recommended.
2004 Act (as amended) and 2012 Regulations.	The Norfolk County Council Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review complies with the Act and the Regulations.

## Overall Conclusion and Recommendation

47. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above.
48. The Council has requested that I recommend MMs to make the Plan sound and capable of adoption. I conclude that with the recommended main modifications set out in Appendix 1, the Norfolk County Council Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the NPPF.

*Jonathan Manning*

INSPECTOR

This report is accompanied by Appendix 1: Schedule of Main Modifications.



## Appendix 1 – Schedule of Main Modifications

Reference	Policy/ Paragraph	Change to be made
MM1	Paragraph 1.4 of the Minerals SSA DPD	Amend the table of allocated sites and areas of search in King's Lynn and West Norfolk to remove AOS D.
MM2	Paragraph 2.7 of the Minerals Site Specific Allocations DPD	<p>Amend paragraph 2.7 as follows:</p> <p>No new silica sand planning permissions were granted in <del>2010, 2011 or 2012</del> <u>from 2010 to 2016</u> and therefore the landbank of reserves has reduced accordingly (the latest confirmed landbank figure is <del>4.9</del> <u>2.62</u> million tonnes) as at 31 December <del>2012</del> <u>2016</u>). Therefore, the quantity of additional silica sand resource needed over the plan period is <del>5.6</del> <u>4.88</u> million tonnes. <del>However, due to the Habitats Regulations Assessment findings, it has been possible to allocate only one silica sand site (MIN 40), totalling 3 million tonnes.</del> <u>The two allocated silica sand sites are estimated to contain 4.2 million tonnes of silica sand.</u> All other silica sand sites put forward are concluded to have either likely significant effects or an uncertain impact on Roydon Common SSSI (part of Roydon Common and Dersingham Bog SAC) and in line with the precautionary principle they cannot be allocated. This leaves a shortfall of <del>2.6</del> <u>0.68</u> million tonnes in the quantity of silica sand allocated. However, this shortfall in allocated resources would only occur towards the end of the Plan period (about <del>2023/4</del> <u>2025</u>).</p>
MM3	Paragraph 2.7 of the Minerals Site Specific Allocations DPD	<p>Delete the remaining four paragraphs in 2.7 (from "To address this shortfall a single issue review...." to ".... is being considered, planned or determined.") and replace with the following new text:</p> <p><u>To address this shortfall four areas of search for silica sand extraction have been allocated, covering 946 hectares of land, within which planning permission may be granted, particularly if there is a potential shortfall in supply. Planning applications for the extraction of silica sand are therefore directed to the allocated specific sites and Areas of Search and would be determined in accordance with the relevant specific site or Areas of Search Policy and the relevant policies of the Local Plan.</u></p>

Reference	Policy/ Paragraph	Change to be made
MM4	Paragraph 3.7 of the Minerals SSA DPD	Text to be amended to refer to four areas of search as follows: "This DPD contains policies for <del>28</del> <u>29</u> allocated sites <u>and four areas of search</u> ."
MM5	Specific Site Allocation policy SIL01	Amend the second sentence of the policy as follows: "...will require any planning application to address, in particular <u>as appropriate</u> , the requirements below:"
MM6	Specific Site Allocation policy SIL01	Amend the fourth bullet point of the policy as follows: "An appropriate archaeological assessment must be prepared; this may initially be desk-based but may need to be followed up with field surveys and trial trenching. The archaeological assessment will <del>suggest appropriate mitigation measures</del> , and be compliant with Policy DM9 <u>and will be used by Norfolk County Council/Historic Environment Service to agree appropriate mitigation measures</u> ;"
MM7	Specific Site Allocation policy SIL01	Add a new bullet point as follows: " <u>Information demonstrating how proposals comply with Policy DM15</u> "
MM8	Section AOS D of the Silica Sand Review	Delete the title, map, all text within the areas of search characteristics and Paragraphs D.1 to D.12.
MM9	Map of AOS E	Amend the southern boundary of AOS E to exclude the site of Fairstead Medieval Market from the area of search (AOS E would be reduced by approximately 1 hectare).
MM10	AOS E Area of Search Characteristics	Amend the first bullet point as follows: "The area of search covers <del>816</del> <u>815</u> hectares within the parishes of Wormegay, Shouldham, Marham and Shouldham Thorpe."

Reference	Policy/ Paragraph	Change to be made
MM11	Paragraph E.4	<p>Amend the wording of paragraph E.4 as follows:</p> <p>"AOS E includes <u>is adjacent to</u> a large area of fen edge, parts of which were studied as part of the Fenland Survey. The Fenland Survey recorded evidence of prehistoric and later land use and occupation across the fen <del>within</del> <u>close to</u> the AoS, including a probable Iron Age settlement and some significant palaeoenvironmental deposits. <del>Also within the AOS are the remains of</del> <u>The northern edge of the AoS contains the southern fringe of the</u> early medieval settlement at Wormegay, a Bronze Age barrow, the site of a former windmill, several finds of metalworking remains and several isolated instances of human skeletal remains. <u>The place-name Shouldham Warren suggests that</u> <del>Earthworks along the north edge could be remnants of Shouldham Warren suggest that it was, indeed, a medieval warren, although no definitive research has been carried out;</del> and <del>so the</del> <u>there is</u> potential for <u>the area to contain</u> further earthworks <del>cannot be ruled out</del>. Shouldham Warren was used as a military training area in the Second World War, and there are surviving earthworks relating to this period."</p>
MM12	Paragraph E.5	<p>Inert the following additional text at the end of existing paragraph E.5, as follows:</p> <p><u>"In addition, the relevant assessments in support of any planning application will need to have regard to the historic landscape character of the wider area, with specific regard to the medieval landscape, to an extent agreed with Norfolk County Council/Historic Environment Service."</u></p>
MM13	Section AOS E – insert new paragraph before existing paragraph E.16	<p>Insert a new paragraph as follows:</p> <p><u>"There are public water mains within the boundary of AOS E. Anglian Water would require the standard protected easement widths for the water mains and for any requests for alteration or removal to be conducted in accordance with the Water Industry Act 1991."</u></p>
MM14	Section AOS F – insert new paragraph before existing paragraph F.9	<p>Insert a new paragraph as follows:</p> <p><u>"There is a public water main within the boundary of AOS F. Anglian Water would require the standard protected easement widths for the water main and for any requests for alteration or removal to be conducted in accordance with the Water Industry Act 1991."</u></p>

Reference	Policy/ Paragraph	Change to be made
MM15	Areas of Search Policy	Delete AOS D from the first line of the policy, as follows:  "AOS D, AOS E, AOS F, AOS I and AOS J are allocated as areas of search for silica sand extraction."
MM16	Areas of Search Policy	Amend the third sentence of the policy as follows:  "...will require any planning application within the Area of Search to address, in particular <u>as appropriate</u> , the requirements below:"
MM17	Areas of Search Policy	Amend the fifth bullet point of the policy as follows:  "An appropriate archaeological assessment must be prepared in consultation with Norfolk County Council; this may initially be desk-based but may need to be followed up with field surveys and trial trenching. The archaeological assessment will <del>suggest appropriate mitigation measures</del> , and be compliant with Policy DM9 <u>and will be used by Norfolk County Council/Historic Environment Service to agree appropriate mitigation measures;</u> "
MM18	Areas of Search Policy	Add a new bullet point as follows:  " <u>Information demonstrating how proposals comply with Policy DM15</u> "

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

Minerals Site Specific Allocations Development Plan  
Document:  
Single Issue Silica Sand Review

October 2017



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

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

### **Minerals Site Specific Allocations DPD: Single Issue Silica Sand Review**

October 2017

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## Modifications to the adopted Minerals Site Specific Allocations DPD

The modification column of the table below, details the changes to be made to the adopted Minerals Site Specific Allocations Development Plan Document (DPD) due to the Single Issue Silica Sand Review.

Text to be deleted is shown ~~struck through~~ and additional text to be added in shown in red and underlined.

Paragraph/ Page	Modification																											
Contents page	List Policy SIL01 at Bawsey and the four areas of search and Area of Search Policy into the contents list after Policy MIN 76, and amend the page numbers accordingly.																											
1.4	<p>The following sites <u>s and areas of search are</u> is allocated for silica sand extraction:</p> <table><tr><th>Parish</th><th>Site reference</th><th>Estimated resource (tonnes)</th></tr><tr><td colspan="3">King's Lynn and West Norfolk</td></tr><tr><td>East Winch</td><td>MIN 40</td><td>3,000,000</td></tr><tr><td><u>Bawsey</u></td><td><u>SIL01</u></td><td><u>1,200,000</u></td></tr><tr><td><u>Wormegay, Shouldham, Marham, Shouldham Thorpe</u></td><td><u>AOS E</u></td><td><u>Unknown</u></td></tr><tr><td><u>Runton Holme, Stow Bardolph</u></td><td><u>AOS F</u></td><td><u>Unknown</u></td></tr><tr><td><u>Shouldham Thorpe, Runton Holme, Tottenhill</u></td><td><u>AOS I</u></td><td><u>Unknown</u></td></tr><tr><td><u>Tottenhill, Wormegay</u></td><td><u>AOS J</u></td><td><u>Unknown</u></td></tr><tr><td><u>TOTAL</u></td><td></td><td><u>4,200,000</u></td></tr></table>	Parish	Site reference	Estimated resource (tonnes)	King's Lynn and West Norfolk			East Winch	MIN 40	3,000,000	<u>Bawsey</u>	<u>SIL01</u>	<u>1,200,000</u>	<u>Wormegay, Shouldham, Marham, Shouldham Thorpe</u>	<u>AOS E</u>	<u>Unknown</u>	<u>Runton Holme, Stow Bardolph</u>	<u>AOS F</u>	<u>Unknown</u>	<u>Shouldham Thorpe, Runton Holme, Tottenhill</u>	<u>AOS I</u>	<u>Unknown</u>	<u>Tottenhill, Wormegay</u>	<u>AOS J</u>	<u>Unknown</u>	<u>TOTAL</u>		<u>4,200,000</u>
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2.7	<p>No new silica sand planning permissions were granted in 2010, 2011 or 2012, <u>from 2010 to 2016</u> and therefore the landbank of reserves has reduced accordingly (the latest confirmed landbank figure is <u>2.62</u> 4.9-million tonnes as at 31 December <u>2016</u> 2012). Therefore, the quantity of additional silica sand resource needed over the plan period is <u>4.88</u> 5.6 million tonnes. <u>The two allocated silica sand sites are estimated to contain 4.2 million tonnes of silica sand.</u> However, due to the Habitats Regulations Assessment findings, it has been possible to allocate only one silica sand site (MIN 40), totalling 3 million tonnes. All other silica sand sites put forward are concluded to have either likely significant effects or an uncertain impact on Roydon Common SSSI (part of Roydon Common and Dersingham Bog SAC) and in line with the precautionary principle, they cannot be allocated. This leaves a shortfall of 2.6 <u>0.68</u> million tonnes in the quantity of silica sand allocated. However, this shortfall in allocated resources would only occur towards the end of the Plan period (about <u>2023/4 2025</u>).</p> <p><u>To address this shortfall four areas of search for silica sand extraction have been allocated, covering 946 hectares of land, within which planning permission may be granted, particularly if there is a potential shortfall in supply.</u></p> <p><del>To address this shortfall a single issue review of silica sand will be completed by 2016. The aim of the review will be to consider land for site specific allocations, preferred areas and/or areas of search, which would be suitable to address this shortfall. This would be undertaken in advance of the full review of the Minerals Site Specific Allocations DPD which will be undertaken five years after adoption to reflect market conditions and ensure an adequate landbank exists in the county; in accordance with paragraph 8.8 of the adopted Minerals and Waste Core Strategy.</del></p> <p><u>Planning applications for the extraction of silica sand are therefore directed to the</u></p>																											

Paragraph/ Page	Modification
	<p><u>allocated specific sites and Areas of Search and would be determined in accordance with the relevant specific site and Areas of Search Policy and the relevant policies of the Local Plan.</u> If planning applications are submitted for the extraction of silica sand which would address the shortfall they will be considered against the relevant policies of the Local Plan. (See policy SD1). The fact of a shortage of silica sand supply will be a 'material consideration'.</p> <p>The determination of such applications will take into account local amenity and environmental considerations in line with policies in the Core Strategy (including CS1, 2, 14, and DM8).</p> <p>The presumption in favour of sustainable development is important, whilst recognising that this presumption does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.</p>
2.11	Update the illustrative diagram and legend below paragraph 2.11 to include the additional specific site and areas of search allocated for silica sand extraction.
2.14	Add new sentence at the end of the paragraph as follows: <u>"A Sustainability Appraisal of the Single Issue Silica Sand Review of the Minerals SSA Plan was carried out in 2015 and reviewed in 2016. The Sustainability Appraisal assessed the approach to be used to define potential areas of search and also assessed the specific site and each defined area of search."</u>
2.19	Delete the last sentence of this paragraph "An evidence base update has been published for this pre-submission stage and this should be read in conjunction with the original evidence base document and all previous updates."
3.1	This <del>Pre-Submission</del> Minerals Site Specific Allocations DPD was preceded by an original 'call for sites' and three public consultation stages, as follows:
Add new paragraphs after paragraph 3.5	<p>Add new text:</p> <p><u>"A Single Issue Silica Sand Review of the Minerals SSA was carried out during 2015 and 2016. An Initial Consultation took place for six weeks from 9 March to 20 April 2015. The purpose of the Initial Consultation was to determine the information that must be submitted with proposals for silica sand extraction sites to be considered through the Silica Sand Review and the methodology to be used to define areas of search for future silica sand extraction. Comments were received from 18 organisations and one individual. In addition, 'no comment' responses were received from eight organisations.</u></p> <p><u>A 'Call for sites' took place during June 2015, to enable land to be submitted for consideration for future silica sand extraction, to meet the identified shortfall. Sibelco UK is the only silica sand company operating in Norfolk and it was the only respondent to the 'call for sites'. The specific site proposed by Sibelco UK has an estimated mineral resource of 1.2 million tonnes. This is less than the 2.5 million tonnes of silica sand needed to meet the shortfall over the plan period. Therefore, as proposed in the Initial Consultation document, Norfolk County Council defined areas of search to meet the shortfall, within which planning permission may be granted for future silica sand extraction.</u></p> <p><u>Areas of search are defined in the National Planning Practice Guidance as "areas where knowledge of mineral resources may be less certain, but within which planning permission for silica sand extraction may be granted on a smaller area of land". The areas of search were defined using the following methodology:</u></p> <ol style="list-style-type: none"> <li><u>The starting point for the areas of search is the extent of the Leziate Beds silica sand resource</u></li> <li><u>The Norfolk Coast Area of Outstanding Natural Beauty has been excluded</u></li> <li><u>All ancient woodland and 250 metres around them has been excluded</u></li> <li><u>All SSSIs and 250 metres around them has been excluded (except for Roydon</u></li> </ol>



Paragraph/ Page	Modification
	<p><u>Common and Dersingham Bog – see below)</u></p> <ul style="list-style-type: none"> <li>e. <u>The hydrological catchment around Roydon Common and Dersingham Bog has been excluded</u></li> <li>f. <u>Registered Common Land has been excluded</u></li> <li>g. <u>Designated heritage assets (Listed Buildings, Scheduled Monuments, registered historic parks and gardens, Conservation Areas) and 250 metres around each heritage asset has been excluded</u></li> <li>h. <u>Sensitive receptors to amenity impacts (residential dwellings, educational facilities, workplaces, healthcare and leisure facilities) and 250 metres around each sensitive receptor has been excluded</u></li> <li>i. <u>Agricultural land grades 1 and 2 have been excluded</u></li> <li>j. <u>Allocated, current and restored mineral extraction sites have been excluded</u></li> <li>k. <u>The areas of the Leziate Beds silica sand resource that were remaining at this point were all potential areas of search</u></li> <li>l. <u>Potential areas of search below 20 hectares in size have not been taken further</u></li> <li>m. <u>The remaining ten areas of search are above 20 hectares in size and were included in the Preferred Options consultation document.</u></li> </ul> <p><u>The Preferred Options Consultation took place over six weeks from 6 November to 21 December 2015 and included one potential specific site and ten defined areas of search for silica sand extraction in Norfolk. The document contained an initial assessment of the site and each area of search and described the County Council's suggested way forward in terms of which sites/areas were considered suitable for future silica sand extraction.</u></p> <p><u>Comments on the Preferred Options Consultation were received from 18 organisations and 11 individuals. In addition, 'no comment' responses were received from eight organisations. The comments received were taken into account in the preparation of the Pre-Submission document, including the assessment of the proposed specific site and areas of search considered suitable for allocation.</u></p> <p><u>Following the representations period on the Pre-submission publication version of the Silica Sand Review, officers assessed the representations made.</u></p> <p><u>The purpose of the areas of search process was to allocate those parts of the silica sand resource which are least constrained; and where a suitable future planning application for silica sand extraction may be approved. Therefore, it was decided that AOS A should not be allocated as an area of search and an Addendum to the Silica Sand Review Pre-submission document was subject to a six week representations period during Autumn 2016.</u></p> <p>Re-number the subsequent paragraphs.</p>
3.7	<p>This DPD contains policies for 28 <del>29</del> allocated sites <u>and four areas of search</u>. Only sites <u>and areas of search</u> suitable for allocation are listed; unallocated sites <u>or areas of search</u> are excluded from this document.</p>
3.18	<p><b>Air Quality and Dust</b></p> <p>Policy DM13 covers air quality. The <u>National Planning Practice Guidance (NPPG) (paragraphs 27-023 to 27-032)</u> <del>Technical Guidance to the NPPF</del> contains more detailed guidance on dust emissions and the control of dust generated by mineral workings, including the health effects of dust.</p>
3.19	<p>All planning applications – including those for allocated sites in this document – will be judged against the appropriate Core Strategy policies, with the <u>NPPG</u></p>

Paragraph/ Page	Modification
	<p><del>Technical Guidance to the NPPF</del> providing greater details on, for instance, the preparation of a dust assessment study. Paragraph <del>023</del> 24 indicates the scope of the dust assessment study (including mitigation) which would need to accompany any future planning application:</p> <p><del>“The scope of a dust assessment study should be agreed with the minerals planning authority and local planning authority. Such studies should be used to:</del></p> <p><u>There are five key stages to a dust assessment study:</u></p> <p>establish baseline conditions of the existing dust climate around the site of the proposed operations;</p> <p>identify site activities that could lead to dust emission without mitigation;</p> <p>identify site parameters which may increase potential impacts from dust;</p> <p>recommend mitigation measures, including modification of site design; and</p> <p>make proposals to monitor and report dust emissions to ensure compliance with appropriate environmental standards and to enable an effective response to complaints.”</p>
3.20	<u>Paragraphs 025 to 028 of the NPPG</u> <del>Table 6 of the Technical Guidance</del> provides further guidance on the stages and methodology of a dust assessment study, <del>with paragraphs 26 and 27 covering the health effects of dust.</del>
3.22	<p><b>Noise</b></p> <p>Policies CS14 and DM12 of the adopted Norfolk Core Strategy and Minerals and Waste Development Management Policies DPD cover amenity issues generally. The <u>National Planning Practice Guidance</u> <del>Technical Guidance to the NPPF</del> contains more detailed guidance on noise emissions and standards (<del>paragraphs 28-31</del>) <u>(paragraphs 019 to 022)</u>, including information on the preparation of noise emissions assessments, and the noise standards applicable to mineral operations.</p>
Legend at the start of Section 5	Include Areas of Search for silica sand extraction in the legend
40.1	The site is close to a number of properties on <del>Station Road</del> <u>Gayton Road</u> , the nearest residential property is within 10 metres of the site boundary.
Policy MIN 40	A screening scheme which will include mitigation of views from the properties along <del>Station Road</del> <u>Gayton Road</u> , the PROW and surrounding roads, and protection of the setting of listed buildings, including All Saint’s Church East Winch;
New sections: Site SIL01, AOS E, AOS F, AOS I and AOS J	<p>Include section SIL01 and Policy SIL01 of this document.</p> <p>Include sections AOS E, AOS F, AOS I and AOS J of this document.</p>
New Areas of Search Policy	Include the Areas of Search Policy detailed in this document
Glossary	Add additional definitions into the glossary as listed in this document




# Allocated specific site and areas of search

## Legend


### Areas of Search and allocations

-  Areas of Search
-  Mineral site allocations
-  Consultation area for safeguarded mineral extraction - allocation
-  Waste site allocations
-  Indicative site screening
-  Indicative site buffers






### Insets

-  allocation insets
-  AQMA insets
-  RIGS insets




### Safeguarded existing Mineral and Waste sites

-  Safeguarded existing mineral extraction sites
-  Safeguarded existing waste management sites
-  Safeguarded existing mineral infrastructure
-  Safeguarded existing key wastewater treatment works
-  Consultation area for safeguarded waste management sites-existing
-  Consultation area for safeguarded mineral infrastructure-existing
-  Consultation area for safeguarded mineral extraction sites-existing
-  Consultation area for safeguarded key WWTW-existing
-  Air Quality Management Area (AQMA)

### Road Network

-  Trunk Roads
-  A Roads
-  Mineral access route
-  Waste access route
-  Designated Lorry Routes in Norfolk




### Safeguarded mineral resources

-  Mineral Safeguarding Area (Silica Sand)
-  Mineral Safeguarding Area (Sand and Gravel)
-  Mineral Safeguarding Area (Carstone)





### Landscape designations

-  North Norfolk Heritage Coast
-  Core River Valleys
-  Area of Outstanding Natural Beauty (AONB)
-  Broads Authority Executive Area





### Administrative boundaries

-  Norwich Policy Area
-  Districts
-  Norfolk Parishes




### Environmental designations

-  Local Nature Reserves
-  National Nature Reserves
-  Special Protection Area (SPA)
-  Special Area of Conservation (SAC)
-  Site of Special Scientific Interest (SSSI)
-  Ramsar sites
-  County Wildlife Sites
-  Ancient Woodland
-  Regionally Important Geological Sites (RIGS)
-  Mitigation zone for stone curlews
-  Protection zone for stone curlews

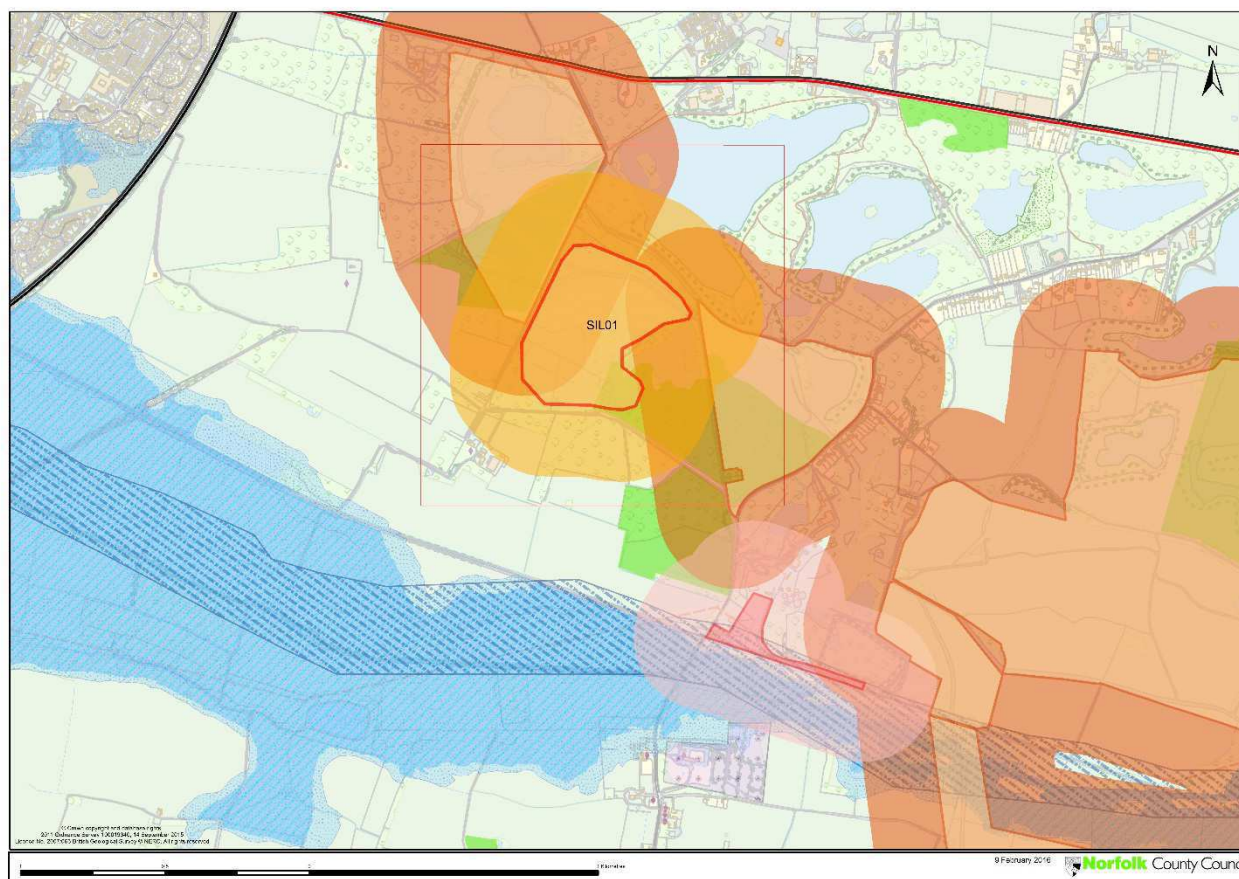
### Heritage designations

-  Registered Historic Parks and Gardens
-  Scheduled Monuments
-  Listed Buildings
-  Conservation Areas

### Environment Agency designations

-  Groundwater Source Protection Zone 1
-  Flood zone 2 & 3
-  Flood zone 2

## Specific Site: SIL01 – Mintlyn South



### SIL01 - Site Characteristics

- The 21 hectare site is within the parish of Bawsey
- The estimated silica sand resource at the site is 1,200,000 tonnes
- The site is part of a former mineral working which was partially extracted.
- The site is located in an area which has a history of mineral working and is adjacent to restored and permitted workings.
- The Agricultural Land Classification scheme classifies the land as being in 'Non-Agricultural' use.
- The nearest residential property is approximately 280 metres from the site boundary.
- The site is in Flood Zone 1 (low risk) of flooding from rivers and the sea. 4% of SIL01 is at low risk of flooding from surface water and less than 1% is at medium risk of flooding from surface water.
- The site is approximately 700 metres from the Leziat processing plant and the proposer of the site has indicated that it is intended that mineral will be transferred by conveyor to the processing plant.

**S.1** The site is set within a landscape which has evidence of former settlements. The Ruins of Church of St Michael (Grade II\*) sits just under 650 metres to the west of site SIL01. The majority of the site is screened from the ruins of the Church of St Michael by established woodland. Any future planning application would need to consider whether additional screening would be required for the southern part of the site to ensure that the setting of the church is not affected. The site is just under 1.4km from the Scheduled Monument, Remains of St James' Church and surrounding Saxon and Medieval Settlement. Any future planning application for site SIL01 would need to include a

Heritage Statement assessing the setting of heritage assets, addressing the potential for impacts and suggesting potential mitigation measures such as bunding and screen planting.

**S.2** SIL01 contains a series of cropmarks related to undated ditches and banks, together with a possible Bronze Age barrow. A detailed assessment of the significance of archaeological deposits will be required by field evaluation at the planning application stage, in order to protect and mitigate the impact of mineral extraction in this area of search.

**S.3** Site SIL01 is set within a landscape which has been modified over time by the extraction of mineral, particularly silica sand and carstone. Extraction in the 19<sup>th</sup> and 20<sup>th</sup> century has resulted in a number of lakes and previously worked areas and the restored workings are important for biodiversity and recreation in the area.

**S.4** The site is on a flat topped ridge between the valleys of the Gaywood River and the Mintlyn Stream (Middleton Stop Drain). The Gaywood River valley is just to the north of the site and the valley of the Middleton Stop Drain is to the south. The southern boundary of the site starts to gently fall away to the Middleton Stop Drain.

**S.5** The site is within a landscape characterised as 'Farmland with woodland and wetland'. This creates a landscape with different scales of enclosure created by the interaction between woodland blocks, agricultural fields and wetlands. Viewpoints of the site are generally limited by hedgerows and woodland over large parts of the area. It is considered that bunding and screen planting could provide successful mitigation if well designed. Any future planning application for site SIL01 will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.

**S.6** There is a County Wildlife Site partly within site SIL01 (CWS 416 '70 & 100 Plantations'), therefore part CWS 416 would be directly affected by mineral extraction. There is also a CWS adjacent to this site (CWS 418 'Haverlesse Manor Plantation') on an area which has been subject to previous mineral working. Due to the proximity of these County Wildlife Sites to site SIL01, there is the potential for adverse impacts to be caused by mineral extraction which will need to be assessed as part of a planning application and mitigation measures proposed.

**S.7** SIL01 is located 2.8km from Roydon Common SSSI (which forms part of Roydon Common and Dersingham Bog SAC and is also designated as Roydon Common Ramsar. SIL01 is 2.6km from Leziate, Sugar and Derby Fens SSSI. However, the majority of SIL01 is outside the hydrological catchment for both of these SSSIs and is down gradient of these sites. In addition, Bawsey Lakes are located between SIL01 and these SSSIs. Therefore, no adverse impacts are expected on these SSSIs and no likely significant effects are expected on the qualifying features of the SAC or Ramsar site.

**S.8** Site SIL01 is within the hydrological catchments of the Gaywood River and Middleton Stop Drain. The proposed site is located over a principal aquifer and partially over a secondary B aquifer; but it mainly overlays an unproductive secondary aquifer. There are no Groundwater Source Protection Zones within the proposed site. If extraction below the watertable and/or dewatering is proposed a hydrogeological risk assessment will be necessary to identify potential risks and appropriate mitigation.

**S.9** Site SIL01 is approximately 910 metres from the Mintlyn Stream which is a Water Framework Directive waterbody. The groundwater level in this area is several metres below ground level and therefore, overland flows are not expected from the site towards the stream. SIL01 and the existing processing plant at Leziate, which the silica sand would be transported to by conveyor, are both located north of Mintlyn Stream so the silica



sand would not be transported across the Mintlyn Stream. Therefore it is not expected that there would be a pathway for silt ingress into the Mintlyn Stream from future silica sand extraction within site SIL01.

**S.10** There is the potential for this site to contain examples of geodiversity priority features. Potential impacts to geodiversity would need to be assessed and appropriate mitigation identified as part of any future planning application. There would be a preference for restoration to provide opportunities for further geological research of suitable exposures.

#### **Specific Site Allocation Policy SIL01:**

The site is allocated as a specific site for silica sand extraction. Development will be subject to compliance with the adopted Core Strategy and Development Management policies, national legislation, policy and guidance, and will require any planning application to address, as appropriate, the requirements below:

- A programme of mitigation measures (e.g. standoff areas, screening and/or bunding) to deal appropriately with any potential amenity impacts, including noise and dust, to comply with the requirements of policy DM12;
- A Landscape and Visual Impact assessment to identify potential landscape impacts. The LVIA will include Scheduled Monuments, Listed Buildings, archaeological assets and non-designated assets as affected and their settings, together with suitable mitigation measures to address the impacts and conserve the significance of those assets. The completed assessment will comply with the requirements of policies CS14, DM2 and DM8;
- A Heritage Statement to identify heritage assets and their settings, assess the potential for impacts and identify appropriate mitigation if required. As a result of the historically complex and significant environment in which the mineral resource is present, applicants should consider the potential for early engagement with Historic England, the Norfolk Historic Environment Service and Conservation Officers in the preparation of the Heritage Statement. The completed statement will comply with the requirements of policies CS14, DM8 and DM9;
- An appropriate archaeological assessment must be prepared; this may initially be desk-based but may need to be followed up with field surveys and trial-trenching. The archaeological assessment will be compliant with Policy DM9 and will be used by Norfolk County Council/Historic Environment Service to agree appropriate mitigation measures;
- A Hydrogeological Risk Assessment, based on proportionate evidence,
  - to identify potential impacts to groundwater quality, quantity and levels;
  - to propose appropriate mitigation to protect any abstraction points, ecosystems and surface water features that are reliant on groundwater, in particular SSSIs, SACs and SPAs.

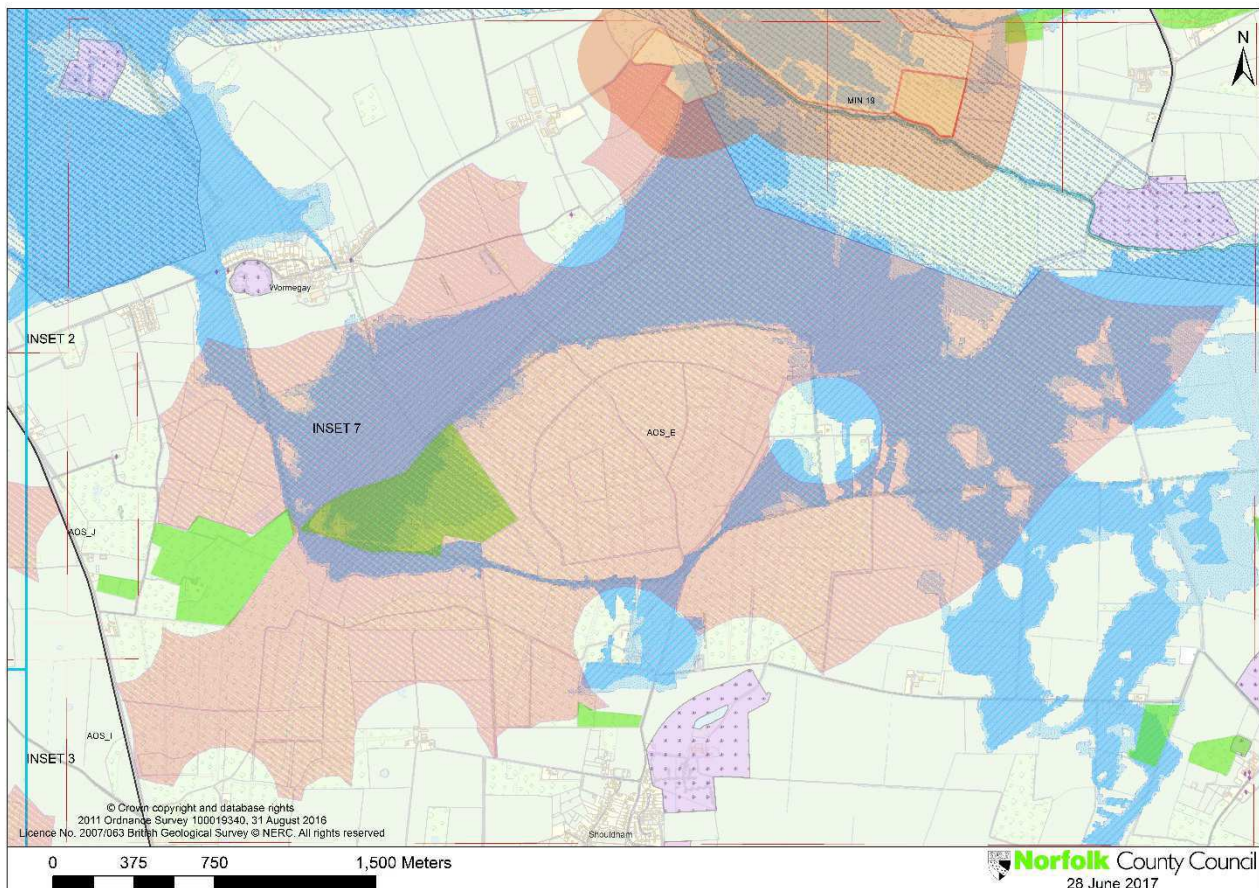
The assessment will need to consider the precautionary principle as it relates to European designations. The assessment should include a programme of mitigation measures to address identified potential impacts, and comply with the requirements of policies CS14, DM1 and DM3;

- An assessment to consider the potential for impacts on environmental designations, and suggest suitable mitigation, to comply with policies CS14 and DM1;
- An assessment to consider the potential for impacts on the Mintlyn Stream and Gaywood River, including from silt ingress and modification, and appropriate mitigation to prevent unacceptable adverse impacts.
- A Transport Assessment or Statement which considers the potential for

transport impacts and identifies appropriate mitigation measures, including highway improvements where appropriate, to address these impacts. There will be a preference for a transport route which minimises amenity impacts through the use of off-highway haul routes from the B1145 to the processing plant. The assessment or statement will comply with policy DM10;

- A comprehensive working and restoration plan which is compliant with Policy DM14, in particular considering the opportunities, on restoration, for ecological enhancement, the improvement of public access and geological exposures for future study;
- An air quality assessment of the potential for any emissions, including dust, together with suitable mitigation measures to address these potential impacts on humans, flora and fauna. The Air Quality Assessment will need to be compliant with Policy DM13;
- Information demonstrating how proposals comply with Policy DM15.

## AOS\_E: Land to the north of Shouldham



### Area of Search Characteristics

- The area of search covers 815 hectares within the parishes of Wormegay, Shouldham, Marham and Shouldham Thorpe.
- The AoS is an area of agricultural use with commercial plantation and other woodland.
- The area of search is adjacent to areas of previous and current mineral workings and close to a sand and gravel allocation.
- The area of search is a mixture of forestry and agricultural uses and the area is split between non-agricultural, Grade 3 and Grade 4.
- The nearest residential property is approximately 250 metres from the AOS boundary. The settlements of Shouldham and Wormegay are 250 metres from the boundary of the AoS. A planning application for mineral extraction within AoS E would need to include mitigation measures to deal appropriately with any amenity impacts.
- The area of search is approximately 15 kilometres from the Leziate processing plant and it is considered likely that any extraction site would transfer mineral to the processing plant by road.

**E.1** The area of search is located on the A134 which is a principal route and designated HGV route in the route hierarchy. Access via West Briggs Lodge is unsuitable. Preferred access would be via the A134. Existing access roads to the A134 should be used subject improvement and junction improvements. The Highway Authority considers that the area of search is suitable subject to network improvements.

**E.2** The route from the area of search to the Leziate processing plant would be expected to be north along A134 and A10 and A149, before turning east onto the B1145. From the B1145 the preferred access to the Leziate processing plant would be an off-road route turning right off the B1145 before Bawsey and utilising the existing track and/or conveyor



route through the existing mineral workings at Mintlyn to access Station Road and the processing plant south of Brow of the Hill. A right turn lane at the junction with the B1145 would probably be required to provide a suitable junction. Utilising an off-road haul route would avoid lorries accessing the processing plant via Brow of the Hill, Fair Green or Middleton and therefore mitigate amenity impacts.

**E.3** AoS E is within a historic environment which contains numerous high value heritage assets from multiple time periods starting in early prehistory. There are four Scheduled Monuments located less than 400 metres from the area of search. They are the Remains of Pentney Priory at Abbey Farm (267 metres), the Motte and Bailey Castle in Wormegay village (250 metres), Shouldham Priory (250 metres), and Village Cross 330 metres south of Cross Hill Farm (250 metres). In addition there are five Listed Buildings located less than 300 metres from the area of search. They are the Church of St Michael (Grade II\*), the Church of St Botolph (Grade I), Castle Meadow (Grade II), Castle Road Bridge (Grade II) and Village Cross (Grade II). Any future planning application within the AoS would need to include a Heritage Statement assessing the setting of heritage assets, addressing the potential for impacts and suggesting potential mitigation measures such as bunding and screen planting, recognising that there may be locations where these may be intrusive in themselves.

**E.4** AOS E is adjacent to a large area of fen edge, parts of which were studied as part of the Fenland Survey. The Fenland Survey recorded evidence of prehistoric and later land use and occupation across the fen close to the AoS, including a probable Iron Age settlement and some significant palaeoenvironmental deposits. The northern edge of the AoS contains the southern fringe of the early medieval settlement at Wormegay, a Bronze Age barrow, the site of a former windmill, several finds of metalworking remains and several isolated instances of human skeletal remains. The place-name Shouldham Warren suggests that earthworks along the north edge could be remnants of a medieval warren, although no definitive research has been carried out; and there is the potential for the area to contain further earthworks. Shouldham Warren was used as a military training area in the Second World War, and there are surviving earthworks relating to this period.

**E.5** Given the constrained nature of this AoS with regards to the historic environment, any proposal for extraction here should pay particular attention to the setting of the designated heritage assets. The Norfolk Historic Environment Service recommend that proposals for extraction avoid areas of palaeoenvironmental potential, the former barrow and the areas of former settlement. The Norfolk Historic Environment Service would not support proposals that result in the destruction of historic earthworks. Therefore, a detailed assessment of the significance of archaeological deposits will be required by field evaluation at the planning application stage, in order to protect and mitigate the impact of mineral extraction in this area of search. In addition, the relevant assessments in support of any planning application will need to have regard to the historic landscape character of the wider area, with specific regard to the medieval landscape, to an extent agreed with Norfolk County Council/Historic Environment Service.

**E.6** The AoS falls under two different landscape character areas, with the north-east classified as 'fen, open inland marshes' and the south-west as a landscape of 'Settled Farmland with Plantations'. This is a transitional landscape between the Fens to the west and the Brecks to the east. Generally, the AoS slopes gently away to the west but at a rate where many parts of the area would be perceived as flat. In the AoS viewpoints are limited by field boundaries and woodland over large parts of the area, however in some northern and eastern parts drainage dykes form a more significant landscape component as boundary features.

**E.7** There are a number of viewpoints in the AoS from roads and Public Rights of Way. Within the AoS Shouldham Warren is a significant woodland plantation managed by the

Forestry Commission as a commercial forestry operation and the landowner allows the Forestry Commission to permit access throughout Shouldham Warren. Additionally, the Warren is crossed by a number of PRowWs and has some picnic areas within it. Any future planning application within the area of search will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.

**E.8** There is one County Wildlife Site within the area of search, CWS 425 'Mow Fen'. CWS 424 'Westbrigg's Wood', and CWS 373 'Adjacent Adams Plantation' are adjacent to the AoS boundary. AOS E is a large area of search; therefore the effect on any of these County Wildlife Sites from mineral extraction would depend on the location of mineral extraction within the area of search. The potential for adverse impacts to be caused to County Wildlife Sites by mineral extraction will need to be assessed as part of a planning application and mitigation measures proposed if necessary.

**E.9** AOS E is located just less than 2.5km from Setchey SSSI. Whilst the southern part of the AoS is within the hydrological catchment (Polver Drain) of Setchey SSSI, due to the land being artificially drained to multiple outlets, the AoS does not drain towards Setchey SSSI. The land in the AoS that is within the catchment of Mow Fen IDB Drains does not drain to Setchey SSSI. Therefore there are no likely adverse impacts on Setchey SSSI from mineral extraction within AOS E.

**E.10** AOS E is located 250 metres from the River Nar SSSI. However, due to the land within AOS E being artificially drained to multiple outlets (within the catchments of the Polver Drain and Mow Fen IDB Drains), none of the land in the AoS drains to the River Nar. Therefore there are no likely adverse impacts on the River Nar SSSI from mineral extraction within AOS E.

**E.11** AOS E is within the hydrological catchment (Polver Drain) for Bowl Wood Ancient Woodland and there is the potential for hydrological impacts if mineral extraction operations cause changes in the water table. If extraction below the watertable and/or dewatering is proposed a Hydrogeological Risk Assessment will be necessary to identify potential risks and appropriate mitigation.

**E.12** 52% of the area of search is in Flood Zones 2 and 3 (medium and high risk) for flooding from rivers. Silica sand extraction is considered to be a 'water compatible' land use which is suitable in all flood zones. Silica sand extraction would be a temporary non-residential use, which exposes relatively few people to risk as only a small number of employees are required. Residual risk can be addressed through the use of a site evacuation plan. 7% of AOS E is at low risk of flooding from surface water and 2% is at medium or high risk of flooding from surface water.

**E.13** AOS E is within the hydrological catchments for the Mill Fen IDB Drains, Mow Fen IDB Drains and Polver Drain. The AoS is located over a principal aquifer and partially over secondary B and secondary undifferentiated aquifers; however there are no Groundwater Source Protection Zones within the area of search. If extraction below the watertable and/or dewatering is proposed a Hydrogeological Risk Assessment will be necessary to identify potential risks and appropriate mitigation.

**E.14** The northern part of the AoS (within the catchment of Mill Fen IDB Drains) drains to the River Nar. The River Nar is a Water Framework Directive waterbody which runs to the north of the AoS. A future planning application within the AoS will need to assess the potential for impacts on the River Nar, including from silt ingress and modification, and propose appropriate mitigation to prevent unacceptable adverse impacts.

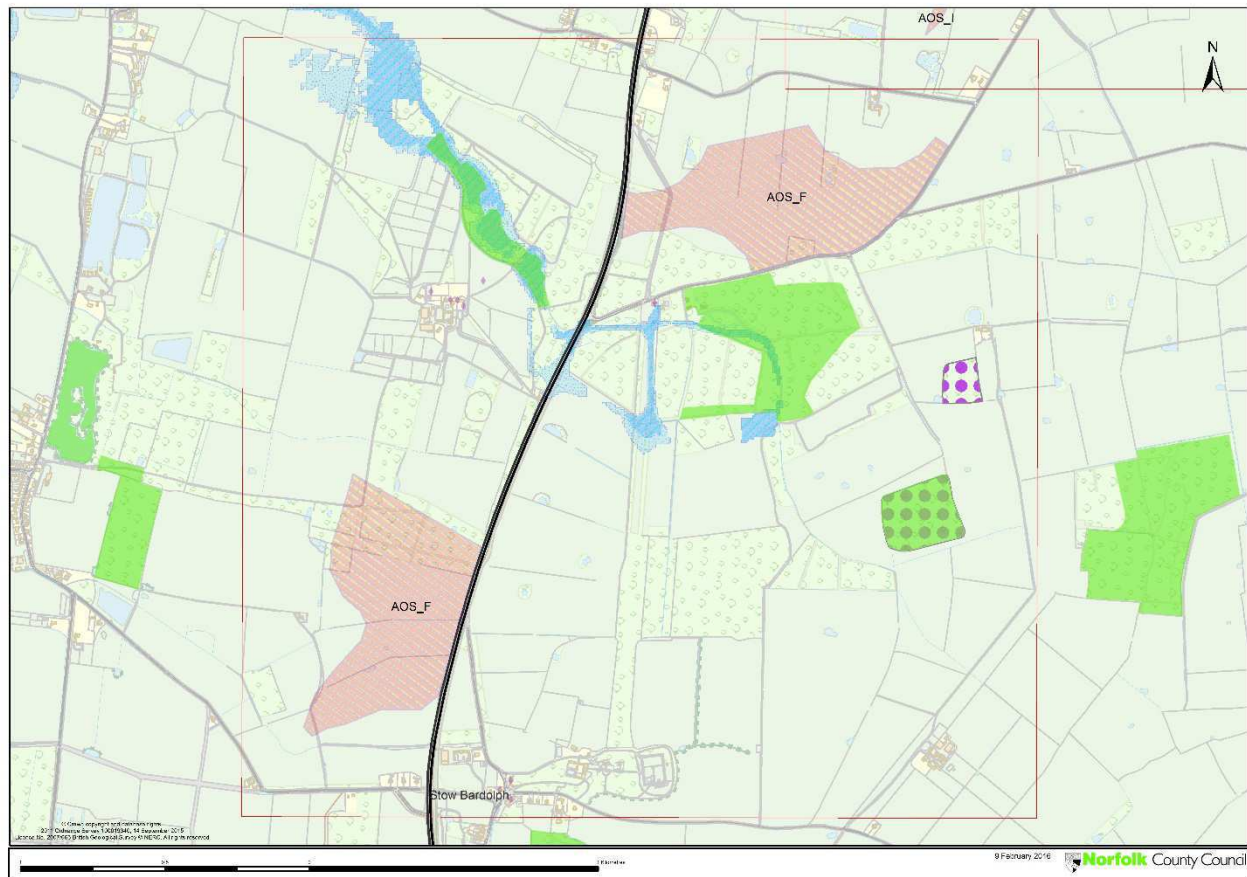
**E.15** The AoS contains geodiversity priority features in the form of paleo-environmental deposits, and Setchey SSSI, north of the site, is designated for its geological features

related to successive periods of marine inundation and retreat. There is the potential for a mineral extraction site within this area to contain other examples of geodiversity priority features. Potential impacts to geodiversity would need to be assessed and appropriate mitigation identified as part of any future planning application. There would be a preference for restoration to provide opportunities for further geological research of suitable exposures.

**E.16** There are public water mains within the boundary of AOS E. Anglian Water would require the standard protected easement widths for the water mains and for any requests for alteration or removal to be conducted in accordance with the Water Industry Act 1991.

**E.17** AOS E is allocated as an Area of Search for silica sand extraction. Development will be subject to compliance with the Core Strategy and Development Management Policies and the Areas of Search Policy.

## AOS\_F: Land to the north of Stow Bardolph



### Area of Search Characteristics

- The AoS consists of two parcels of land covering approximately 31 and 30 hectares respectively within the parishes of Runcion Holme and Stow Bardolph.
- The AoS is a mixture of forestry and agricultural uses with the agricultural land in grades 3 and 4.
- The nearest residential property is approximately 250 metres from the AOS boundary. The settlement of Stow Bardolph is 250 metres from the AOS boundary and South Runcion is less than 400 metres from the AOS boundary. A planning application for mineral extraction within AoS F would need to include mitigation measures to deal appropriately with any amenity impacts.
- The area of search is in Flood Zone 1 (low risk) for flooding from rivers. 4% of AOS F is at low risk of flooding from surface water and less than 1% is at medium or high risk of flooding from surface water.
- The area of search is approximately 17 kilometres from the Leziate processing plant and it is considered likely that any extraction site would transfer mineral to the processing plant by road.

**F.1** The area of search is located on the A10 which is a principal route and designated HGV route in NCC route hierarchy. The Highway Authority considers that access to parts of AOS F from the Runcion Road is suitable, subject to improvements to the junction onto the A10. The route from AOS F to the Leziate processing plant would be expected to be north along the A10 and A149, before turning east onto the B1145. From the B1145 the preferred access to the Leziate processing plant would be an off-road route turning right off the B1145 before Bawsey and utilising the existing track and/or conveyor route through the existing mineral workings at Mintlyn to access Station Road and the processing plant

south of Brow of the Hill. A right turn lane at the junction with the B1145 would probably be required to provide a suitable junction. Utilising an off-road haul route would avoid lorries accessing the processing plant via Brow of the Hill, Fair Green or Middleton and therefore mitigate amenity impacts.

**F.2** The historic environment in which the AoS is located has features and land use patterns which are related to the formation of parkland and estates related to high status buildings in particular the wider setting of Stow Hall (now demolished) and Wallington Hall, a Listed Building (Grade I). Both parts of AOS F are separated from Wallington Hall by areas of woodland. The northern part of AOS F is separated from the setting of Stow Hall by woodland and the southern part of AOS F is separated from the grounds of Stow Hall by the A10. The AoS is 385 metres from the nearest Listed Building, The Cottage (Grade II). Any future planning application within the AoS would need to include a Heritage Statement assessing the setting of heritage assets, addressing the potential for impacts and suggesting potential mitigation measures such as bunding and screen planting.

**F.3** Area AOS F is largely unstudied in terms of archaeology. Therefore, a detailed assessment of the significance of archaeological deposits will be required by field evaluation at the planning application stage, in order to protect and mitigate the impact of mineral extraction in this area of search.

**F.4** This is a transitional landscape between the Fens to the west and the Brecks to the east. Generally, the AoS slopes gently away to the west but at a rate where many parts of the area would be perceived as flat. Any future planning application within the area of search will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.

**F.5** There is a County Wildlife Site adjacent to the area of search (CWS 365 'Broad Meadow Plantation'). CWS 361 'north-east of Wallington Hall' is 280 metres from the AoS, and consists of a series of four mesotrophic lakes which could be adversely affected if mineral extraction operations cause changes in the water table. If mineral extraction in the AoS were to go below the watertable and/or dewatering is proposed a hydrogeological risk assessment will be necessary to identify potential risks and appropriate mitigation.

**F.6** There are three ancient woodlands (Chiswick's Wood and two unnamed ancient woodlands) located between 500 to 1,000 metres from AOS F. AOS F is within the hydrological catchment (War Bank Drain) for these ancient woodlands, however, the land within the AoS drains away from the ancient woodland sites and therefore adverse hydrological impacts are not likely. Due to the distance of the AoS from the ancient woodland sites other adverse impacts are also unlikely.

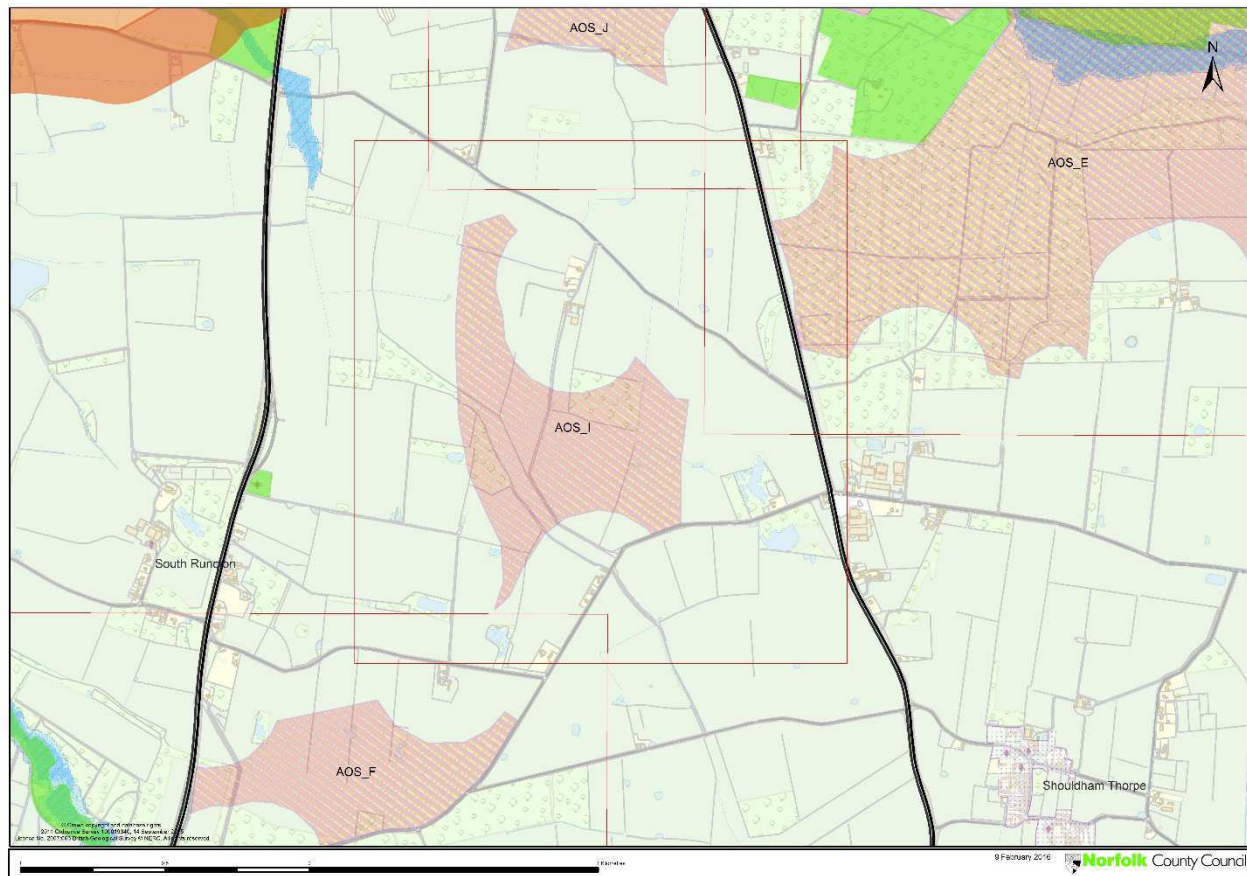
**F.7** AOS F is within the hydrological catchments for the Mill Fen IDB Drains, Mow Fen IDB Drains and Polver Drain. The AoS is located over a principal aquifer and partially over a secondary undifferentiated aquifer; however there are no Groundwater Source Protection Zones within the area of search. If extraction below the watertable and/or dewatering is proposed a hydrogeological risk assessment will be necessary to identify potential risks and appropriate mitigation.

**F.8** There is the potential for a mineral extraction site within this area to contain other examples of geodiversity priority features under more recent deposits. Potential impacts to geodiversity would need to be assessed and appropriate mitigation identified as part of any future planning application. There would be a preference for restoration to provide opportunities for further geological research of suitable exposures.

**F.9** There is a public water main within the boundary of AOS F. Anglian Water would require the standard protected easement widths for the water main and for any requests for alteration or removal to be conducted in accordance with the Water Industry Act 1991.

**F.10** AOS F is allocated as an Area of Search for silica sand extraction. Development will be subject to compliance with the Core Strategy and Development Management Policies and the Areas of Search Policy.

## AOS\_I: Land to the east of South Runcton



### Area of Search Characteristics

- The area of search covers just over 47 hectares within the parishes of Runcton Holme, Shouldham Thorpe, and Tottenhill.
- The area of search is in an agricultural landscape between the A10 and A134.
- The area of search is a mixture of small blocks of woodland and agricultural uses and the area is classified as Grade 3 land.
- The nearest residential property is approximately 250 metres from the AOS boundary and a planning application for mineral extraction within AoS I would need to include mitigation measures to deal appropriately with any amenity impacts.
- AOS I is in Flood Zone 1 (low risk) for flooding from rivers. 8% of AOS I is at low risk of flooding from surface water, 4% is at medium risk and 3% is at high risk of flooding from surface water.
- The area of search is approximately 16 kilometres from the Leziate processing plant and it is considered likely that any extraction site would transfer mineral to the processing plant by road.

**I.1** Access to the area of search is suitable subject to improvements to the junction onto the A10 from Runcton Road, and if a route using the A134 was proposed this may also require junction improvements. If Watlington Road was proposed, junction improvements may be necessary to allow access to the A10 or A134. The Highway Authority considers that the area of search is suitable to subject to network improvements.

**I.2** The route from AOS I to the Leziate processing plant would be expected to be north along the A10 and A149, before turning east onto the B1145. From the B1145 the preferred access to the Leziate processing plant would be an off-road route turning right



off the B1145 before Bawsey and utilising the existing track and/or conveyor route through the existing mineral workings at Mintlyn to access Station Road and the processing plant south of Brow of the Hill. A right turn lane at the junction with the B1145 would probably be required to provide a suitable junction. Utilising an off-road haul route would avoid lorries accessing the processing plant via Brow of the Hill, Fair Green or Middleton and therefore mitigate amenity impacts.

**I.3** Historic England have no immediate concerns regarding this area of search if the site proposed is well contained, although the setting of the Church of St Andrew (Grade II\*) and Church of St Mary the Virgin (Grade II\*) and a number of Grade II Listed Buildings and should be taken into consideration at an early stage. Any future planning application within the AoS would need to include a Heritage Statement assessing the setting of heritage assets, addressing the potential for impacts and proposing mitigation measures such as bunding and screen planting.

**I.4** Area AOS I is almost entirely unstudied in terms of archaeology. Therefore, a detailed assessment of the significance of archaeological deposits will be required by field evaluation at the planning application stage, in order to protect and mitigate the impact of mineral extraction in this area of search.

**I.5** The AoS is characterised as a landscape of 'Settled Farmland with Plantations'. This is a transitional landscape between the Fens to the west and the Brecks to the east. Generally, the AoS slopes gently away to the west but at a rate where many parts of the area would be perceived as flat. Viewpoints are limited by field boundaries and woodland over large parts of the landscape area. However, hedgerows are intermittent in the area surrounding the AoS opening up views across open fields often to tree lined horizons. There are a number of viewpoints in the AoS from roads and Public Rights of Way, and any future planning application in the area of search will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.

**I.6** AOS I is within the hydrological catchments for the Polver Drain. The AoS is located over a principal aquifer and partially over secondary A and B aquifers. However, there are no Groundwater Source Protection Zones within the area of search. If extraction below the watertable and/or dewatering is proposed a hydrogeological risk assessment will be necessary to identify potential risks and appropriate mitigation.

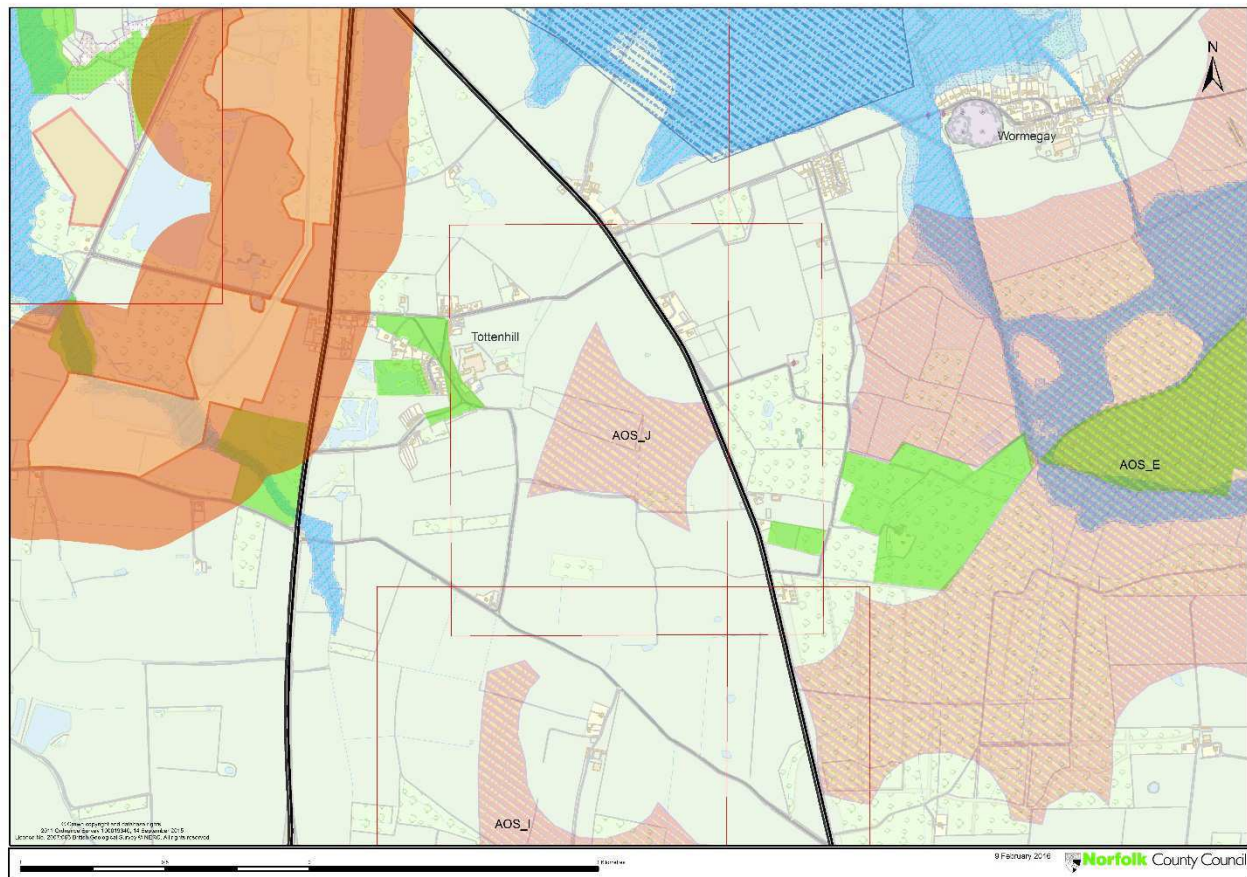
**I.7** There is the potential for a mineral extraction site within this area to contain examples of geodiversity priority features. Potential impacts to geodiversity would need to be assessed and appropriate mitigation identified as part of any future planning application. There would be a preference for restoration to provide opportunities for further geological research of suitable exposures.

**I.8** The nearest County Wildlife Site to the AoS is over 600m away (CWS 366 'St Andrews Churchyard'). Due to the distance of the CWS from the area of search, no adverse impacts are expected from mineral extraction within the AoS.

**I.9** AOS I is allocated as an Area of Search for silica sand extraction. Development will be subject to compliance with the Core Strategy and Development Management Policies and the Areas of Search Policy.



## AOS\_J: Land to the east of Tottenhill



### Area of Search Characteristics

- The area of search covers just less than 23 hectares within the parishes of Tottenhill and Wormegay.
- The area of search is in an agricultural landscape between the A10 and A134.
- The area of search is a mixture of small blocks of woodland and agricultural uses and the area is classified as Grade 4 land.
- The nearest residential property is approximately 250 metres from the AOS boundary and the settlement of Tottenhill is less than 300 metres from the boundary of the AOS. A planning application for mineral extraction within AOS J would need to include mitigation measures to deal appropriately with any amenity impacts.
- AOS J is in Flood Zone 1 (low risk) for flooding from rivers. 9% of AOS J is at low risk of flooding from surface water, 4% is at medium risk and 1% is at high risk of flooding from surface water.
- The area of search is approximately 15 kilometres from the Leziate processing plant and it is considered likely that any extraction site would transfer mineral to the processing plant by road.

**J.1** Access from AOS J could be via the southern track onto the A134 which is a principal route in the NCC route hierarchy, subject to junction improvements. A dedicated access could also be created to the A134, or the A10 to the west with junction improvements to the existing network. The area of search is acceptable to the Highway Authority subject to highway improvements.

**J.2** The route from AOS J to the Leziate processing plant would be expected to be north along the A10 and A149, before turning east onto the B1145. From the B1145 the

preferred access to the Leziat processing plant would be an off-road route turning right off the B1145 before Bawsey and utilising the existing track and/or conveyor route through the existing mineral workings at Mintlyn to access Station Road and the processing plant south of Brow of the Hill. A right turn lane at the junction with the B1145 would probably be required to provide a suitable junction. Utilising an off-road haul route would avoid lorries accessing the processing plant via Brow of the Hill, Fair Green or Middleton and therefore mitigate amenity impacts.

**J.3** There is a Listed Building, the Church of St Botolph at West Briggs (Grade I), within 325 metres of the area of search. The AoS is approximately 1.2km from the motte and bailey castle in Wormegay village and 1.6km to Wormegay Priory Scheduled Monuments. Any future planning application within the AoS would need to include a Heritage Statement assessing the setting of heritage assets, addressing the potential for impacts and proposing mitigation measures such as bunding and screen planting.

**J.4** AOS J contains a number of cropmark sites, including a series of late prehistoric to Romano-British enclosures, and medieval banks (including a parish boundary bank). The cropmarks are accompanied by finds of Bronze Age, medieval and post medieval date. Therefore, a detailed assessment of the significance of archaeological deposits will be required by field evaluation at the planning application stage, in order to protect and mitigate the impact of mineral extraction in this area of search.

**J.5** The AoS is characterised as a landscape of ‘Settled Farmland with Plantations’. This is a transitional landscape between the Fens to the west and the Brecks to the east. Generally, the AoS slopes gently away to the west but at a rate where many parts of the area would be perceived as flat. However, it is considered that there are areas within the AoS where bunding and screen planting could provide successful mitigation if well designed. Viewpoints are limited by field boundaries and woodland over large parts of the landscape area. However, hedgerows are intermittent in the area surrounding the AoS opening up views across open fields often to tree lined horizons. There are a number of viewpoints in the AoS from roads and Public Rights of Way, and any future planning application in the area of search will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.

**J.6** AOS J is within the hydrological catchments for the Polver Drain. The AoS is located over a principal aquifer and partially over secondary A and B aquifers. However, there are no Groundwater Source Protection Zones within the area of search. If extraction below the watertable and/or dewatering is proposed a hydrogeological risk assessment will be necessary to identify potential risks and appropriate mitigation.

**J.7** There is the potential for a mineral extraction site within this AoS to contain examples of geodiversity priority features. Potential impacts to geodiversity would need to be assessed and appropriate mitigation identified as part of any future planning application. There would be a preference for restoration to provide opportunities for further geological research of suitable exposures.

**J.8** There are two County Wildlife Sites within 300 metres of the area of search: CWS 385 ‘Tottenham Village Green’ (250 metres) and CWS 424 ‘Westbrigg’s Wood’ (271 metres). If mineral extraction in the AoS were to go below the water table or involve dewatering, then there could be impacts on the ponds in CWS 385. In that instance, a hydrogeological risk assessment would be necessary to identify potential risks and appropriate mitigation.

**J.9** AOS J is allocated as a Area of Search for silica sand extraction. Development will be subject to compliance with the Core Strategy and Development Management Policies and the Areas of Search Policy.

The following policy applies to all of the allocated areas of search for silica sand extraction.

### **Areas of Search Policy:**

AOS E, AOS F, AOS I and AOS J are allocated as areas of search for silica sand extraction. It is considered that a planning application for silica sand mineral extraction could be submitted for part/s of the area of search. Development will be subject to compliance with the adopted Core Strategy and Development Management policies, national legislation, policy and guidance, and will require any planning application within the Area of Search to address, as appropriate, the requirements below:

- To address the shortfall in silica sand supply to meet the requirements of the existing processing plant (as set out in the NPPF);
- A programme of mitigation measures (e.g. standoff areas, screening and/or bunding) to deal appropriately with any potential amenity impacts, including noise and dust, to comply with the requirements of policy DM12;
- A Landscape and Visual Impact assessment to identify potential landscape impacts. The LVIA will include Core River Valleys, Scheduled Monuments, non-designated heritage assets of archaeological interest, Listed Buildings and Conservation Areas and their settings where appropriate, together with suitable mitigation measures to address the impacts and manage change in ways that will best sustain heritage values. The completed assessment will comply with the requirements of policies CS14, DM2 and DM8;
- A Heritage Statement to identify heritage assets and their settings, assess the potential for impacts and identify appropriate mitigation to sustain heritage values if required. As a result of the historically complex and significant environment in which the mineral resource is present, applicants should consider the potential for early engagement with Historic England, the Norfolk Historic Environment Service and Conservation Officers in the preparation of the Heritage Statement. The completed statement will comply with the requirements of policies CS14, DM8, DM9 and DM15;
- An appropriate archaeological assessment must be prepared in consultation with Norfolk County Council; this may initially be desk-based but may need to be followed up with field surveys and trial-trenching. The archaeological assessment will be compliant with Policy DM9 and will be used by Norfolk County Council/Historic Environment Service to agree appropriate mitigation measures;
- A Hydrogeological Risk Assessment; based on proportionate evidence,
  - to identify potential impacts to groundwater quality, quantity and levels; and
  - to propose appropriate mitigation to protect any abstraction points, ecosystems and surface water features that are reliant on groundwater, in particular SSSIs, SACs and SPAs.

The assessment will need to consider the precautionary principle as it relates to European designations. The assessment should include a programme of mitigation measures to address identified potential impacts, and comply with the requirements of policies CS14, DM1 and DM3;

- An assessment to consider the potential for impacts on environmental designations, and suggest suitable mitigation, to comply with policies CS14 and DM1;
- A protected species assessment will be required and if protected species are found on the proposed extraction site then appropriate mitigation will be required.
- An assessment of the potential for impacts on Water Framework Directive waterbodies, including from silt ingress and modification, and appropriate mitigation to prevent unacceptable adverse impacts.

- If the application area contains Grade 3 agricultural land then a detailed agricultural land survey will be required to identify subgrades. Land identified as being within the Best and Most Versatile classification (grades 1, 2, 3a) will require a working scheme which incorporates a soil management and handling strategy which is compliant with Policy DM16.
- A Transport Assessment or Statement which considers the potential for transport impacts and identifies appropriate mitigation measures, including highway improvements where appropriate, to address these impacts. There will be a preference for a transport route which minimises amenity impacts through the use of off-highway haul routes from the B1145 to the processing plant. A right-turn lane at the junction with the B1145 would probably be required to provide a suitable junction. The assessment or statement will comply with policy DM10;
- A comprehensive working and restoration plan which is compliant with Policy DM14, in particular considering the opportunities, on restoration, for ecological enhancement, the improvement of public access and geological exposures for future study;
- An air quality assessment of the potential for any emissions, including dust, together with suitable mitigation measures to address these potential impacts on humans, flora and fauna. The Air Quality Assessment will need to be compliant with Policy DM13;
- Within the allocated areas of search, the development of mineral extraction sites should follow a sequential approach to flood risk;
- Information demonstrating how proposals comply with Policy DM15.

## Glossary

**The following definitions will be added to the glossary in the adopted Minerals Site Specific Allocations Plan:**

**Area of Search:** areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply. If it is not possible to designate Specific Sites, or Preferred Areas, the alternative way to plan for the steady and adequate supply of minerals is to designate Areas of Search.

**Core Strategy (for Minerals and Waste):** This planning policy document contains the vision, objectives and strategic planning policies for minerals and waste development in Norfolk until 2026. The Minerals and Waste Core Strategy also includes Development Management policies which are used in the determination of planning applications to ensure that minerals extraction and associated development and waste management facilities can happen in a sustainable way.

**Heritage asset:** A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

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

**National Planning Policy Framework (NPPF):** This document sets out the Government's planning policies for England and was published on 27 March 2012. The NPPF must be taken into account in the preparation of Local and neighbourhood Plans, and is a material consideration in planning decisions. It states that in order to be considered sound a Local Plan should be consistent with national planning policy.

**National Planning Practice Guidance (NPPG):** A web-based resource published by the Department for Communities and Local Government (DCLG) on 6 March 2014 and updated as needed. It is available at:  
<http://planningguidance.planningportal.gov.uk/blog/guidance/>

**Preferred Areas:** If it is not possible to designate Specific Sites, the next way to plan for a steady and adequate supply of minerals is to designate preferred areas, which are areas of known resources where planning permission might reasonably be anticipated. Such areas may also include essential operations associated with mineral extraction.

**Principal Aquifers:** These are layers of rock or drift deposits that have high intergranular and/or fracture permeability - meaning they usually provide a high level of water storage. They may support water supply and/or river base flow on a strategic scale. In most cases, principal aquifers are aquifers previously designated as major aquifer.

**Secondary Aquifers:** These include a wide range of rock layers or drift deposits with an equally wide range of water permeability and storage. Secondary aquifers are subdivided into two types:

**Secondary A** - permeable layers capable of supporting water supplies at a local rather than strategic scale, and in some cases forming an important source of base flow to rivers. These are generally aquifers formerly classified as minor aquifers;

**Secondary B** - predominantly lower permeability layers which may store and yield limited amounts of groundwater due to localised features such as fissures, thin permeable horizons and weathering. These are generally the water-bearing parts of the former non-aquifers.

**Secondary Undifferentiated** - has been assigned in cases where it has not been possible to attribute either category A or B to a rock type. In most cases, this means that the layer in question has previously been designated as both minor and non-aquifer in different locations due to the variable characteristics of the rock type.

**Setting of a heritage asset:** The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

**Site Specific Allocations: Also known as Specific Sites** - where viable resources are known to exist, landowners are supportive of minerals development and the proposal is likely to be acceptable in planning terms. Such sites may also include essential operations associated with mineral extraction. This is the preferred way to plan for the steady and adequate supply of minerals as it provides the necessary certainty on when and where development may take place.

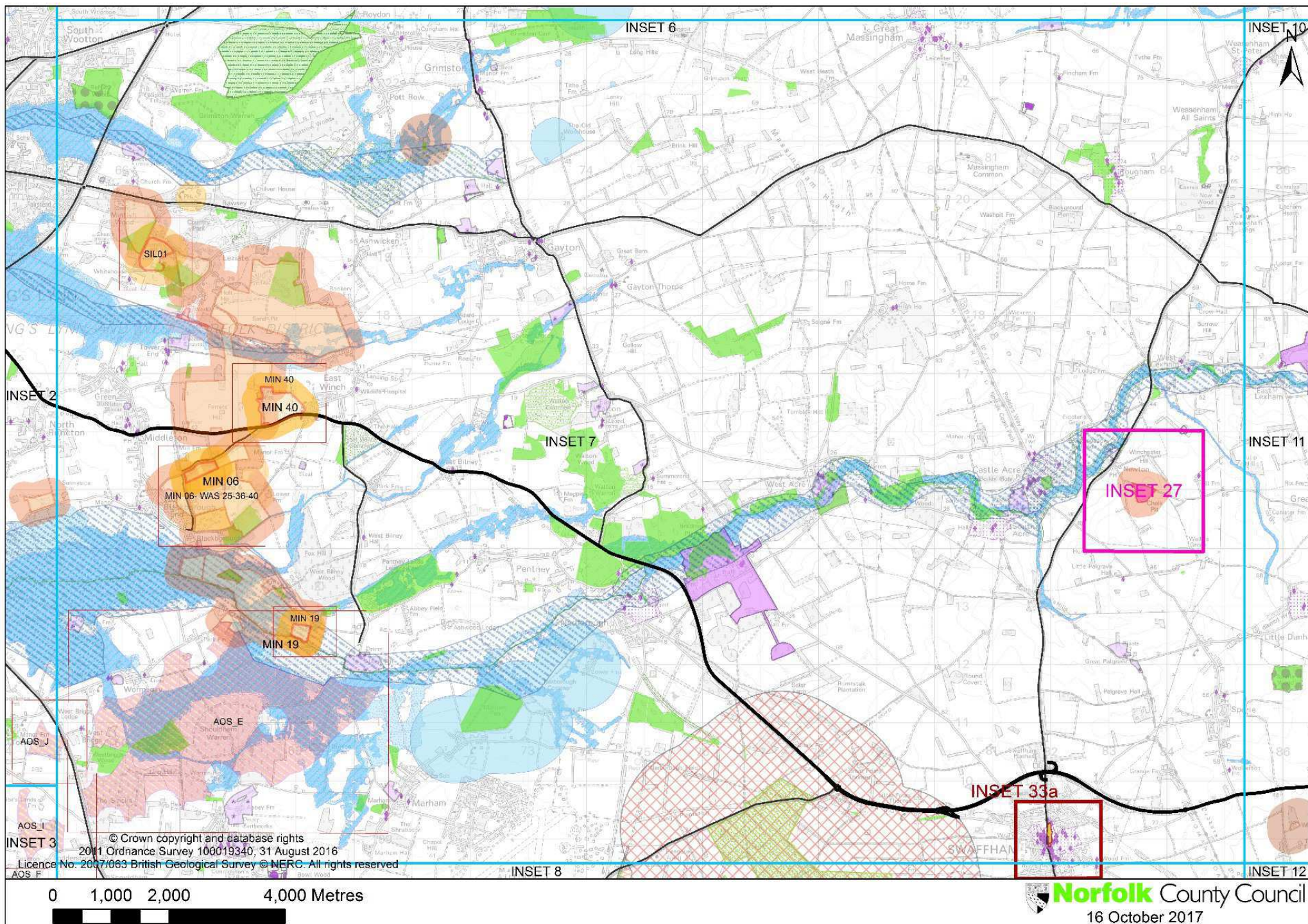
**Strategic Environmental Assessment:** A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.



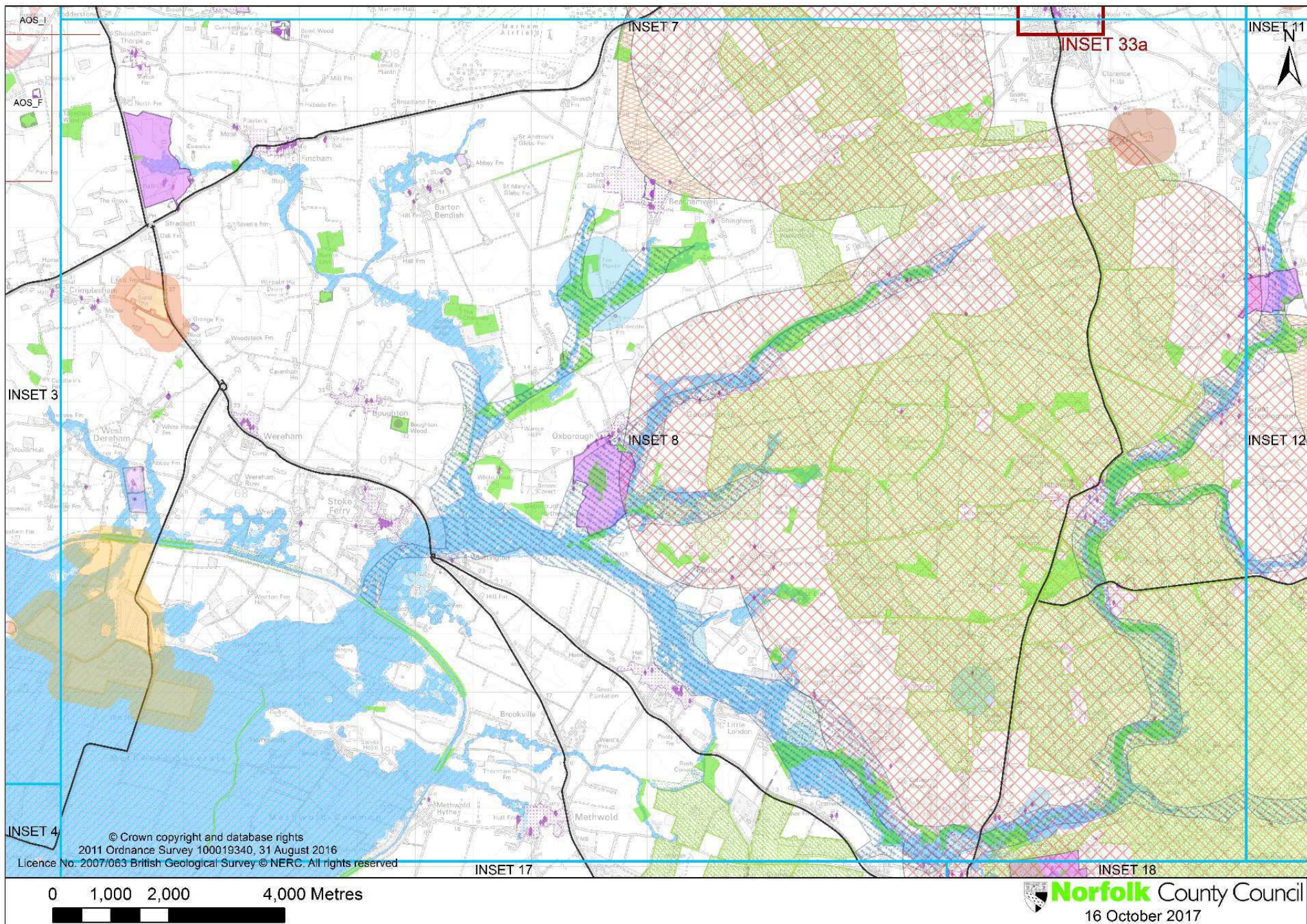


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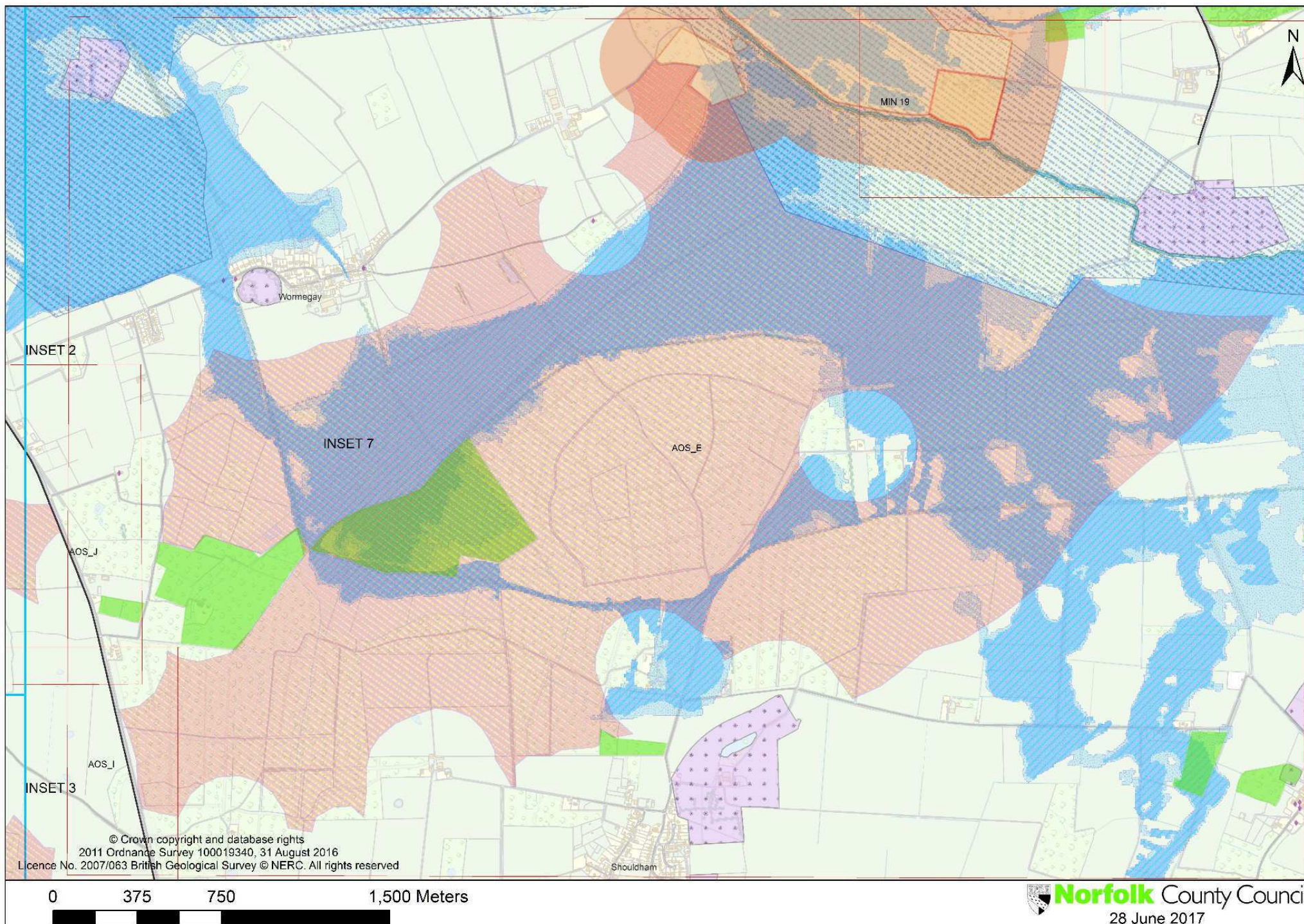




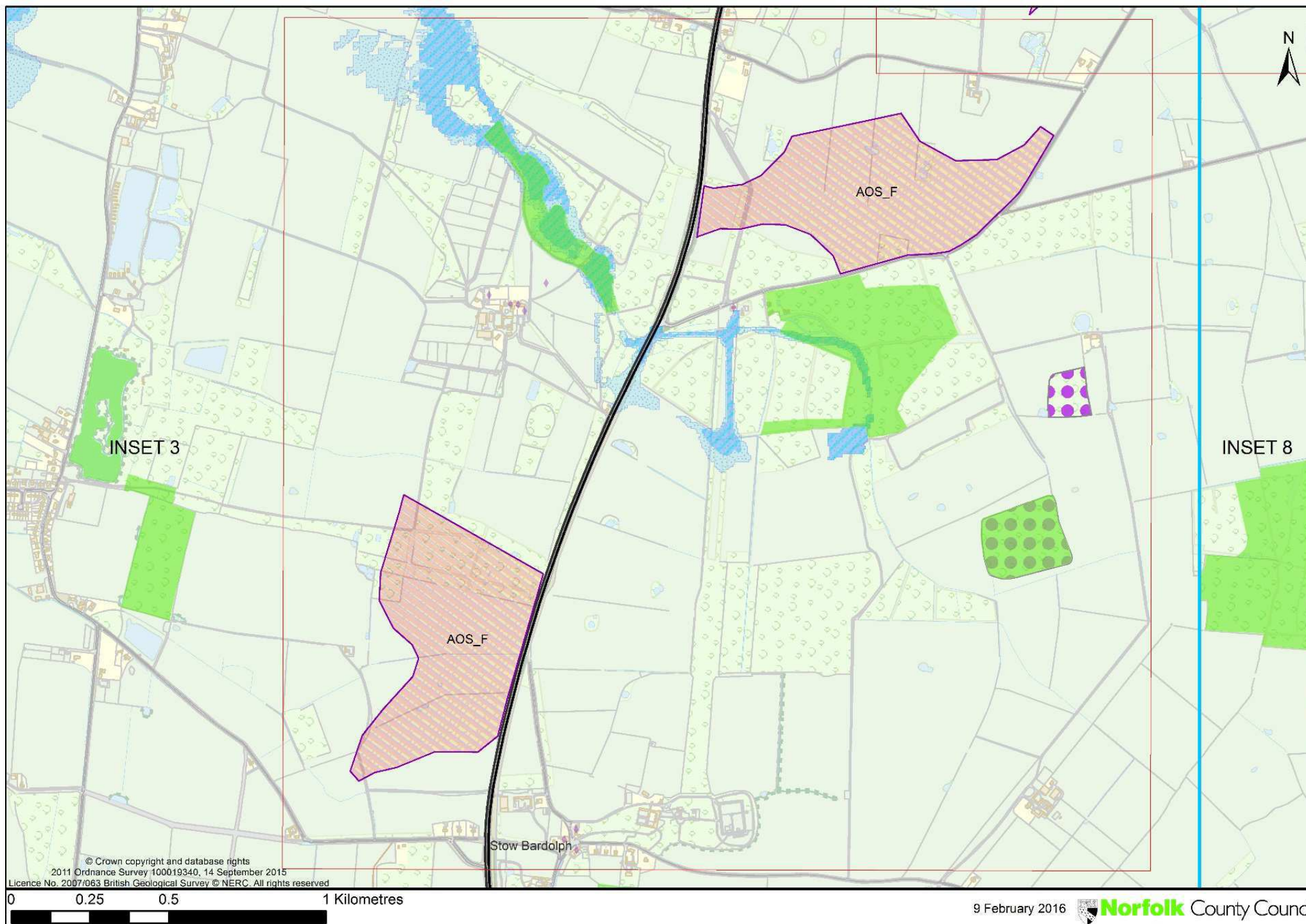




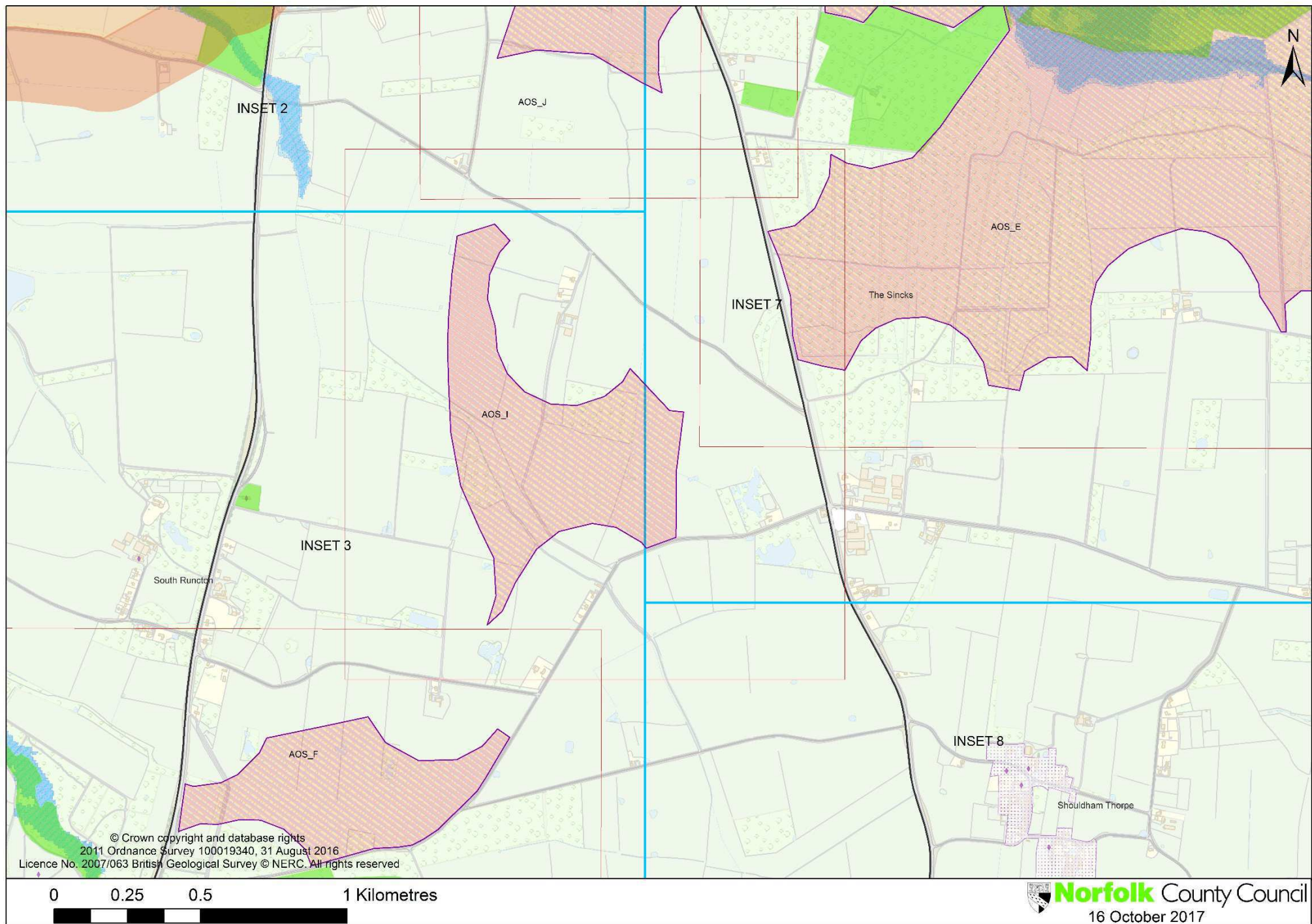








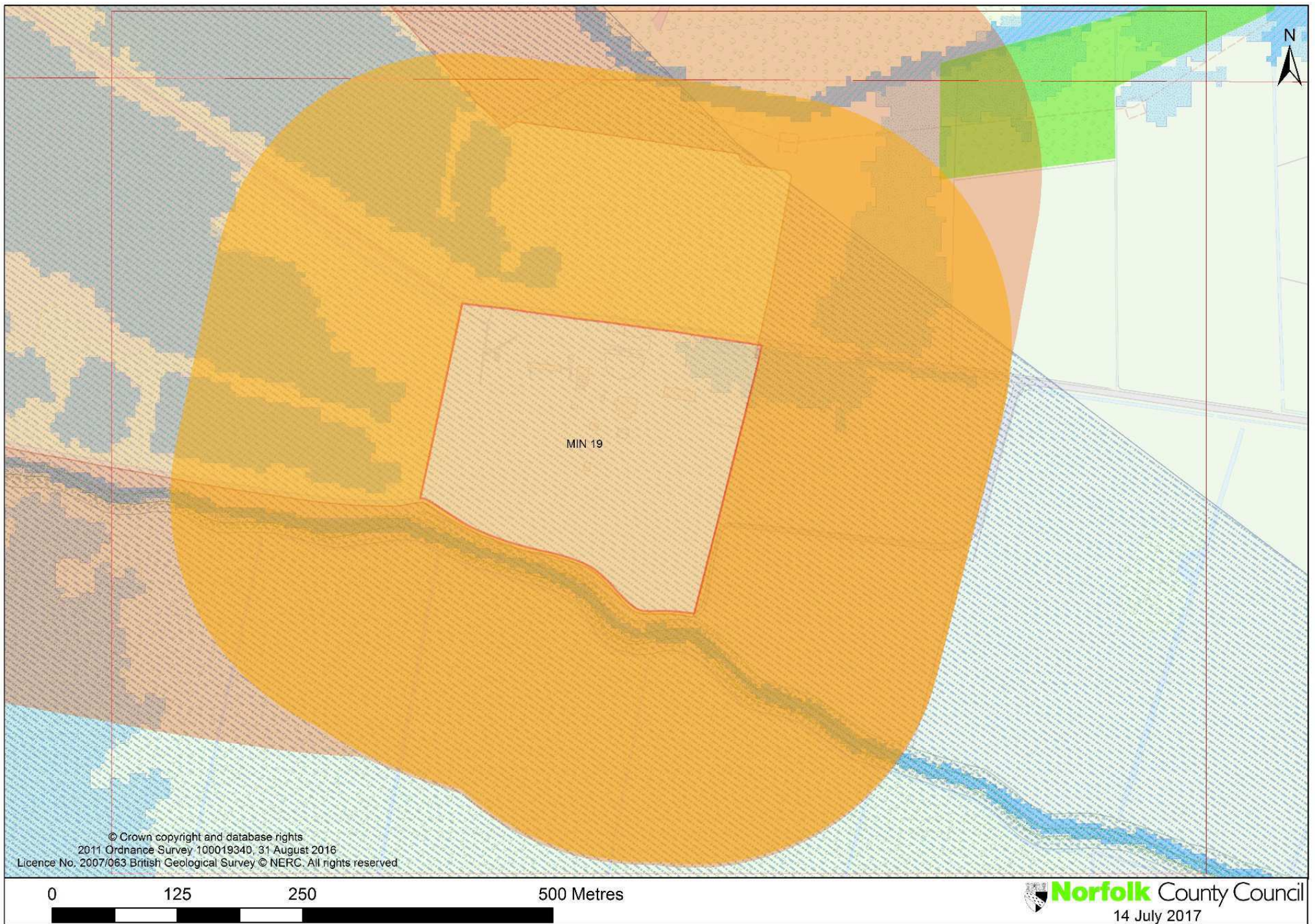




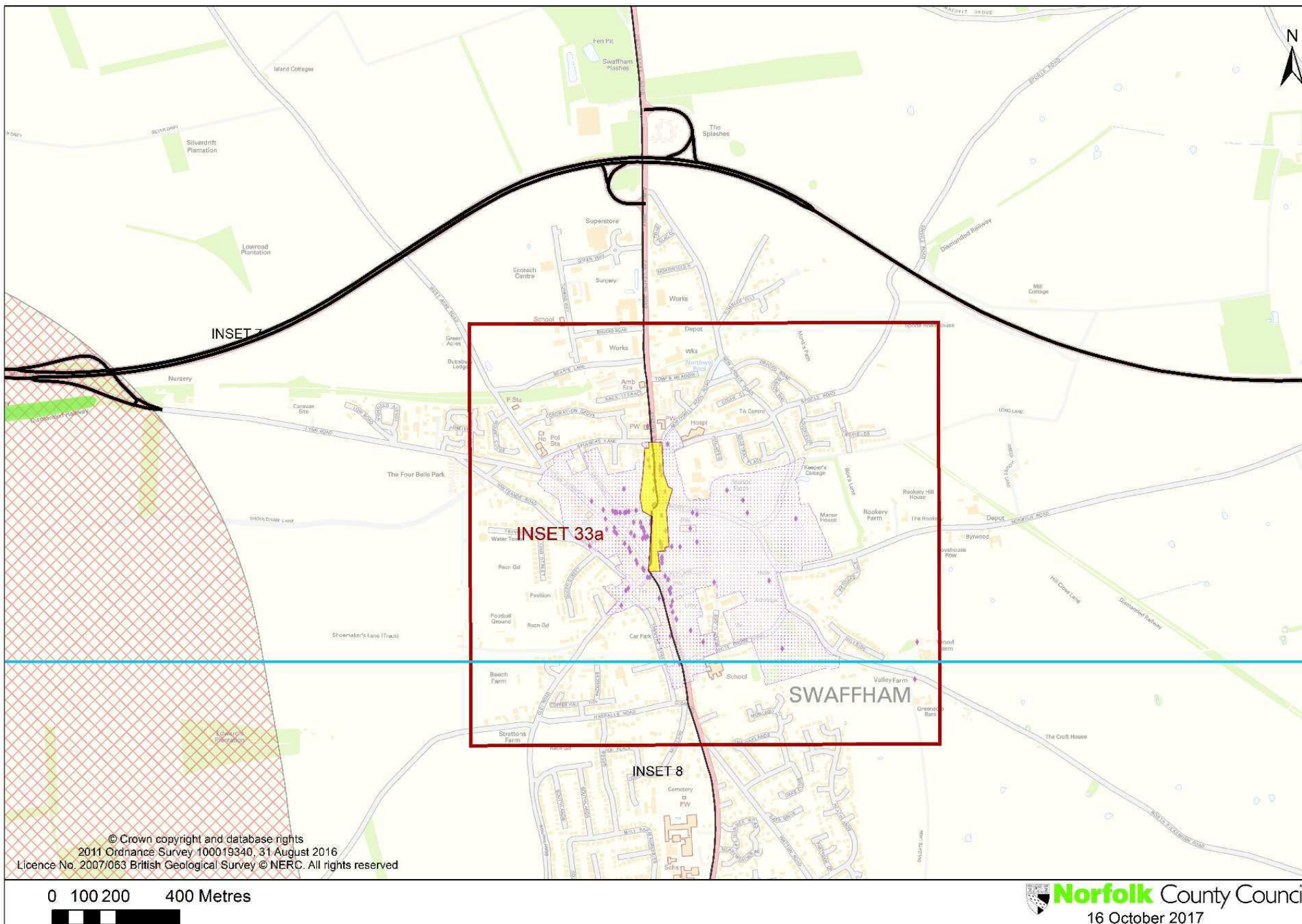

























## Key - Airport Safeguarding

### Felthorpe Airfield Safeguarding

-  Consult on all Development
-  Consult on all development exceeding 30.5 metres

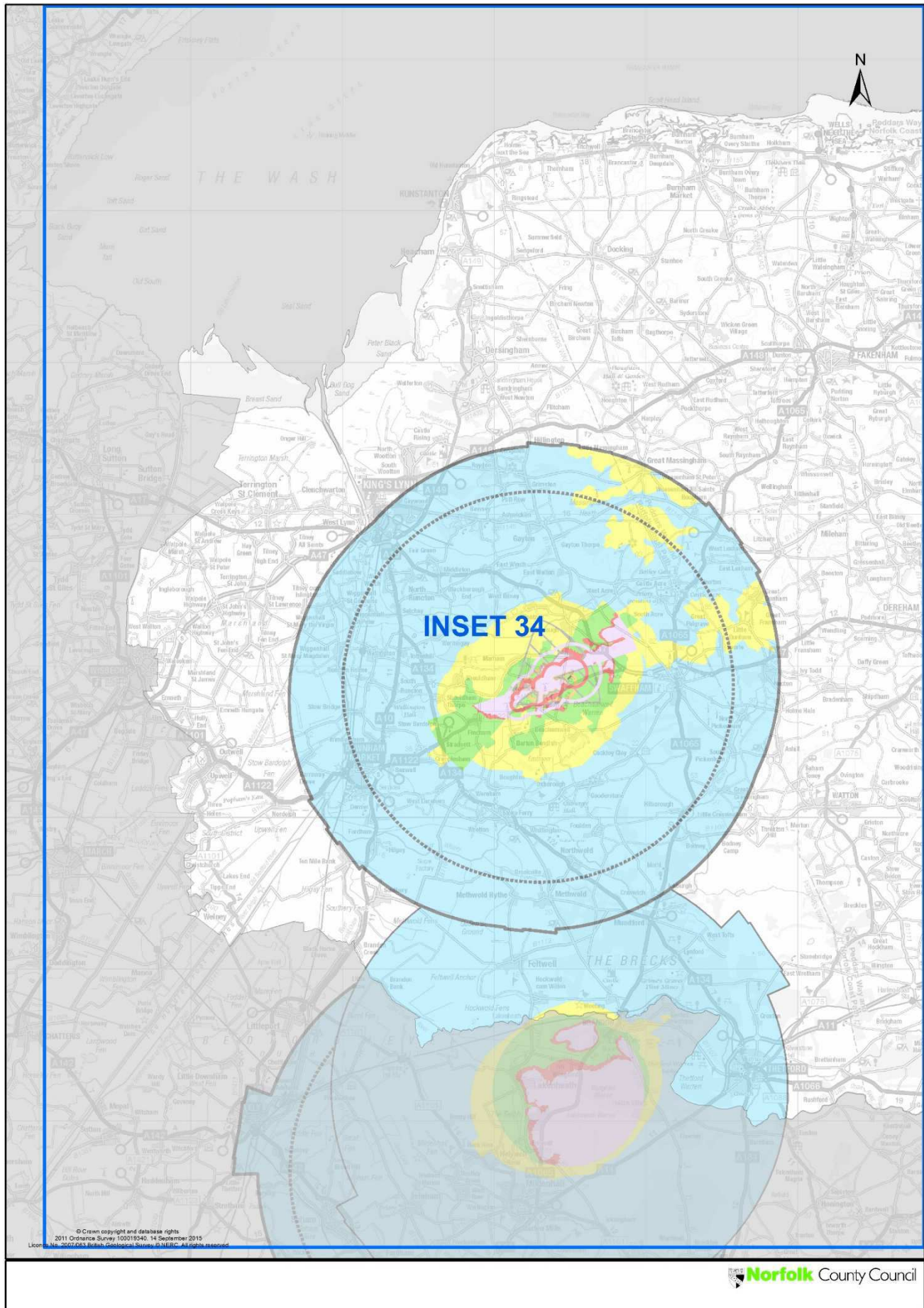
### MoD Safeguarding

-  Consultation required for any overhead power lines above 100kv
-  Consultation required for all applications involving a refuse tip, a reservoir, a sewage disposal works, a nature reserve or a bird sanctuary
-  Any building or structure with elevations clad or partly clad in metallic type materials, or roofing clad or partly clad in metallic type materials
-  Consultation required for any building, structure or works exceeding 10.7m in height above ground level
-  Consultation required for any building, structure or works exceeding 15.2m in height above ground level
-  Consultation required for any development or change of use of land
-  Consultation required to erect a building of curtain wall construction or clad or substantially clad in glass
-  Consultation required for any building structure or works exceeding 45.7m in height above ground level
-  Consultation required to carry out building, engineering, mining, or other operations or to make any material changes in the use of any building or other land
-  Consultation required for any building, structure or works exceeding 91.4m in height above ground level
-  Consultation required for developments that involve flying activities including gliding, micro-light aircraft and hang-gliding sites

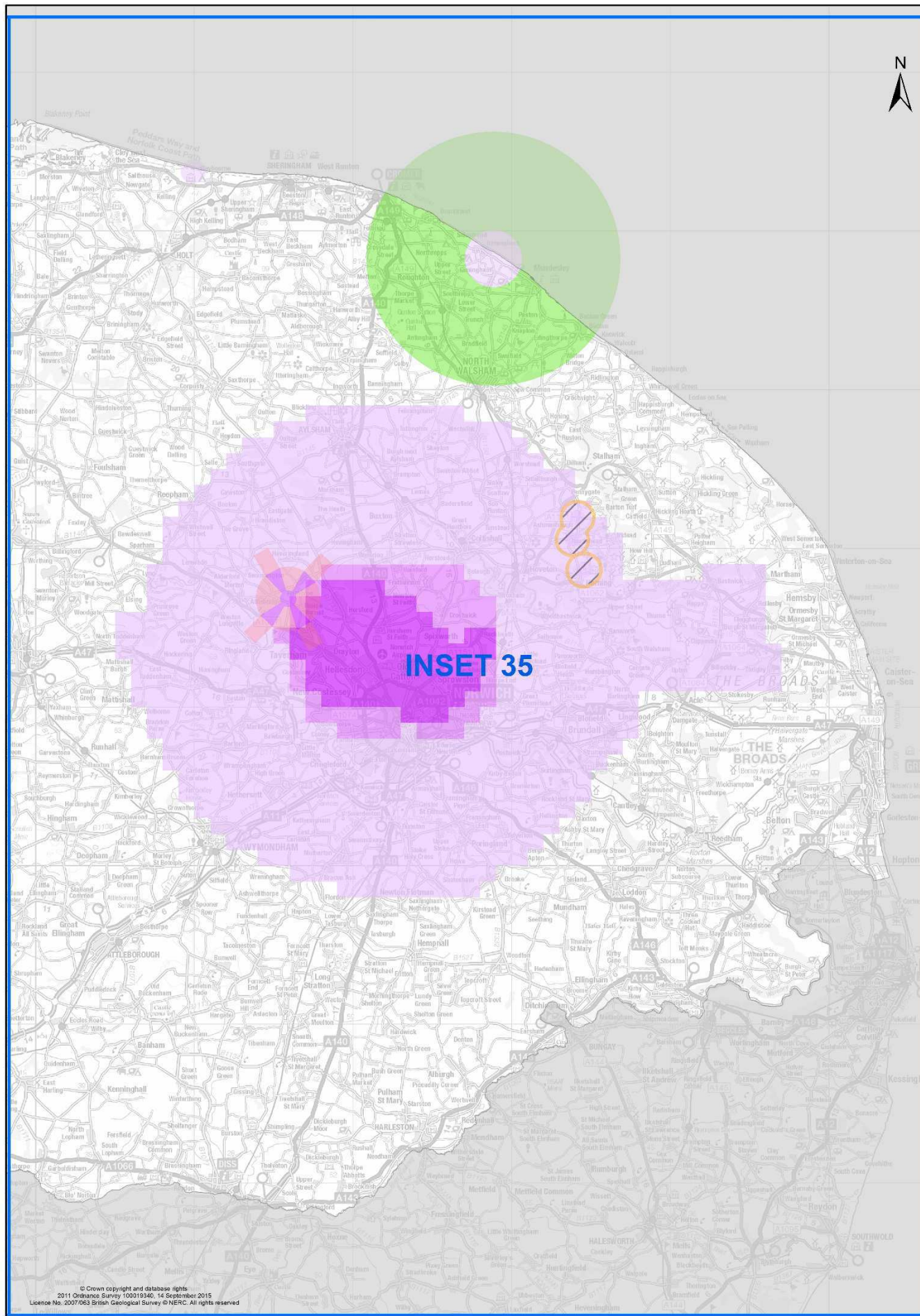
### Norwich Airport Safeguarding

-  All Developments
-  Consult on Developments Exceeding 10 metres
-  Consult on Developments Exceeding 15 metres
-  Consult on Developments Exceeding 45 metres
-  Consult on Developments Exceeding 90 metres
-  Bird Strike Consultation Zone









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Additional Modification number	Paragraph	Change to be made
AM1	New section after paragraph 3.5 of the Minerals SSA DPD	<p>The new paragraphs included in the Pre-Submission Addendum: Modifications document should be amended as follows:</p> <p><del>“Following the representations period on the Pre-Submission publication version of the Silica Sand Review, officers assessed the representations made. The Norfolk Coast Partnership and the Borough Council of King’s Lynn and West Norfolk made representations regarding Area of Search A which highlighted the potential for silica sand extraction within AOS A to affect the setting of the Norfolk Coast Area of Outstanding Natural Beauty and the landscape character of the area. Representations were made by Historic England regarding AOS D highlighting the potential for harm to the setting of the Remains of Pentney Priory as a result of silica sand extraction within the southern portion of the area of search.</del></p> <p>The purpose of the areas of search process was to allocate those parts of the silica sand resource which are least constrained; and where a suitable future planning application for silica sand extraction may be approved.</p> <p>Therefore, it was decided that AOS A should not be allocated as an area of search and the southern boundary of AOS D should be revised northwards. These modifications were incorporated into <b>and</b> an Addendum to the Silica Sand Review Pre-Submission document. This addendum was subject to a six week representations period during Autumn 2016.”</p>
AM2	Paragraph E.7	<p>Amend paragraph E.7 as follows:</p> <p><del>“There are a number of viewpoints in the AoS from roads and Public Rights of Way. Within the AoS Shouldham Warren is a significant woodland plantation managed by the Forestry Commission as a commercial forestry operation, and an Open Access Area under the Conservation and Rights of Way Act 2000</del> <b><u>and the landowner allows the Forestry Commission to permit access throughout Shouldham Warren.</u></b> Additionally, the Warren is crossed by a number of PROWs and has some picnic areas within it. Any future planning application within the area of search will need to ensure that any proposed extraction is appropriately screened through the use of a Landscape and Visual Impact Assessment and appropriate mitigation.”</p>

# EDT Committee

Item No.

<b>Report title:</b>	<b>Ash Dieback (Chalara) - Project Update</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe Executive Director Community and Environmental Services</b>
<b>Strategic impact</b> Ash dieback disease, caused by the fungus <i>Hymenoscyphus fraxineus</i> , (formerly known as Chalara) has the potential to kill 95% of Norfolk's ash trees over the next 20 years. As a major landowner with responsibility for the safety of users of the highway network, the County Council have set up the three year Ash Dieback Project to find out the number and condition of ash trees on, and within falling distance of Highway and all other NCC land to inform the Council's strategy, which will set out how NCC will meet its Duty of Care and ensure landscape recovery and connectivity.	

## Executive summary

### Recommendations:

- 1. Members to note this update and continue to support the ash dieback project.**
- 2. Members to support the recruitment of an additional support post to enable the Council to fulfil its responsibilities under the Highways Act with regard to tree safety.**

## 1. Proposal

An update on the achievements and results of the Ash Dieback Project to date, focusing on highway trees, is set out below. An update providing more information on trees on non-highways land owned by NCC will be taken to the Business and Property Committee in January.

## 2. Evidence and progress

From the project work being carried out, it will be possible to get an evidence based estimate of the cost and resource implications of dealing with this disease for NCC.

### 2.1. Letter to Central Government - DEFRA

Following recommendations of the [EDT Committee in September 2016](#) and the Policy and Resources (P&R) Committee in October 2016, a letter was sent from members to Central Government highlighting the potential cost implications of this disease to the Council both in dealing with diseased trees and the costs of replanting (see Appendix 1).

The response from Defra (Appendix 2) noted that they have invested £37 million into research on the disease and stated that there are Countryside Stewardship schemes that may support woodland owners with replanting. Defra stated that the ash dieback taskforce made up of key national stakeholders had been created to examine the issues relating to trees in non-woodland situations. The Senior

Arboricultural Officer regularly attends these meetings.

## 2.2. **Additional Arboricultural Officer**

In October 2016, P & R Committee approved additional resource for a part time (3 days a week) Arboriculture and Woodland Officer on a two year contract to coordinate the ash surveys of trees that are on non-highway NCC land (such as Schools, County Farms, Libraries, Fire Stations, Corporate Property).

## 2.3. **Communications**

- We have developed a Communications Plan, web pages on the NCC and schools websites and produced material in several Council newsletters
- Presentations, training and information have been given internally, including to the County Farms Advisory Board
- We have set up a working group comprising representatives from all Council departments with responsibility for land to steer the project
- We provide updates on the project to all district tree and landscape officers including the Broads Authority through the Norfolk Tree and Landscape Officers Group meetings (NOTaLOG)
- We have updated 15 other County Councils and cities across the UK of our work as part of an update to members of the London Tree Officers Association
- We have made contact with regional groups including the RSPB, Natural England and Norfolk NFU and so far have given presentations to Norfolk CLA, the Environment Agency, Easton College and the Norfolk Wildlife Trust
- We have contributed to studies assessing the economic impact of ash dieback being carried out by Oxford University.
- We have regular meetings and share information with DEFRA, Tree Council, Woodland Trust, Forestry Commission, Suffolk, Kent and Hertfordshire County Councils.
- Our survey methodology has been publicised nationally by the Tree Council and has already been adopted by other councils such as Devon County Council. We have given survey training to Hertfordshire County Council staff.

## 2.4. **Statistical analysis**

- DEFRA have commissioned FERA (Food and Environment Research Agency) to provide NCC with support to plan and analyse ash dieback surveys.

### FERA work to date:

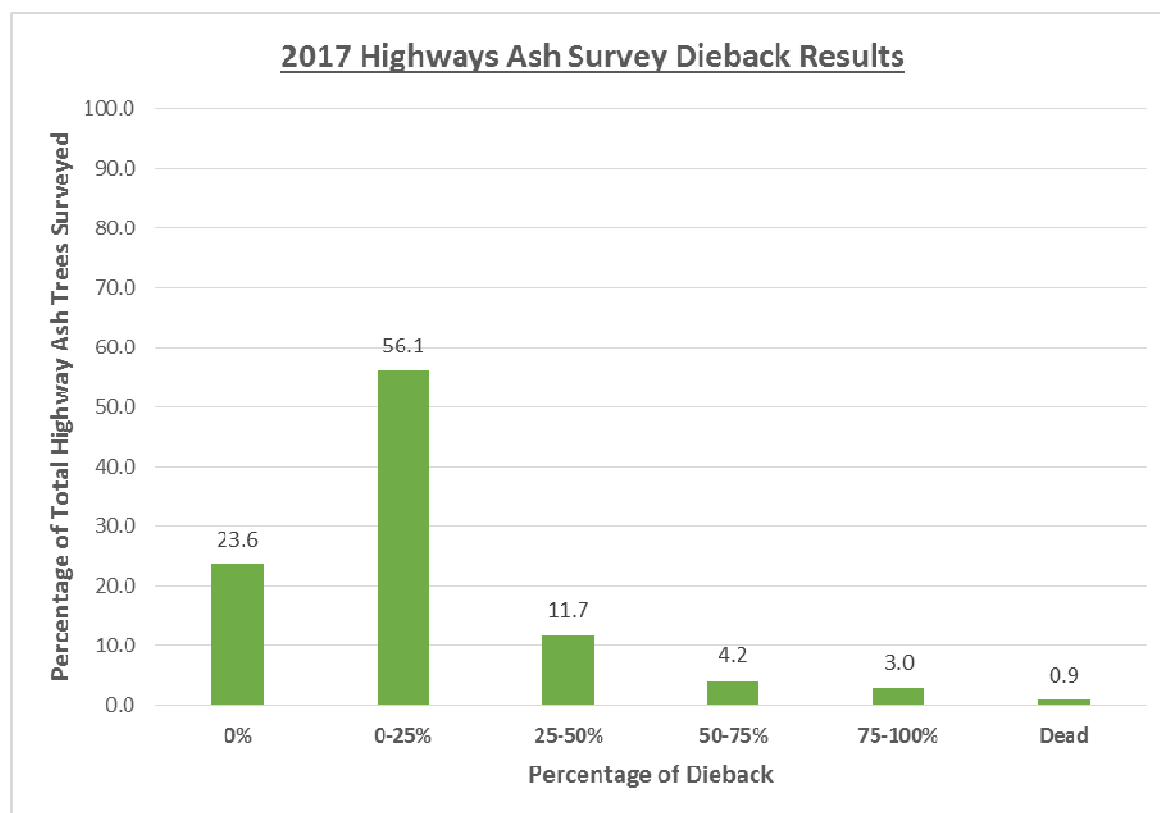
- Analysed the 2016 survey data and produced a statistically robust re-surveying plan which NCC have implemented.
- Agreed to provide support in spatially analysing the 2016 and 2017 survey data and explore correlations with other data sets.
- Aim to better predict the impact of ash dieback and where to cost effectively target resources for surveying and managing ash trees as part of an evidence base for NCC's 20 year ash dieback strategy.
- Use this analysis to contribute to work with other government departments and NGOs to assess the impact of ash dieback on green infrastructure including ecological, landscape and flood resilience benefits provided by ash trees. A well planned, evidence based multi organisation landscape recovery plan can then be designed and implemented.



## 2.5. Update on Highway surveys

Over the last two years we have carried out vehicle based inspections, recording ash trees within falling distance of all the A and B roads, 95% of HGV routes and all roads within eight parishes. This covers 19% of the highway road network. In addition, all NCC owned main walking and cycling trails in Norfolk have been surveyed. The location of ash trees, their height, % dieback, likely ownership (private or NCC) and recommendations for work were recorded as part of the surveys.

These are the initial findings from the highway surveys:  
See Appendix 3 for photos of % dieback.



Summary data for 2016-2017 highway surveys:

Distance surveyed	Number of ash trees	Trees<15m tall	Trees>15m tall
1157 miles	31579	19770	11809

Extrapolating this data to cover the whole HW network:

Total road network	Number of ash trees	Trees<15m tall	Trees>15m
5965 miles	162850	101952	60898

Initial analysis indicates that:

- The total projected number of ash trees adjacent to our road network is 162,850
- Current data indicates that 12% of roadside ash trees are NCC owned
- There are fewer trees on B and HGV routes compared to A roads
- Trees on A roads are younger and smaller than other road type
- Under 5% of surveyed ash trees require felling

The majority of roadside trees are currently in a condition where intervention is not required (see graph above), however over the course of the next 20 years it is predicted, based on evidence from Continental Europe, that 95% of ash trees in the UK will die. NCC have a duty under the Highways Act to ensure the safety of

highway users. As well as dealing with dangerous NCC owned highway trees, NCC's has an enforcement role to serve notice on landowners with dangerous trees.

## **2.6. Highways Resurvey results**

FERA have produced a bespoke statistically valid re-survey methodology for NCC to study changes in tree condition between 2016, 2017 and future years. This is required to gain a better understanding on the rate of change of decline, identify any factors that may influence decline and contribute to an evidence based strategy for ongoing management.

3005 ash trees at 225 roadside locations have been resurveyed. Initial findings indicate a general decline in the range of 0 to 5% between 2016 and 2017. This is in line with findings in other areas in East Anglia. Studies by Suffolk County Council estimate that year on year decline is typically 5 – 10%. 2017 can be considered to be a year of below average decline.

## **2.7. Update on non-highway CES sites**

A total of 13,671 ash trees have been surveyed of which 4% have required work to date to make them safe

### Libraries and Fire Stations

All libraries and fire stations have been checked and those that have ash trees have been surveyed and the trees recorded on our database

### NCC owned Norfolk Trails:

100% of Marriott's Way and Pingo Trail surveyed, 40% of Weavers Way surveyed. Three felling licences applied for and emergency work carried out along 20 linear miles of NCC owned trail. Many of these trails are along disused railways where ash trees have populated the old track bed, embankments and cuttings. A combination of poor soil conditions, even age woodland structure with little genetic variation have contributed to higher levels of dieback compared to roadside trees. To date around 2,000 semi mature trees have been felled on NCC owned trails to improve levels of safety and to make these linear woodlands more resilient.

### Gressenhall Museum

The grounds have been surveyed and the ash trees recorded on our database.

## **2.8. Update on Schools**

All schools, including academies, were sent a Management Information Sheet in June 2017 giving them information about ash dieback and guidance notes were placed on the Tree Information page on the schools website. Schools that are still maintained by NCC were asked to fill in a questionnaire asking them to tell us whether there were any ash trees in the grounds and what % dieback they have. To date the response has been low but that is partly because the summer holidays coincide with the majority of the time that ash are in leaf. We have sent reminders out in September 2017 and will aim to target schools again in 2018 earlier in the year so that they can participate before the school holidays.

## **2.9. Update on County Farms**

All roads on the Burlingham, and Lingwood Estates have been surveyed. These areas were prioritised because use of these areas is actively promoted by NCC.

## **2.10. Update on Adult Social Services**

All sites have been checked and those that have ash trees have been surveyed and the trees recorded on our database.

**2.11. Update on other Council sites**

Holt Hall grounds have been surveyed and the ash trees recorded on our database.

We are compiling a spreadsheet of all Council sites not yet surveyed which will be surveyed in 2018.

**2.12. Supporting scientific research into resistant ash trees**

NCC have supported Forest Research in large scale national screening trials of ash trees to identify resistant trees. The trials at the two NCC owned sites at Dell Corner Lane (County Farms) and Strumpshaw (Closed Landfill) have been so successful that the 5 year trials are being extended.

The John Innes Centre (JIC) are also carrying out research to identify trees with resistant traits and have studied trees on the Marriott's Way (NCC owned trail). Cuttings from NCC owned trees have been taken and propagated as part of a wider study. The JIC will plant propagated material at the Dell Corner and Strumpshaw sites this winter to study response to ash dieback outside of laboratory conditions. The JIC are also looking at the susceptibility of resilient trees to other pests and diseases such as ash emerald borer which is forecast to be an issue in the future should it continue to spread across Europe.

### **3. Financial Implications**

- 3.1. Funding of £50,000 was identified for the Ash Dieback Project in 2017/18 from highways budgets to enable project commencement..

The resource has enabled us to start to formulate the most cost effective approach for managing the disease and dealing with the parties responsible. This will form the basis of the management strategy.

- 3.2. There are resource implications relating to staff time to deal with the enforcement of the Highways Act where privately owned trees adjacent to the highway require work to make them safe. We anticipate that a support role would be required to deliver NCC's legal responsibilities with regards to enforcement of the Highways Act.

- 3.3. In the current market it is unlikely that significant revenue will be made from the sale of wood or wood products from diseased trees. Ash is only commercially viable if removed from a woodland with a harvester as part of woodland thinning operations. As soon as roadside costs are factored in (traffic management and arborists) there will be a net cost. Chalara is therefore not a commercial opportunity for a landowner but a liability.

- 3.4. In addition to the cost of felling ash trees or making them safe, there will be costs associated with replacing the trees we have lost and restoring landscape connectivity. NCC's Tree Safety Management Policy requires replacement planting to be carried out when trees are removed. Nationally, we are working closely with the Tree Council and the Woodland Trust who are looking at ways to address how this may be funded.

### **4. Issues, risks and innovation**

- 4.1. The risk to the County Council in not taking action to deal with the issues raised in this report are varied and include a legal challenge on the exercise of the power to serve statutory notices under the Highways Act 1980. Also investigations by the Coroner on the use of our statutory powers in the event of a fatality as a result of a falling tree of which we were or reasonably ought to be aware and complaints



made by the public/to the ombudsman including exposure in the press.

In addition to the risks that ash dieback represent to NCC there are other tree pests and diseases that are predicted to impact Norfolk in the medium term. This is part of a global pattern that is thought to be caused by an increase in international trade of plants and climate change. NCC has the opportunity to create a more resilient tree network in the recovery phase of managing ash dieback. This may lessen the impact of future diseases that affect other tree species.

## **5. Background**

- 5.1. Appendix 1 – Letter from members to central Government  
Appendix 2 – Defra response to members  
Appendix 3 – Percentage Dieback Photos  
Appendix 4 – Resume of Ash Dieback Disease based on information from Natural England

### **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

<b>Officer name :</b>	<b>John Jones</b>	<b>Tel No. :</b>	<b>222774</b>
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If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

CJ/MW/MBC

Tel: 01603 223201

12 April 2017

Clare Moriarty  
Defra  
Nobel House  
17 Smith Square  
London  
SW1P 3JR

Dear Ms Moriarty

We are currently assessing the likely impact of Ash Dieback Disease (Chalara) to Norfolk County Council. Ash is Norfolk's second commonest hedgerow tree and survey work conducted last summer indicates **there are over 200,000 ash trees adjacent to public highways and many more on Council land.**

Norfolk County Council are actively working with other Councils, NGOs, landowning organisations and academia to develop an efficient and effective approach to ash dieback. We have developed a survey methodology that is being highlighted as best practice by the Tree Council to other local authorities which will enable us to formulate an evidence based ash dieback management strategy for Norfolk County Council. We have identified that financial support from Central Government will be key for implementing this strategy in both maintaining Norfolk's trees in a reasonably safe condition and investing in the recovery and resilience of our landscape.

We have grave concerns over the financial impact of dealing with ash dieback for Norfolk County Council and other Local Authorities, and to other tree owners who are affected. We are grateful that management information is being produced by the Tree Council on Defra's behalf however **Central Government support is required to deal with this national issue.** This will allow the Local Authority and its partners, including other Councils, NGOs, landowning organisations and academic groups, to formulate and implement a strategy to manage the disease over the coming years.

Given the significant number of ash trees in Norfolk, and across the whole Country, **there is a major issue building in ensuring the felling or other management of ash is carried out** to maintain them in a safe condition. Suffolk and Kent County Councils have recognised a similar order of magnitude to the problem, indicating management costs of £7 million and £16 million respectively to make infected roadside trees safe. In parts of Europe as many as 95% of ash trees have been infected by the ash dieback fungus, which kills mature trees over a period of several years, and during which time it is common for limbs to shed.

**It is essential that a replanting programme is established** both to regain ecological connectivity and maintain the treed character of this part of the United Kingdom. Norfolk County Council will be writing a 20 year strategy to enable us to manage the effects of ash dieback which will include recommendations on suitable species to replace ash in Norfolk. We advocate planting a wide range of species and genera to ensure long term landscape resilience to pests, diseases and climate change. Once resistant ash trees or varieties of ash are commercially available, these will be included in replanting specifications where site conditions are suitable.

We are working with the Woodland Trust to explore funding options for replanting, but ultimately the response will depend of the degree of support from central Government. We believe there is a timely opportunity to consider how **post-Brexit agri-environment support could address the issues exposed by ash dieback**. These include the restoration of hedgerows and replanting of lost roadside trees within wide buffer strips, which would help deliver important ecosystem services including mitigation of soil erosion and surface water flooding.

Ash dieback will result in a loss of trees not experienced since Dutch Elm Disease hit the country in the 1970's with the loss of at least 25 million trees. **Without increased support for the management of diseased trees and their replacement there is a real risk that the loss will be permanent.**

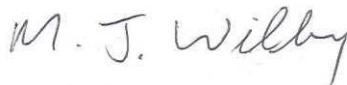
In summary we ask that you provide for Norfolk County Council and other landowners:

- **Financial support to deal with ash trees that require felling or pruning**
- **Financial support for landscape recovery**

Yours sincerely



**Cllr Cliff Jordan**  
Leader of the Council



**Cllr. Martin Wilby**  
Chair Environment,  
Development & Transport Committee



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for Environment  
Food & Rural Affairs

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Mr Cliff Jordan  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

Our ref: DWO427856/JP

18 May 2017

Dear Mr Jordan,

Thank you for your letter of 12 April to the Permanent Secretary about ash dieback disease. I have been asked to reply.

Defra has been managing ash dieback based on science, international best practice and the advice of the UK Chief Plant Health Officer. We have invested over £37 million into tree health research and have been conducting screening trials to identify a disease-tolerant strain of ash trees. Where there is a limited risk to safety of the general public, we do not advocate the immediate removal of infected ash trees, as they continue to provide recreational and biodiversity benefits for some time as well as playing a vital role in protecting our environment for example, through providing habitats for our native wildlife.

Support is available for some landowners for the replacement of infected ash trees with alternative species in woodland situations under the Countryside Stewardship scheme, subject to grant conditions being met. JNCC has published advice on which tree species landowners could select when restocking, in order to maintain the same level of environmental benefits. Other organisations such, as the Woodland Trust, are offering free 'disease recovery packs' of native trees for this purpose. Alongside this we have funded research to develop tolerant strains of ash trees.

In response to health and safety issues in non-woodland situations, we convened an ash dieback taskforce with a number of key stakeholders and local authorities to develop action plans for local authorities to aid planning and preparedness. We would particularly like to thank Norfolk County Council for its input and support as an active member of the taskforce.

Yours sincerely,

Joseph Payne  
Defra - Ministerial Contact Unit



## Photos of dieback of ash trees



0% Dieback - Healthy Crown



25% Dieback



50% Dieback



75% Dieback

### **Resume of Ash Dieback Disease based on information from Natural England**

An ash tree's level of susceptibility to ash dieback, is determined by its genetic makeup (genotype) and will be influenced by site conditions. Studies of European trees suggest that very few trees are completely resistant to the disease, but that some show more tolerance than others. A tree that is tolerant of a pathogen will be affected but survive, and will allow the pathogen to carry on its life cycle; while a tree that is resistant will not be affected, and will prevent the pathogen from continuing its life cycle. Trees with a low level of tolerance can die very quickly and even large trees can succumb in a few years. Other trees can tolerate the disease for longer periods of time and some trees, with high levels of tolerance may appear largely unaffected. Trees are likely to be more susceptible if they are poor specimens and/ or suffering additional stresses, for example from water logging or over-crowding. Secondary infections, such as those caused by honey fungus (*Armillaria* sp), can significantly increase decline and death.

Trees showing 0-25% dieback, can be considered as having a good level of disease tolerance where they are within a known area of infection and surrounding trees are more severely affected. Sometimes it can take several years following the arrival of ash dieback at a site to identify the more tolerant trees. Tolerant trees can still produce good annual growth increment. Trees with more than 50% of the crown affected will show little or no annual growth increment and are likely to die.

Within Europe to date no trees within infection zones have been found to be completely free of the disease, yet very recent research has shown that some degree of local resistance may be possible. Other studies have shown that ash trees which come into leaf early, and shed leaves early are more likely to be tolerant to the disease. However, there is some suggestion that the genes conferring resistance may be linked to those giving lower tolerance to herbivory by mammals or insect attack.

At best, the conclusion from studies in continental Europe estimate 2-5% of the ash population will remain unaffected by the disease

# Environment Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Great Yarmouth Third River Crossing project – Stage 2 scheme development public consultation</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe, Executive Director Community and Environmental Services</b>
<p><b>Strategic impact</b></p> <p>The County Council, at its meeting in December 2016, agreed a motion setting out that the ‘Council recognises the vital importance of improving our transport infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.’ In addition the motion set out that the ‘Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk.’ Three projects were identified as priorities for the coming years; Great Yarmouth Third River Crossing; Norwich Western Link; Long Stratton bypass.</p> <p>A new river crossing at Great Yarmouth will help us meet this priority. It offers a direct route into the town from the south, provides the link between the trunk road network and the expanding port and the South Denes Enterprise Zone sites, and overcomes the problem of limited road access to the peninsula of Great Yarmouth. The Third River Crossing is vital to the economic prosperity of Great Yarmouth. Great Yarmouth is part of a larger economic sub-region with a strong economic heritage including manufacturing, food and drink processing, tourism and leisure industries. Great Yarmouth is highlighted as a key growth location within the Norfolk and Suffolk Strategic Economic Plan.</p>	

## Executive summary

<p>Norfolk County Council adopted a preferred scheme for the Great Yarmouth Third River Crossing in 2009, comprising an opening bridge over the River Yare to connect the trunk road network, at the A47 (formally the A12) Harfreys Roundabout, to the southern peninsula near to the port and Enterprise Zone sites.</p> <p>An Outline Business Case (OBC) for the project was submitted to the Department for Transport (DfT) on the 30 March 2017.</p> <p>EDT Committee received an update on progress on 15 September 2017. The report explained the next major step was to undertake a further round of consultation (Stage 2 of a proposed three stage process) to help to develop the details of the scheme.</p> <p>This report sets out the consultation process and the responses received. The key findings are:</p> <ul style="list-style-type: none"> <li>• Support for the scheme remains high;</li> <li>• There is overall support for the proposed scheme of a bascule bridge at 4.5m clearance;</li> <li>• The key concern relates to how the bridge affects ports business and the passage of vessels on the river;</li> <li>• The consultation has helped identify a number of suggestions regarding how the</li> </ul>
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scheme could be improved, which will need to be considered in more detail during the next stage of scheme development.

**Recommendations:**

- 1. Committee notes the outcomes of the consultation described in this report.**
- 2. Committee notes the specific issues (as detailed in Section 3.0) raised as part of the consultation that will need to be considered in more detail during the next stage of scheme development.**
- 3. Committee approves the further development of the preferred scheme which provides for a bascule bridge with a clearance of 4.5m over the water at average high tide, as set out in the OBC. The next steps will include a further statutory public consultation in 2018 on the detailed scheme, and the results will be reported to Committee prior to the submission of an application for planning consent.**

## **1. The consultation process**

- 1.1. The consultation process for the Great Yarmouth Third River Crossing comprises of three stages as follows:

<b>Stage</b>	<b>Purpose</b>
Stage 1 (Completed Jan 2017) Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
Stage 2 (Sept – Oct 2017) Scheme development consultation	Understand views on the bridge development work so far
Stage 3 (Planned for May – July 2017) Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

- 1.2. The Stage 1 consultation results were reported to Committee in March 2017.
- 1.3. The preferred scheme taken forward to Stage 2 consultation was a bascule bridge with a clearance of 4.5m over the water at an average high tide. An alternative bridge type (a swing bridge) that could be built was also suggested as part of the consultation. The details are described in the consultation material that is included in the Consultation Report in Appendix A.
- 1.4. The Stage 2 consultation process has comprised:
- Consultation letters advising of the forthcoming consultations and exhibition dates sent to approximately 15,000 local residents and stakeholder organisations;
  - General publicity undertaken including press releases and posters and consultation brochures placed in Great Yarmouth Library, Gorleston Library, East Norfolk Sixth Form College, Gt Yarmouth College and Marina Centre;
  - Consultation material posted on Norfolk County Council's website at [www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc) with the facility for electronic submission of questionnaires;
  - A series of staffed and unstaffed exhibitions at the Imperial Hotel, Great Yarmouth Library, Gorleston Library and the Kings Centre.
- 1.5. The Stage 2 consultation period ran from 4 September until 6 October 2017.



## **2. Consultation responses**

2.1. A Consultation Report has been prepared and sets out in more detail the responses to the consultation. The report is included as Appendix A.

### **2.2. Exhibitions**

2.3. Public exhibitions were held at the following venues:

<b>Date</b>	<b>Venue</b>
4 Sept to 8 Sept 2017 (staffed on 7 Sept)	Imperial Hotel, Gt Yarmouth
11 Sept to 16 Sept 2017 (staffed on 16 Sept)	Gt Yarmouth Library
18 Sept to 23 Sept 2017 (staffed on 19 Sept)	Gorleston Library
26 Sept to 29 Sept 2017 (staffed on 28 Sept)	Kings Centre, Gt Yarmouth

2.4. Officers also visited Morrisons in Gorleston, Market Gates Shopping Centre, and Great Yarmouth Marina Centre, for short sessions to raise awareness of the exhibitions.

### **2.5. Questionnaires and Written Responses**

2.6. A total of 167 questionnaires were returned by the 6 October either via paper or electronically representing a low response rate for the number of consultation letters sent out.

2.7. A further 47 written responses were received either by letter or email as summarised below:

<b>Type</b>	<b>Number</b>
Resident or land owner	21
Stakeholder organisation	10
Port or river user	7
Government organisation	5
Local authority	3
Utility company	1

2.8. An analysis and discussion of both the questionnaire returns and written responses is contained in the Consultation Report in Appendix A.

## **3. Key issues arising from the consultation**

### **3.1. Type of bridge**

The consultation material showed a 4.5m bascule bridge as the proposed solution for the Third River Crossing scheme. It also suggested that a swing bridge as an alternative to a bascule bridge could be considered and presented advantages and disadvantages.

3.2. There was 74 questionnaire responses that expressed preference for a bascule bridge with 4.5m clearance (or indicated that the preferred scheme was satisfactory). This is compared to 6 responses who did not like this proposal or preferred a swing bridge. In addition some 30 questionnaire comments expressed concern about the bascule bridge, although a number of these concerns could equally be applied to a swing bridge (e.g. concerns about the effects to residents, land take, location of the bridge and narrowing of the river). A fixed bridge or a tunnel were also suggested as alternative solutions in a small number of the responses.

3.3. Of the written responses received, the majority expressed support for the scheme or confirmed that they had no specific comment to make. However, 8 responses, mainly from port and river users, expressed concern about the 4.5m bascule bridge

and how it would conflict with their operations.

### 3.4. **Bridge height**

A limited number of questionnaire responses, 8 in total, expressed a view that the clearance of the bridge is low and should be higher. The same 8 written responses identified in Section 3.4 also expressed concern about the bridge clearance and/or the implications of the bridge on vessel movements. These concerns are explained in greater detail below.

### 3.5. **Implications of the bridge on river vessel movement and the business of the port**

During the consultation the key points raised regarding the implication of river vessel movement and port business are summarised below:

- Comment that the bridge will restrict the passage of vessels and prevent continual use of the river;
- Concern regarding the frequency of bridge opening for river vessels;
- Suggestion that a timetable of bridge openings should be produced;
- Suggestion that the commitment to lift the bridge on demand for all commercial vehicles cannot be met;
- Suggestion that the bridge openings should be synchronised with the opening of Breydon Bridge and Haven Bridge;
- Requests for a clear statement of the bridge opening policy and who will decide when the bridge opens;
- Concern regarding the detrimental effect the bridge could have on the business viability of port operations to the north and that the port will no longer have a bridge free access;
- Comment that the predicted number of bridge openings is low because some quay areas are not currently operational;
- Comment that the predicted number of bridge openings is low because there is an assumption that the areas to the north will not attract new business;
- Concern that marine pilot vessels will not be able to pass under the bridge;
- Request for information on how the frequency of bridge openings has been calculated;
- Views that a clearance of 4.5m has already been decided, that a 4.5m or 10.0m clearance would make little difference to the opening frequency and a clearance of at least 14.0m is needed.

### 3.6. **Other road improvements**

A number of responses suggested that we should consider other highway improvements including:

- Improve and dual the Acle Straight;
- Improve the Gapton Hall Roundabout;
- Improve the Vauxhall Roundabout;
- Improve and dual the A47 around Great Yarmouth;
- Improve public transport priority at Haven Bridge and Southtown Road;
- Remove traffic from the sea front.

### 3.7. **Suggested improvements to the scheme**

A number of detailed improvements to the scheme were suggested during the Stage 2 consultation. These improvements could be summarised as follows:

- Improve South Denes Road, William Adams Way and Harfreys Roundabout to accommodate the potential increase in traffic that the scheme could generate here;
- Re-design the new roundabout on William Adams Way to allow a direct connection of the Kings Centre entrance/exit to this roundabout;
- Make sure that the bridge is a visually appealing and iconic structure that has good lighting and CCTV cameras;
- Provide good NMU facilities that also link to a wider network of routes including suggested routes via South Denes Road (onto the town centre) and adjacent to the quayside;
- Provide a scheme that does not narrow the river and has adequate mooring facilities either side of the bridge;
- Provide better landscaping and public realm improvements.

3.8. These suggested improvements are summarised in the Consultation Report.

### 3.9. **Key areas of concern raised during consultation**

Key areas of concern have been identified from the consultation following an analysis of both the questionnaires and the written responses and these are summarised below:

- Impact on vessel movements and business associated with the port;
- Potential for congestion elsewhere on the highway network;
- Impact on local residents and land (including allotment land affected);
- Cost of scheme is too high and greater priority should be given to improving other roads.

### 3.10. **Location of the bridge**

The location of the bridge was not a question raised by the Stage 2 consultation. This has been agreed and fixed since 2009 and there are no proposals to change its location. However, a small number of the responses (9 questionnaire responses together with 2 written responses) suggested that the bridge should be in an alternative location ranging from closer to Breydon Bridge to closer to the sea or over the River Bure to the north of Great Yarmouth. There was also concern raised that the current location would split the main business river in half.

3.11. The more detailed analysis of the response received is included within the Consultation Report in Appendix A.

## **4. Conclusion**

4.1. The results of the consultation are discussed in Section 9.0 of the Consultation Report in Appendix A.

4.2. The majority of responses expressed support for a Third River Crossing scheme, which reflects the support for the scheme that was identified during the Stage 1 Consultations undertaken in January 2017.

4.3. The consultation responses indicate an overall support for a bascule bridge over a swing bridge. However, there were responses, particularly written responses from port businesses, expressing concern regarding the effects of the Third River Crossing on port and river related activities,

4.4. Taking into consideration the consultation results, on balance the preferred option for a Third River Crossing still remains a bascule bridge with 4.5m clearance. However, the concerns relating to port and river related businesses are acknowledged, and further work would be undertaken in consultation with these

businesses to fully understand their concerns and consider ways to mitigate them.

- 4.5. If members agree to proceed with development of the preferred scheme of a 4.5m bascule bridge then the issues raised during the consultation will need very careful consideration during the next stage of scheme development. This will include how to better engage stakeholders during the next round of consultations.

## **5. Current timetable for scheme development**

- 5.1. Indicative statutory process details and timescales:

- |   |                |
|---|----------------|
| • Commence Statutory Consultations      | Spring 2018    |
| • Development Consent Order Application | Early 2019     |
| • Examination in Public                 | Summer 2019    |
| • Start of Construction                 | Winter 2020    |
| • Bridge completed and open             | Winter 2022/23 |

## **6. Financial Implications**

- 6.1. The Outline Business Case submission to DfT set out the project cost. On the 15 September Committee agreed to continue the project to maintain its delivery programme up to the confirmation of a funding decision which it was hoped would be announced in September 2017. The funding decision from DfT is still awaited. The details agreed in September will enable the continuing development of the project until December 2017. If the decision is delayed beyond this date a further note will be provided to the Chair and will be reported to Committee.

## **7. Issues, risks and innovation**

- 7.1. Key risks at this stage still remain as presented to Committee on 17 March 2017, which assuming that the scheme progresses were identified as:
- Planning Process: not obtaining planning consent; or receiving unexpected and onerous requirements from the Development Consent Order.
  - Construction: difficulties in securing access for surveys and preliminary construction; the construction schedule of the A47 Harfreys roundabout, or other A47 schemes, conflicting with the bridge works programme; or adverse weather conditions causing delays/damage to construction.
  - Port operations: the number and type of vessels changing significantly between now and construction, resulting in reduced traffic benefits or greater mitigation requirements; the need to alter the bridge to accommodate port operations; or the bridge affects the river sedimentation regime affecting port operations and maintenance.
  - Design/Scope change: vessel simulations show a need for a bridge wider than 50m clear span; variations from current geotechnical and topographical assumptions impact on the design; or unexpected statutory services are located, particularly if they are under water/anticipated pier and fender locations.

## **8. Background**

- 8.1. In 2009 Cabinet adopted a preferred route for the scheme by way of a dual carriageway link utilising a 50m span bascule bridge over the river, it authorised purchase of properties the subject of valid Blight Notices served upon the Council and agreed for further study work to be undertaken into funding and procurement options.
- 8.2. Since then (2009), £2.8m has been invested by the Council to acquire properties

and land.

- 8.3. Following the submission of the OBC in March 2017, that utilised funding provided by the DFT as part of its fast track Large Local Major Transport Schemes fund, local work has continued to be delivered in line with the overall programme.
- 8.4. A report was presented to EDT Committee on 15 September 2017 to provide an update on progress since the submission of the OBC.

Background reports:

Cabinet 7 December 2009 - Follow this [link](#) (see item 22)

EDT Committee 20 May 2016 – Follow this [link](#) (see item 9 page 28)

EDT Committee 17 March 2017 - Follow this [link](#) (see item 11 page 43)

EDT Committee 15 September 2017 – Follow this [link](#) (see item 15 page 98)

Background Papers:

*Appendix A – Consultation Report (including a copy of the exhibition boards)*

## Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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# Great Yarmouth Third River Crossing

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## Stage 2 Consultation Report

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Revision	Date	Description
1	Oct 2017	Final draft

## **Great Yarmouth Third River Crossing Stage 2 Consultation Report**

### **Contents**

#### Executive Summary

- 1.0 Introduction
- 2.0 Summary of Consultations Undertaken
- 3.0 Summary of Responses
- 4.0 Important Aspects of the Bridge
- 5.0 Views on Proposed Option - 4.5m Bascule Bridge
- 6.0 Suggested Changes to the Scheme
- 7.0 Scheme Improvements (Questionnaire and Written Responses)
- 8.0 Scheme Concerns (Questionnaire and Written Responses)
- 9.0 Discussion

### **Appendices**

- A Copy of Exhibition Boards



## **Executive Summary**

This report provides a summary of the Stage 2 consultations undertaken for the Great Yarmouth Third River Crossing scheme and the results of the consultation responses received.

The key findings from the consultation were as follows:

- Overall support for the scheme remains high,
- There is general support for the proposed scheme of a bascule bridge at 4.5m clearance,
- A key concern relates to how the bridge affects port business and the passage of vessels on the river,
- The consultation has helped identify a number of suggestions regarding how the scheme could be improved, which will need to be considered in more detail during the next stage of scheme development.

## 1.0 Introduction

- 1.1 This report provides a summary of the results of the Stage 2 (of a three stage consultation process) consultations on the Great Yarmouth Third River Crossing scheme. The proposed stages of consultation are shown below.

Dates	Stage	Purpose
January 2017	Stage 1 Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
September to October 2017	Stage 2 Scheme development consultation	Understand views on the bridge development work so far
Planned for May – July 2017	Stage 3 Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

- 1.2 The main aims of this Stage 2 consultation were to:

- Provide an update on progress,
- Explain the current position and what happens next,
- Obtain a greater understanding of what is important to people and what needs to be considered in the design.

## 2.0 Summary of Consultations Undertaken

- 2.1 The table below outlines the public engagement processes that were undertaken for the Stage 2 consultations.

Date	Engagement
Week commencing 14/8/17	Consultation letters advising of the forthcoming consultations and exhibition dates sent to approximately 15,000 local residents and key stakeholder organisations
4/9/17 to 6/10/17	General publicity undertaken including: <ul style="list-style-type: none"> <li>• Press releases</li> <li>• Posters and consultation brochures placed in Great Yarmouth Library, Gorleston Library, East Norfolk Sixth Form College, Gt Yarmouth College and the Marina Centre</li> </ul>
4/9/17 to 6/10/17	Details of the consultation and exhibition boards posted on Norfolk County Council's website at <a href="http://www.norfolk.gov.uk/3rc">www.norfolk.gov.uk/3rc</a>
4/9/17 to 8/9/17	Public exhibition at the Imperial Hotel, Gt Yarmouth (staffed on 7/9/17)
11/9/17 to 16/9/17	Public exhibition at the Gt Yarmouth Library (staffed on 16/9/17)
18/9/17 to 23/9/17	Public exhibition at the Gorleston Library (staffed on 19/9/17)
26/9/17 to 29/9/17	Public exhibition at the Kings Centre, Gt Yarmouth (staffed on 28/9/17)

13/9/17 (1/2 day)	Staffed located in Morrisons, Gorleston to raise awareness of the exhibitions
21/9/17 (1/2 day)	Staffed located in Market Gates Shopping Centre, Great Yarmouth to raise awareness of the exhibitions
21/9/17 (1/2 day)	Staffed located in Marina Centre, Great Yarmouth to raise awareness of the exhibitions
6/10/17	Deadline for consultation responses

2.2 Details of boards that formed the public exhibition displays are contained in Appendix A of this report.

2.3 Comments on the consultation could be made by:

- Completing a questionnaire form at the exhibition or on-line at [www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc),
- Emailing comments to [gy3rc@norfolk.gov.uk](mailto:gy3rc@norfolk.gov.uk),
- Writing to "Great Yarmouth Third River Crossing, Major Projects Team, Norfolk County Council, County Hall – Floor 2, Martineau Lane, Norwich. NR1 2DH".

### 3.0 Summary of Responses

#### 3.1 Overall Responses

3.1.1 A total of 214 responses were received to consultation as follows.

Type of Response	Number
Questionnaire Returns (Online or Paper)	167
Written Responses	47

#### 3.2 Summary of Responses (Questionnaire Returns)

3.2.1 Question 1 of the questionnaire asked "***Are you answering this questionnaire predominantly as a...?***". Analysis of the results showed the following.

Responses by Mode of Transport	Number	%age (of total questionnaires)
River User (Leisure)	3	1.8%
River User (Commercial)	2	1.2%
Car Driver	126	75.4%
Walker	16	9.6%
Cyclist	5	3.0%
Not Answered	15	9.0%
<b>Total</b>	<b>167</b>	<b>100.0%</b>

3.2.2 Question 6 of the questionnaire asked whether those who were responding to the questions lived, worked, owned a business or were a visitor to Great Yarmouth. Analysis of the results showed the following.

Responses by Type of Visitor	Number	%age (of total questionnaires)
I live in Great Yarmouth	100	59.9%
I work in Great Yarmouth	42	25.1%
I have a business in Great Yarmouth	19	11.4%
I am a visitor to Great Yarmouth	30	18.0%
<b>Total</b>	<b>191*</b>	<b>114.4%</b>

\*figure is greater than 167 because some questionnaires gave multiple answers to this question

### 3.3 Summary of Responses (Written Responses)

3.3.1 In addition to the questionnaires, a further 47 written responses were received via letter or email. These came from the following.

Type of Responder	Number	%age (of total written response)
Resident or land owner	21	44.7%
Stakeholder organisation	10	21.3%
Port or river user	7	14.9%
Government organisation	5	10.6%
Local authority	3	6.4%
Utility company	1	2.1%
<b>Total</b>	<b>47</b>	<b>100.0%</b>

3.3.2 The 47 written responses were broken down as follows.

Response	Number	%age (of total written response)
Responses that made specific comment on the scheme	24	51.1%
Responses that requested further information on the scheme but made no comment on the scheme	9	19.1%
Responses that expressed general support for the scheme but made no specific comment on it	8	17.0%
Responses that confirmed they had no comment to make	6	12.8%

<b>Total</b>	<b>47</b>	<b>100.0%</b>
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3.3.3 The responses that contained a comment on the scheme have been expanded in more detail within the relevant sections below.

## 4.0 Important Aspects of the Bridge

### 4.1 Important Aspects of the Bridge (Questionnaire Returns)

4.1.1 Question 2 of the questionnaire asked ***“How important or unimportant do you consider the following factors in choosing a design for the bridge?”***  
Analysis of the results showed the following.

<b>Factor</b>	<b>Very important</b>	<b>Important</b>	<b>Of little importance</b>	<b>Not important</b>
How important is the frequency of opening	79	61	13	1
How important is the visual impact of the bridge	50	71	33	5
How important is value for money	106	48	6	1
How important is the amount of land taken for the project	51	61	36	11
How important is the gradient of the bridge	45	83	19	8

4.1.2 The majority of responses considered that all these factors were either important or very important. The factors that the majority of responses identified as very important were ‘the frequency of opening’ and ‘value for money’.

### 4.2 Important Aspects of the Bridge (Written Responses)

4.2.1 Of those written responses that commented on the bridge the most important factors identified were:

- The frequency of opening of the bridge and in particular concern regarding the effects of the bridge on river vessels,
- The visual impact of the bridge,
- The need to provide good pedestrian/cycle facilities,
- The amount of land taken for the project.

## 5.0 Views on Proposed Option - 4.5m Bascule Bridge

### 5.1 Views on Proposed Option – 4.5m Bascule Bridge (Questionnaire Returns)

5.1.1 The consultation material showed a 4.5m bascule bridge as the preferred solution for the Third River Crossing scheme. However, it also noted that an alternative type of bridge, could be a cable stayed swing bridge. A summary of the advantages and disadvantages of the proposed bascule bridge compared to an alternative of a swing bridge were provided.

5.1.2 The consultation results showed that a bascule bridge was favoured by the majority of those who responded to the consultation as outlined below.

5.1.3 Question 3 of the questionnaire asked “***What are your views on the proposals for the 4.5m bascule bridge?***” and 149 of the questionnaires contained a response to this question. Analysis of the results showed the following.

View	Number	%age (of total questionnaires)	%age (of the 149 questionnaires that responded)
Responses stating a preference for a bascule bridge or that the preferred scheme was satisfactory. The main reason for this view being: <ul style="list-style-type: none"> <li>• No reason</li> <li>• Better traffic impact</li> <li>• Less environmental impact</li> <li>• Lower costs</li> <li>• Better visual impact</li> <li>• Similar to Lowestoft Bridge</li> </ul>	74	44.3%	50.0%
Responses stating no preference on the type of bridge or support for any type of bridge	34	20.4%	23.0%
Responses stating concerns about the bascule bridge. The main concerns being: <ul style="list-style-type: none"> <li>• Effects on residents/land take</li> <li>• Frequency of opening</li> <li>• Location of the bridge</li> <li>• Traffic impact on surrounding roads</li> <li>• Height of Bridge</li> <li>• Costs of bridge</li> <li>• Won't help A47 traffic</li> <li>• Narrowing of river</li> </ul>	30	18.0%	20.3%
Responses suggesting other improvements to the scheme. These included: <ul style="list-style-type: none"> <li>• Provide a tunnel</li> <li>• Restrict the bridge openings</li> </ul>	12	7.2%	8.1%
Responses stating no support for any bridge	7	4.2%	4.7%
Responses not supporting a bascule bridge or stating a preference for a swing bridge. The main reason for this view being: <ul style="list-style-type: none"> <li>• Easier maintenance</li> <li>• Less environmental impact</li> <li>• Less impact on local residents</li> <li>• Bascule bridge too low</li> </ul>	6	3.6%	4.1%

5.1.4 Those responses that stated preference for a bascule bridge (or indicated that the preferred scheme was satisfactory) was much larger than the responses that did not support a bascule bridge (or stated a preference for a swing bridge). In addition some comments expressed concern about the bascule bridge, although

a number of these concerns could equally be applied to a swing bridge (e.g. concerns about the effects to residents, land take, location of the bridge and narrowing of the river).

## 5.2 Views on Proposed Option – 4.5m Bascule Bridge (Written Responses)

### 5.2.1 Analysis of the 24 written responses that made comment on the bascule bridge identified the following views.

View	Detail
Concern regarding the implications of the bridge on river vessel movements and the business of the port (8 responses)	<ul style="list-style-type: none"> <li>• Comment that the bridge will restrict the passage of vessels and prevent continual use of the river</li> <li>• Concern regarding the frequency of bridge opening</li> <li>• Suggestion that a timetable of bridge openings should be produced</li> <li>• Suggestion that the commitment to lift the bridge on demand of all commercial vehicles cannot be met</li> <li>• Suggestion that the bridge openings should be synchronised with the opening of Breydon Bridge and Haven Bridge</li> <li>• Requests for a clear statement of the bridge opening policy and who will decide when the bridge opens</li> <li>• Concern regarding the detrimental effect the bridge could have on the business viability of port operations to the north and that the port will no longer have a 'bridge and lock free access'</li> <li>• Comment that the predicted number of bridge openings is low because some quay areas are not currently operational</li> <li>• Comment that the predicted number of bridge openings is low because there is an assumption that the areas to the north will not attract new business</li> <li>• Concern that marine pilot vessels will not be able to pass under the bridge</li> <li>• Request for information on how the frequency of bridge openings has been calculated</li> <li>• Concern that the bridge at the proposed location will split the main business river in half</li> </ul>
Comments on the bridge height (5 responses)	<ul style="list-style-type: none"> <li>• Comment that the height of the bridge is low and should be higher</li> <li>• Suggestion that a bridge height of 4.5m has already been decided</li> <li>• Comment that a 4.5m or 10.0m high bridge will make little difference to the opening frequency and that a bridge height of at least 14.0m is needed</li> <li>• 1 response considered that the 4.5m was height acceptable</li> </ul>
Comments on the impact of properties (4 responses)	<ul style="list-style-type: none"> <li>• Concern at the loss of allotment land</li> <li>• Request to provide a direct connection of the Kings Centre entrance/exit to the new roundabout on William Adams Way</li> <li>• Concern that the integrity of the quay walls may not be sufficient for the bridge</li> </ul>
Comments on type of bridge (3 responses)	<ul style="list-style-type: none"> <li>• Suggestion that the bridge should be a cabled stayed swing bridge because this would be easier to maintain and more visually attractive</li> </ul>



	<ul style="list-style-type: none"> <li>Comment that a swing bridge could cause navigational problems for vessels</li> </ul>
Comments regarding Non-Motorised Users (NMUs) (3 responses)	<ul style="list-style-type: none"> <li>Comment that the bridge should allow pedestrians and cyclists to use it</li> <li>Comment that the scheme's toucan crossings need to be sufficiently wide for shared use</li> <li>Comment that the gradient of approaches to the bridge is very important and should not be more than 5% over 100m</li> <li>Comment that the signalised crossings at the new roundabout is an improvement over the current footbridge crossing on William Adams Way</li> <li>Comments that the NMU facilities need to link into a wider network of routes</li> </ul>
Comments on visual impact of structure (3 responses)	<ul style="list-style-type: none"> <li>Comment that the impact of the height of the bridge (both when open and closed) on the significance of Nelson's Column, the surrounding conservation area and other historic environments need to be considered</li> <li>Comment that the bridge needs to be made an iconic structure</li> </ul>
Comments regarding environmental impacts (3 responses)	<ul style="list-style-type: none"> <li>Comment that the scheme may generate additional tourism and recreational pressure on nearby sensitive environmental sites</li> <li>Concern that the run off from the bridge into the River Yare may impact sensitive sites such as Breydon Water</li> <li>Scheme needs positive bat and bird nesting enhancement</li> <li>Need to understand the archaeological potential of the scheme area and how the proposals may impact on this</li> </ul>
Comments on the surrounding road network (3 responses)	<ul style="list-style-type: none"> <li>Concern that once vehicles have crossed the bridge into South Denes what will be the route into town to avoid the South Quay area</li> <li>Comment that money could be better spent improving other roads</li> </ul>
Comments regarding construction of the scheme (1 response)	<ul style="list-style-type: none"> <li>Concerns regarding the local network disruption that could be created during the scheme construction and that a Construction Traffic Management Plan be produced for the next round of consultations</li> </ul>

5.2.2 14 of the written responses expressed support for the scheme or had no comment to make. However, of those that did comment on the scheme the majority expressed concern about the effects on port related businesses. These responses generally came from the port businesses themselves and other river users.

## 6.0 Suggested Changes to the Scheme

### 6.1 Suggested Changes to the Scheme (Questionnaire Returns)

6.1.1 Question 4 of the questionnaire asked "***Is there anything you would change about the proposal?***" and 87 of the questionnaires contained a response to this question. Analysis of the results showed that the most frequent responses were.

Change	Number	%age (of total questionnaires)	%age (of the 87 questionnaires that responded)
Change nothing	29	17.4%	36.3%
Suggested improvements to scheme. <ul style="list-style-type: none"> <li>The list of suggested improvements to the scheme is detailed in Section 7.0.</li> </ul>	21	12.6%	26.3%
Change the location of the bridge. Suggested alternative locations were: <ul style="list-style-type: none"> <li>Closer to Breydon Bridge</li> <li>Closer to Gorleston/the sea to reduce affects to shipping</li> <li>Along the line of William Adams Way to avoid properties</li> <li>Along the line of St Annes Road to avoid properties</li> <li>Over the Bure River to the north of Great Yarmouth</li> </ul>	9	5.4%	11.3%
Change the type of bridge. The suggested alternatives were: <ul style="list-style-type: none"> <li>Swing bridge</li> <li>Fixed bridge or flyover bridge</li> <li>Tunnel</li> </ul>	8	4.8%	10.0%
Provide improvements to other roads. The suggested locations were: <ul style="list-style-type: none"> <li>Improve and dual the Acle Straight</li> <li>Improve the Gapton Hall Roundabout</li> <li>Improve the Vauxhall Roundabout</li> <li>Improve and dual the A47 around Great Yarmouth</li> <li>Improve public transport priority at Haven Bridge and Southtown Road</li> <li>Remove traffic from the sea front</li> </ul>	8	4.8%	10.0%
General comments not supporting the scheme	7	4.2%	8.8%
General comments supporting the scheme	4	2.4%	5.0%
Make bridge higher	2	1.2%	2.5%

6.1.2 Just over half of the total responses completed this section of the questionnaire and of these a small majority suggested that nothing should be changed. The next most frequent response was suggested improvements to the scheme and these are detailed in Section 7 of this report.

## 6.2 Suggested Changes to the Scheme (Written Responses)

6.2.1 Analysis of the written responses that commented on the scheme identified the following suggested changes to the scheme.

Change	Detail
Suggested improvements to scheme (5 responses)	<ul style="list-style-type: none"> <li>The list of suggested improvements to the scheme is detailed in Section 7.0.</li> </ul>
Location of the bridge (1 response)	<ul style="list-style-type: none"> <li>Suggestion at the new bridge should be at the site of the existing Haven Bridge but be much higher. The existing roads in this area should then be improved</li> </ul>
Provide improvements to other roads (1 response)	<ul style="list-style-type: none"> <li>Suggestion for a wider plan for NMU routes that would connect locations further away via the new bridge, which are signed for pedestrians and cyclists</li> </ul>

## 7.0 Scheme Improvements (Questionnaire Returns and Written Responses)

7.1 A list of the suggested improvements to the scheme, from a combined analysis of both the questionnaire returns and written responses, is detailed below.

Improvement	Detail
South Denes Road	<ul style="list-style-type: none"> <li>Improve South Denes Road into the town centre due to concern about increased traffic</li> <li>Provide an on-road cycle lane on South Denes road from the new bridge into the town centre</li> <li>Provide a roundabout at the South Denes Road junction instead of traffic signals</li> </ul>
William Adams Way	<ul style="list-style-type: none"> <li>Widen William Adams Way due to concern about increased traffic</li> <li>Re-design the new roundabout on William Adams Way to allow a direct connection of the Kings Centre entrance/exit to this roundabout</li> </ul>
Harfreys Roundabout	<ul style="list-style-type: none"> <li>Harfreys Roundabout will require works to accommodate the revised local highway network accessing the new bridge</li> </ul>
Bridge	<ul style="list-style-type: none"> <li>Make sure bridge is well lit and CCTV provided</li> <li>Make bridge an iconic structure rather than just a functional bridge</li> <li>Only have set opening times for bridge</li> <li>Charge river vessels for each bridge opening</li> </ul>
River	<ul style="list-style-type: none"> <li>Do not narrow river channel as this will cause flooding</li> <li>Provide adequate pontoon areas to allow ships to moor whilst waiting for bridge to open</li> </ul>
NMU Facilities	<ul style="list-style-type: none"> <li>Provide a riverside/quayside walk</li> <li>Provide well signed paths for walkers and cyclists in area around bridge</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide separate carriageway for walkers and cyclists on both sides of the bridge</li> </ul>
Land	<ul style="list-style-type: none"> <li>• Provide better landscaping and public realm improvements</li> <li>• Provide better information to affected residents regarding land purchase and compensation</li> <li>• Reduce amount of land take of allotments or provide a replacement nearby</li> </ul>
Environment	<ul style="list-style-type: none"> <li>• Scheme needs positive bat and bird nesting enhancement</li> <li>• Need to understand the archaeological potential of the scheme area and how the proposals may impact on this</li> </ul>
Surrounding Area	<ul style="list-style-type: none"> <li>• Improve roads leading to bridge due to concern about increased traffic</li> </ul>

## 8.0 Scheme Concerns (Questionnaire Returns and Written Responses)

8.1 A list of concerns, from a combined analysis of both the questionnaire and written responses, is detailed below.

Concern	Detail
Impact on vessel movements and business associated with the port	Particular areas of concern were: <ul style="list-style-type: none"> <li>• Effects of the bridge on the commercial and business operation of the port</li> <li>• Predicted number of bridge openings shown at the exhibition is an underestimate</li> <li>• Bridge may not open to all commercial traffic</li> </ul>
Scheme could cause congestion elsewhere on the network	Particular areas of concern were: <ul style="list-style-type: none"> <li>• A47 around Great Yarmouth including Breydon Bridge</li> <li>• A47 Acle Straight</li> <li>• Surrounding road system caused by frequency of bridge opening</li> <li>• Haven Bridge area</li> <li>• North Quay area</li> <li>• South Quay area</li> </ul>
Impact on local residents and land	Particular areas of concern were: <ul style="list-style-type: none"> <li>• Residents need for more information on the scheme impacts and whether properties would be purchased by the Council</li> <li>• Residents of properties close the scheme, but not directly affected by it, request for more information on whether they would receive compensation</li> <li>• Impacts on parking during construction</li> <li>• Loss of allotment land</li> </ul>
Cost of scheme	Particular areas of concern were: <ul style="list-style-type: none"> <li>• Greater priority to improve other roads</li> <li>• Scheme costs are too high</li> </ul>

## 9.0 Discussion

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- 9.1 A total of 167 questionnaires were returned (either paper copies or entered electrically on-line), which represents a low response rate for the number of consultation letters sent out. A further 47 written responses were received.
- 9.2 When asked to comment on the bascule bridge 44% of the questionnaire responses stated a preference for a bascule bridge or that the preferred scheme was satisfactory. 4% did not support a bascule bridge or stated a preference for a swing bridge. 4% did not support any form of bridge. The remaining 48% did not provide any specific comment to this question.
- 9.3 There have been concerns raised during the consultation from port related businesses particularly those located north of the proposed new bridge crossing regarding the location of the bridge, the bridge type and bridge height related to the impact on vessel movements and the impact this may have on their businesses.
- 9.4 Extensive assessment work was undertaken prior to the adoption of a preferred route by the council in December 2009. This work considered alternative bridge locations and the feasibility of a tunnel option. At the time a tunnel option was not considered viable as it did not meet basic Government value for money criteria. The conclusion of the work leading up to adoption of a preferred route was that a bridge option from Harfreys roundabout with a new bascule bridge crossing the River Yare to join South Denes Road south of Sutton Road best met the scheme objectives by providing the optimum balance between congestion relief, improvement in accessibility across the river, value for money and predicted impact.
- 9.5 Further work was undertaken by Mouchel (now WSP) prior to the Outline Business Case submission earlier this year to look at the conflicting consideration when deciding on an optimal height for the bridge:
- The first is the frequency of bridge opening; with a higher bridge generally resulting in a reduced frequency of opening;
  - The second is to ensure the new road and bridge is optimised in terms of its links with the existing road network, particularly the A47 to the east of the town. This also means connecting with South Denes Road, which leads to both the port and the town centre;
  - Thirdly, it is necessary to ensure the new bridge is accessible and usable by pedestrians, cyclists and mobility impaired users. Guidance recommends a maximum gradient of 5%.
- 9.6 Finally, the overall scheme costs must be reasonable such that the scheme is good value for money and can successfully compete for DfT funding.
- 9.7 Having considered the various options, the preferred solution presented for consultation was a bascule bridge with 4.5m clearance over the river with a maximum of 5% approach gradients that would tie into existing ground levels at Suffolk Road and South Denes Road. With a 4.5m clearance the bridge would need to open for all commercial river vessels.
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- 9.8 Although a swing bridge was rejected during earlier work prior to 2009 it was shown as part of the Stage 2 consultation process as an alternative to a bascule bridge. One of the advantages of this bridge form would be that it would allow a thinner bridge deck to be provided resulting in more clearance for river vessels compared to a bascule bridge. Some feasibility work has been undertaken to consider what could be achieved and even with a swing bridge the maximum clearance that could be achieved would be 10m. This would allow 40% of the current commercial vessels to pass through the bridge without it opening. The 10m clearance would be provided over a distance of 25m in the middle of the river channel, and either side the clearance would be less. It would require a number of design departure from standards including approach gradients greater than 5%. More land and property would be taken as it would not be possible to tie into existing ground levels at Suffolk Road and South Denes Road without significant additional engineering works and cost.
- 9.9 Some responses to the consultation suggest that a 10m clearance would not be sufficient and that at least 14m would be required in order to satisfy the needs of existing and future workboats. This would require the scheme to extend well beyond South Denes Road, significantly into the peninsula with much greater associated land, property, cost and visual impacts. It would also not remove the need for a lifting bridge.
- 9.10 In choosing a way forward there is a balance to be made when considering the conflicting considerations.
- 9.11 A 10m clearance scheme has a number of design compromises and a 14m clearance scheme would not be viable for the reasons explained above. The traffic modelling work undertaken to date for the preferred scheme assumes that the bridge will open for all commercial river vessels and that the bridge will operate 24 hours a day, 7 days a week. The impact on both cost and benefits is reflected in the traffic modelling and economic work. A design that enables the bridge to open for all commercial river vessels on demand does significantly reduce the argument to provide a bridge with a higher clearance with its associated cost and impact. However, the specific concerns raised during the consultation such as uncertainty around traffic congestion, impact on vessel movements and concern that the bridge would not open on demand for commercial vessels are recognised.
- 9.12 If it is decided to proceed with development of the preferred scheme with a 4.5m clearance then the issues raised during the consultation will need very careful consideration during the next stage of scheme development.
- 9.13 The traffic modelling would be further developed taking into consideration the consultation feedback so that forecast traffic movements during the peak morning and evening periods can be made available for the next public consultation. This work would also reflect on recent river count surveys that have been undertaken and would need to demonstrate how traffic would be managed using Variable Message Sign (VMS) technology when a bridge in Great



Yarmouth (e.g. Haven Bridge, Breydon Bridge or the potential Third River Crossing) is closed to road traffic especially during the peak periods. A key aspect of the scheme moving forward would be the investigation of technology that can be utilised to maximise the speed that the bridge can open and close to reduce the impact of the closure on road traffic.

- 9.14 Further work would be undertaken in consultation with the port related businesses to fully understand their concerns and consider ways to mitigate these concerns such as investigating how assurances can be provided that the bridge would open on demand for commercial vessels, design the bridge to make it as reliable as it can be and if it does break down there is a fail-safe built into the design to allow the bridge to open quickly so there is minimal disruption to river vessels. There are also other matters relating to the operation of the bridge raised during the consultation that would need further consideration and discussion with the relevant stakeholders.
- 9.15 There will also be the need to engage with local residents and landowners including the Great Yarmouth and Gorleston Allotment Association to discuss specific concerns raised and investigate what can be done to mitigate the impact of the scheme.
- 9.16 The suggested improvements to the scheme mentioned in Section 7.0 of this report and will need to be fully considered during the next stage of scheme development.
- 9.17 Improvements to the A47 are the responsibility of Highways England (HE) and form part of their Roads Investment Strategy programme(s) and are therefore outside the scope of this project. The report to EDT committee on 15 September 2017 provided an update of the projects being delivered by HE following their preferred route announcements in August 2017. The A47 Alliance, of which Norfolk County Council is a member, has requested that the dualling of the A47 Acle Straight be included within the Government's Second Road Investment Strategy (RIS2), which it intends to deliver between 2020 and 2025.
- 9.18 Suggestions to improve public transport priority at Haven Bridge and Southtown Road and the removal traffic from the sea front are outside the scope of this project, however local traffic improvements will be included wherever possible as part of wider network improvements to benefit the overall road network operation before and after delivery of the project.



## **APPENDIX A**


### **Exhibition Board PDFs**

# Welcome

## Great Yarmouth Third River Crossing

We are proposing to build a new bridge between Harfreys Roundabout and South Denes Road, and we would like your views.

This consultation is **stage two** of a three-stage process:

Dates	Stage	Purpose
January 2017	Stage 1 Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
 September – October 2017	Stage 2 Scheme development consultation	Understand views on the bridge development work so far
June – September 2018	Stage 3 Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for planning consent

### The key findings from the Stage 1 consultation were as follows:

- Congestion in Great Yarmouth is a serious issue
- The Third River Crossing would make journeys faster
- Congestion would be reduced by the new crossing.

### The purpose of this Stage 2 consultation is to:

- Provide an update on progress
- Explain the current position and what happens next
- Obtain a greater understanding of what is important to you and needs to be considered in the design.

[www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc)

 **Norfolk** County Council

# Why we need the bridge

The new crossing is vital to support the economic growth of Great Yarmouth and help enhance the quality of life for residents, workers and visitors.

The Great Yarmouth Enterprise Zone has the potential to create 5,000 new jobs by 2025, and there are plans for 2,000 new homes and 20-30 hectares of employment development



### Attracting business and industry investment by...

- Reducing congestion
- Making journey times quicker and more reliable
- Improving transport links between the port and the Enterprise Zone, trunk roads and the rail networks
- Supporting regeneration in the town, and the visitor and retail economy as a result
- Making shopping and tourism areas more accessible



### Enhancing quality of life by...

- Creating more skilled jobs
- Helping to build hundreds of new homes by 2030
- Creating a more direct route between employment and residential areas
- Reducing road casualties
- Improving resilience and response times for the emergency services
- Improving walking and cycling links
- Reducing traffic emissions



### Evidence of strong support for the bridge

**80% strongly agreed** or agreed that congestion would be greatly reduced by a new river crossing.  
Feedback gathered from local people, via public consultation

**79% agreed** that the Third River Crossing would make their journey times shorter

The crossing links the A47 at Harfreys Roundabout with South Denes Road.



**I am convinced that the third river crossing needs to be built to help us realise Great Yarmouth's and Norfolk's potential**

**Cliff Jordan**  
Leader of  
Norfolk County Council

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## Progress to date

Norfolk County Council and partners are investing in the development of the new crossing to help bring forward this important piece of infrastructure.

### Progress to date

#### 2003 to 2009

- Initial scheme assessment work
- Different options reviewed and assessed including different alignments and a tunnel option
- Public consultation on Great Yarmouth and Gorleston Area Transportation Strategy
- Preferred route decision confirmed alignment

#### 2009 to 2015

- Purchase of properties to safeguard land

#### 2015 to 2016

- Secured funding from the New Anglia Local Enterprise Partnership
- Secured funding from the Department for Transport (DfT) Local Majors Fund to prepare an outline business case

#### 2016 to 2017

- Assessment of options
- Public consultation
- Development and submission of the outline business case



# Benefits

## Benefits of the scheme include:

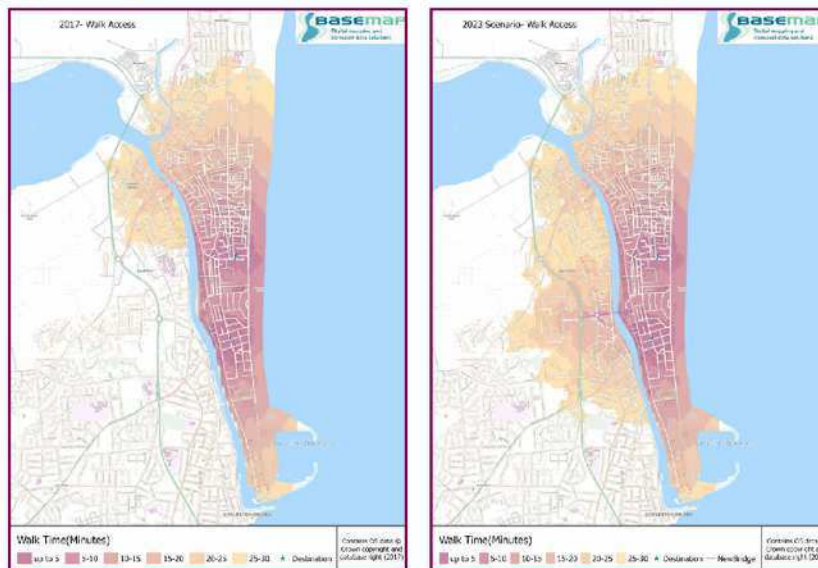
- Providing traffic relief to Breydon Bridge and Haven Bridge
- Reducing congestion and delay in the town centre
- Improving journey time reliability
- Improving access to the Great Yarmouth peninsula
- Improving traffic safety
- Enhancing access for walking, cycling and public transport
- Improving the resilience of the local road network.

We have used computer software to assess the potential impacts of the new crossing on traffic.

The results forecast that in the evening peak period of the opening year (2023) there would be:

- 55% fewer vehicles on Haven Bridge
- 46% fewer vehicles on Pasteur Road
- 23% fewer vehicles on the A47 between Harfreys and Gapton
- 39% fewer vehicles on South Quay.

The new bridge also provides a significant benefit for pedestrians and cyclists by increasing access to and from the peninsula.



## Proposed bridge

The new bridge needs to open and allow the passage of boats and large vessels along the river. Having considered the various options we think the best solution is to provide a bascule bridge with a clearance of 4.5m over the water at high tide.



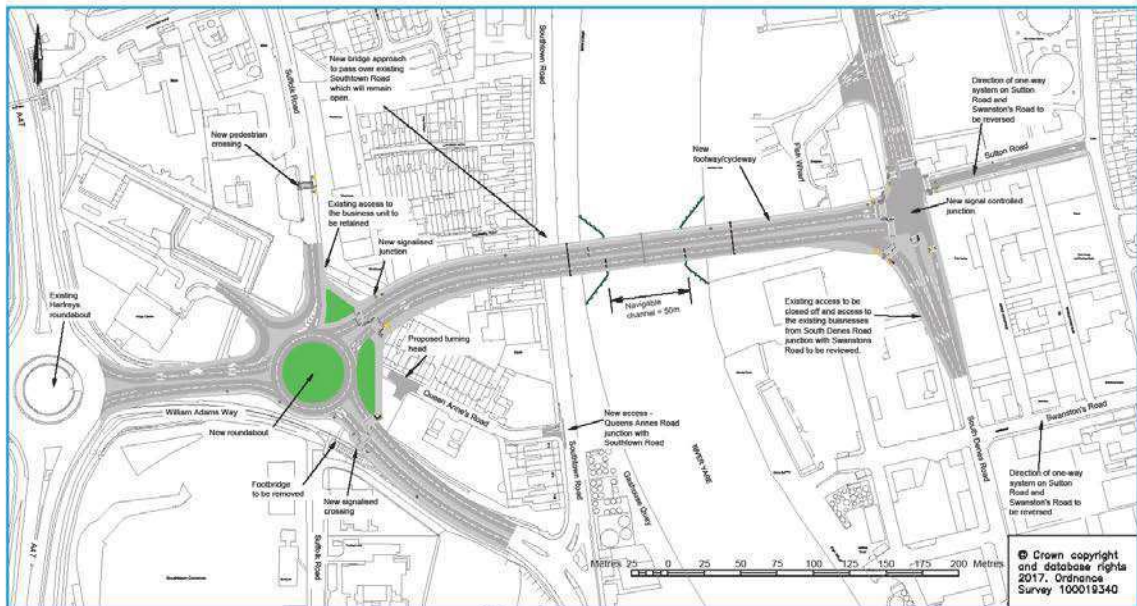
### Key Facts

Estimated number of openings on a typical day (in 2023)	15 (based upon our assessment of predicted river traffic).
Combined length of time the bridge is closed to traffic on a typical day	75 minutes (approx average of 5 minutes per opening).
Total time each day the bridge is open to traffic/pedestrians/cyclists	22 hours 45 minutes.
Facilities for pedestrians and cycle users	Max gradient of 5% (1 in 20) in accordance with design standards.
Cost (excluding historic costs)	Approximately £121m.
Scheme footprint	The Suffolk Road roundabout and traffic signal junction on South Denes Road will be built at existing ground levels.
Frontage	Scheme junctions will be at existing ground levels, minimising the impact on frontages of any adjacent buildings.
Marine operations	The bridge will need to be opened for most vessels.

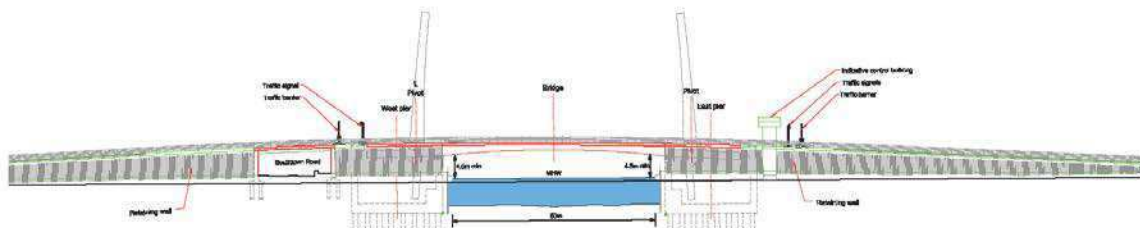


## 4.5m Bascule bridge

The plan below shows the footprint of a 4.5m bascule bridge.



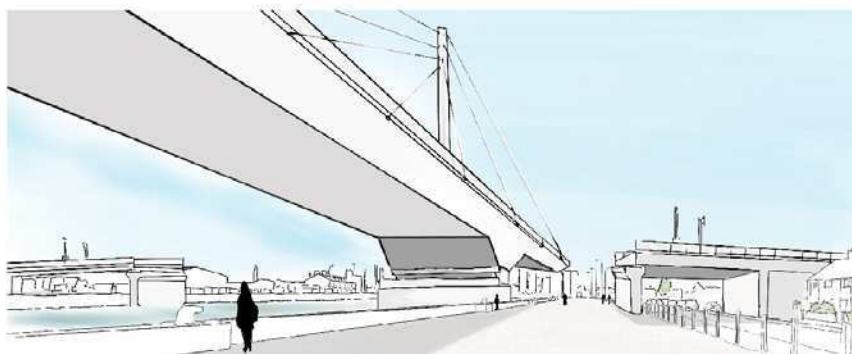
The drawing below shows the side profile of a 4.5m bascule bridge.





## Types of bridge

An alternative type of bridge that could be built is a cable stayed swing bridge.



The table below gives the advantages and disadvantages of our proposed bascule bridge compared to an alternative of a swing bridge.

Frequency of opening	Assuming the same height, the frequency of opening would be similar for both a bascule bridge and a swing bridge. However, swing bridges can take slightly longer to open/close.
Clearance under the bridge	A swing bridge can be supported by cable stays, which allows a thinner bridge deck to be provided. As a result this would provide additional clearances for river vessels.
Construction and maintenance	Construction of a bascule bridge can be more difficult because the counter weight section extends below water level. Maintenance of a swing bridge is likely to be easier as the bridge is easier to access.
Protection against river vessels	A bascule bridge would require less protection against strikes by river vessels than a swing bridge.
Cost	A bascule bridge may be up to 10% less expensive than a swing bridge.
Area of river frontage	A bascule bridge requires less area of river bank than a swing bridge, because a swing bridge needs an area of river bank to accommodate the bridge deck when in the open position.
Appearance	A bascule bridge would be consistent with the existing Haven Bridge. Cabled stayed structures, such as a swing bridge, can be much more imposing on nearby properties for which we are trying to minimise the impact of the bridge.

# Highways and public realm

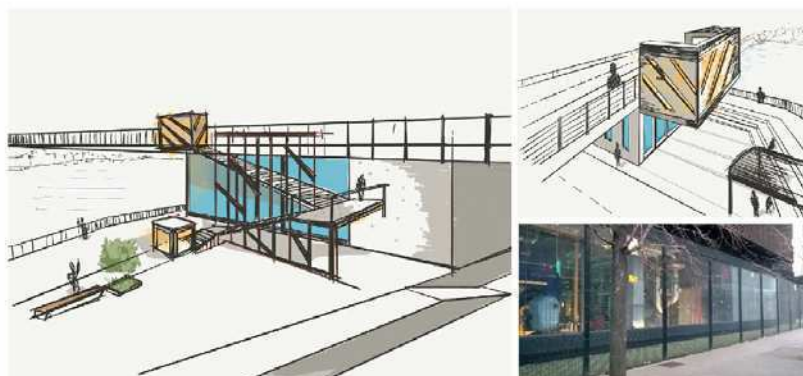
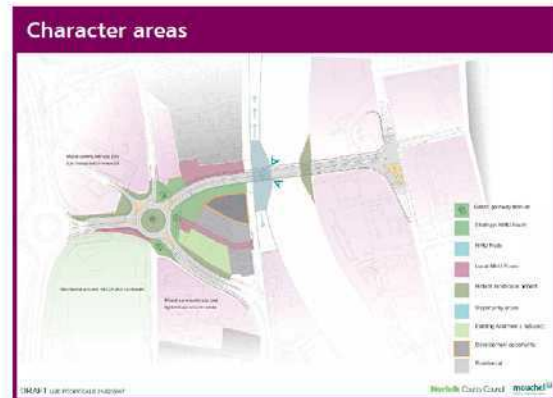
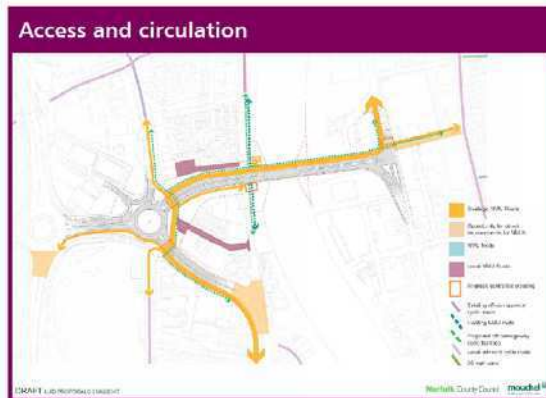
The new bridge will be designed to integrate with the existing townscape and road network to enhance access for everyone.

We are proposing to construct a new roundabout on the west side of the river at Suffolk Road with a new

traffic signal junction constructed on the east side at South Denes Road.

Improved and new facilities for walking, cycling (shown as non motorised users (NMTU) below) and public transport will be included as part of our plans.

Some of our ideas developed so far are shown below.



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## Next Steps

Norfolk County Council and partners have an ambitious programme to ensure the new bridge is open as soon as possible. The next steps for the project are:

### 2017 to 2019

- Further design
- Environmental assessment
- Stage 3 statutory pre-application consultation
- Preparation and submission of planning application / statutory orders

### 2019 to 2020

- Planning / statutory orders approval

### 2020 to 2023

- Further development and final funding approvals
- Construction
- Open to traffic in 2023...



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## Other schemes in Great Yarmouth

The Third River Crossing forms part of a much bigger package of measures to improve transport in Great Yarmouth.

Highways England are proposing a number of improvements for the A47 as outlined below with construction planned to start by 2020/21.

### (1) Vauxhall Roundabout

The roundabout will be enlarged and have traffic signals to reduce queuing and delay. This scheme includes a change to the railway station junction to allow right turns out and it is hoped it will be implemented in 2018 by Norfolk County Council.

### (2) Gapton Hall Roundabout

Modifications are proposed to the traffic signals to reduce queuing and delays.

Great Yarmouth Borough Council adopted a Town Centre Masterplan in May 2017. This focuses on the public realm and provides a clear vision to transform the central area of the town to make it more attractive for residents, visitors and investors.

This vision is supported by transport investment from the New Anglia Local Enterprise Partnership (NALEP). This includes a range of measures to help reduce congestion and encourage sustainable transport.

### (3) Fullers Hill Roundabout

The roundabout will be altered to reduce queuing and delays particularly on the Lawn Avenue approach with construction starting in autumn 2017.

### (4) Rail Station to Market Place

The pedestrian route to the market place from the railway station via The Conge, including the pedestrian crossing on North Quay, will be improved with construction starting in autumn 2017.

### (5) Trafalgar Road

A new cycle path along Trafalgar Road linking St George's Park to the sea front will be implemented in 2017/18.

### (6) Southtown Road

Bus stop and cycle improvements along Southtown Road will be implemented in 2017/18.

Other transport improvements are being developed over the next two years. Please contact us at [gy3rc@norfolk.gov.uk](mailto:gy3rc@norfolk.gov.uk) for further information on this work.





# Have your say

This consultation is your opportunity to express your views on this important project for Great Yarmouth.

This consultation will run from **Monday 4th September 2017** until **Friday 6th October 2017** and you can provide your views by:

- **Completing the printed feedback questionnaire – you can leave this at the exhibition or post it to:**

**Great Yarmouth  
Third River Crossing  
Major Projects Team,  
Norfolk County Council,  
County Hall, Floor 2,  
Martineau Lane,  
Norwich, NR1 2DH.**

- **Completing the online questionnaire available at [www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc)**
- **Emailing the project team at [gy3rc@norfolk.gov.uk](mailto:gy3rc@norfolk.gov.uk)**

Following the consultation we will carefully review and consider all responses received and use them to help develop the scheme.

There will be a further opportunity to comment on the scheme proposal before we make an application for planning consent.

**To contact us or find out more:**

- **visiting our website at [www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc)**
- **emailing [gy3rc@norfolk.gov.uk](mailto:gy3rc@norfolk.gov.uk)**



[www.norfolk.gov.uk/3rc](http://www.norfolk.gov.uk/3rc)

 **Norfolk** County Council



# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Norfolk Infrastructure Delivery Plan</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe, Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> The Norfolk Infrastructure Delivery Plan (NIDP) sets out the known high level strategic infrastructure needs for the next 10 years, bringing together information on the key projects which will enable the delivery of growth.	

## Executive summary

The NIDP provides information on the key strategic infrastructure projects needed to support economic development in Norfolk. It is a clear picture of the Norfolk wide infrastructure priorities and our ask to government and its agencies.

It will be a live document, with regular reviews and updates, as information becomes available and projects are progressed through conception to delivery. The NIDP will help the County Council and its partners to co-ordinate implementation, prioritise activity and respond to any funding opportunities.

The inventory of projects has been compiled in collaboration with our stakeholders. It aligns with 'Caring for your County' priorities, the ambitions of the Norfolk and Suffolk Economic Strategy (co-ordinated by the New Anglia Local Enterprise Partnership (NALEP)), and District Council Local Plans.

The NIDP is focussed on strategic transport, utility, broadband, and connectivity and sustainability projects. There are many other infrastructure schemes and projects important across the county and the NIDP sits alongside Children's Services Local Growth and Investment Plan and the Norfolk Public Health Strategy.

Each project has a progress status that helps create a pipeline of projects and allows for informed discussions, enabling Norfolk County Council working alongside partners to co-ordinate implementation, prioritise activity and respond to any funding opportunities.

### Recommendation:

**It is recommended that this Committee endorse the Norfolk Infrastructure Delivery Plan and support the strategic approach to infrastructure planning.**

## 1. Proposal

- 1.1. The NIDP can be found at: <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies> it sets out the Norfolk wide high level strategic infrastructure priorities for the next 10 years and has an accompanying online map <http://arcg.is/2u75ooY> presenting all the projects in the NIDP in one place. This list of projects has been compiled in collaboration with stakeholders including internal county council departments, district councils, utility companies and government agencies. The list of projects in the NIDP has been reviewed and agreed by the appropriate

officer groups: Norfolk Operational Growth Group and Norfolk Strategic Growth Group (consisting of Chief Executives from all the District Councils). It has also been endorsed by Norfolk Leaders, recognising that the IDP is a living document that will be updated as strategic projects come forward. The following projects are included in the IDP:

#### Road projects

- North East Norwich Link Road
- A47 and A12 junction enhancement
- A140 Hempnall Roundabout
- Great Yarmouth Third River Crossing
- A47/A11 Thickthorn Junction
- A10 West Winch Relief Road
- Attleborough Link Road
- A11 Thetford Bypass Junctions
- A47 Wisbech Bypass Junctions
- A47 North Tuddenham to Easton
- A140 Long Stratton Bypass
- A47 Blofield to North Burlingham dualling
- Norwich Western Link
- A47 Tilney to East Winch dualling
- A47 Acle Straight dualling
- A47 Hardwick Junction King's Lynn

#### Rail projects

- Norwich to London Rail (Norwich in 90)
- Great Yarmouth Rail Station
- Ely Area Enhancements
- Broadland Business Park Rail Station
- East West Rail (Cambridge to Oxford)

#### Utility projects

- Snetterton Energy Supply
- Thetford Energy Supply
- Thetford Water Supply
- Thetford Sewage Scheme
- North and Northeast Norwich Substations
- Earlham Substation
- Easton, Hethersett and Cringleford Sewage Upgrade
- Northeast Norwich Trunk Sewer
- Heigham Waterworks
- Wymondham Water Supply Connections
- King's Lynn Sewage Improvements
- Increased Surface Water Capacity North Lynn

#### Flood and coastal erosion projects

- Great Yarmouth Flood Defences
- Bacton Walcott Sandscaping Scheme

#### Green infrastructure projects

- East Norwich Gateway – green infrastructure
- The Green Loop

- 1.2. The projects in the NIDP are focussed on transport, utilities and sustainability and align with the County Council's priority for improved infrastructure, the ambitions of the recently published Norfolk and Suffolk Economic Strategy (NSES), District Council Local Plans, the County Council's "caring for your county" priorities focussing on caring for your roads and environment. It also sits alongside Children's Services Local Growth and Investment Plan and the Norfolk Public Health Strategy 2016-2020.

There are many other smaller infrastructure schemes and projects important across the county. Not every project has been included in the NIDP. The IDP includes the most strategic projects on which the county council alongside partners are actively working to progress and which have a recognised route towards delivery.
- 1.3. Some projects are further forward than others so they have robust investment requirements and implementation timelines; others are in the early stages of design and are less well known. In some cases the funding sources are clear, for example where Section 106 (S106) or Community Infrastructure Levy (CIL) collected from developers will provide a significant contribution. Additional details on costs and sources of funding, such as contributions from utility companies like Anglian Water will be added as projects are firmed up.
- 1.4. The 2017 NIDP is focussed on delivery and has given each project a progress status. This helps the County Council and partners to see a pipeline of projects based on estimated start dates and if their current status means they will be delivered as planned. This allows for informed discussions and will enable collaborative work to co-ordinate implementation, prioritise activity and respond to any funding opportunities.
- 1.5. The NIDP is a working document that will be reviewed on a regular basis as information becomes available and projects progress through to delivery.

## **2. Financial Implications**

- 2.1. There are no direct financial implications of the NIDP. The NIDP will help Norfolk County Council and partners to co-ordinate implementation, prioritise activity and respond to any funding opportunities. While individual project may require additional funding each has its own budget, staff support and reporting arrangements.

## **3. Issues, risks and innovation**

- 3.1. There are no other significant issues and risks that arise from this decision however not having a coordinated approach risks missing out on funding opportunities to the detriment of the economic development of Norfolk. This infrastructure delivery plan and accompanying online map is an innovative approach to presenting project information.

## **4. Background**

- 4.1. The County Council adopted its Economic Growth Strategy entitled 'Delivering Economic Growth in Norfolk' in April 2012. The first Norfolk Infrastructure Plan (NIP) was produced to fulfil the first objective of providing support for growth and removing infrastructure constraints. The NIP was designed to be a management tool with the aim of ensuring delivery of key interventions over the plan periods of the Local Planning Authorities.
- 4.2. Since 2012 a refresh of the NIP has been carried out annually, taking account of developments in understanding, new project information and the review of local authority plans meaning longer term projects and priorities could change

accordingly.

- 4.3. The NIP has now been expanded into the NIDP with a stronger focus on delivery.

### **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

**Officer name :** Laura Waters

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**Email address :** [laura.waters@norfolk.gov.uk](mailto:laura.waters@norfolk.gov.uk)



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# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Greater Norwich Development Partnership (GNDP) Board – Local Plan progress</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> Working in partnership across Greater Norwich will help to deliver infrastructure to enable growth, housing and job creation.	

## Executive summary

A meeting of the GNDP Board is due to take place on 20 November 2017. The Board will consider a document for public consultation on policy issues and options for the Greater Norwich Local Plan (known as a Regulation 18 consultation). With the consultation due to start in early January 2018 there will be no opportunity for EDT to endorse the Board's recommendation in advance of the consultation. Consequently, the decision on the GNDP Board's recommendation will need to be taken under delegated powers. This report provides an opportunity for Members to consider the proposed consultation document.

The issues and options consultation comes at an early stage in plan preparation and seeks views on general issues as well as on 'reasonable' options. Only where there is very clear evidence are favoured options or unreasonable options identified. The proposed document includes questions relating to a wide range of issues including: the distribution of growth; housing needs; economic development; specific locations; transport and other infrastructure.

## Recommendations

### Members agree to:

- **Note progress on the production of the Greater Norwich Local Plan; and**
- **Support, in principle, consultation on issues and options, with the final decision on the 20 November GNDP Board's recommendation taken under delegated powers.**

## 1. Proposal

- 1.1. The Greater Norwich Development Partnership (GNDP) Board oversees the production of the Greater Norwich Local Plan (GNLP) and makes recommendations for consideration by each of the partners. A meeting of the GNDP Board is due to take place on 20 November 2017. The Board will consider whether to recommend a document for public consultation on issues and options for the Local Plan (known as a Regulation 18 consultation). The consultation is programmed to run from early January to 22 March 2018. Any significant slippage in the decision to consult would result a reduction in the consultation period or a



delay in the plan programme because of the need to avoid the election period (at least one of the partners has an election each year). In order to keep to the timetable, it is necessary for EDT Committee to consider this issue in advance of the GNDP Board's recommendation. Consequently, the consideration of the Board's recommendation will be taken as an urgent decision under paragraph 7.1 of the NCC Constitution by the Director in consultation with the Chair and Vice-Chair. Cllrs Wilby and Clancy are both members of the GNDP Board along with Cllr East.

- 1.2. The three district councils remain the local planning authorities with the responsibility to adopt the final plan. However, as a full partner in the GNDP, the County Council, through the EDT Committee, endorses each stage. Service departments will be engaged in the development of the draft plan. The proposed consultation is seeking public and other stakeholder views on issues and options.
- 1.3. The draft Reg 18 consultation document. can be found under the papers for the 20 November 2017 GNDP Board <http://www.greaternorwichgrowth.org.uk/planning/greater-norwich-local-plan/>  
It covers a wide range of issues and some of the key issues for the County Council are outlined below.
- 1.4. September EDT considered a report covering GNLP progress, including a discussion of housing numbers. Since then the approach to calculating how many homes the Local Plan will need to allocate has moved on. The proposed approach now uses the Government's recently released draft methodology for calculating housing need; rebases the plan period to 2017; and revisits the approach to the contingency or delivery buffer. The latter includes additional allocations and likely windfall development to help ensure the identified need is met. The combined result of these changes suggests that the GNLP will need to ensure sites are provided for 42,900 homes of which 35,700 are already allocated or permitted. Therefore, additional sites will need to be identified for 7,200 homes. The overall level of provision will be sufficient to support the enhanced job growth targets of the City Deal.
- 1.5. Six options for a growth strategy are included. The growth strategy will help locate the sites for the additional 7,200 homes. The options are broad and strategic, outlining how much growth could be allocated to general locations and categories of settlement rather than to any specific place. All the options propose a common approach to locating the sites for 3,900 of the dwellings that both maximises the opportunity for brownfield growth in the urban area and ensures that there are opportunities in more rural locations. Each of the options takes an alternative approach for the remaining 3,300 homes. These options include: urban concentration; supporting the Cambridge Norwich tech corridor; a focus on transport corridors; and various levels of rural dispersal with and without a new settlement.
- 1.6. The document recognises the importance of infrastructure and asks questions to help establish needs. The section on transport outlines the need to include a policy on supporting strategic improvements which "will need to recognise that the County Council has identified the Norwich Western Link as one of its infrastructure priorities. As it develops, the GNLP will reflect progress towards delivery of the scheme".
- 1.7. At this stage we are developing options for consultation rather than determining a preferred way forward. As the plan develops we will need to ensure that the GNLP reflects County Council policies and priorities. For example, the County Council's health and transport agendas would require any new estate scale housing allocations to be located to promote active travel and provide for safe routes to schools.

- 1.8. The GNLP will also include site allocations. Consequently, there will be a parallel consultation on the sites that have been put forward by landowners and developers for consideration. At this stage, high level analysis has been undertaken to help inform the consultation. It is important that all the sites proposed are consulted on. Sites will only be included in the plan at the next stage of plan making and having been subject to more rigorous assessment.

## **2. Financial Implications**

- 2.1. There are no direct financial implications of this consultation. Staff support is managed through existing resources.

## **3. Issues, risks and innovation**

- 3.1. There are no other significant issues that arise from this decision. This kind of partnership remains innovative.

## **4. Background**

- 4.1. The County Council has been working successfully in partnership across the Greater Norwich area for a number of years through the Greater Norwich Development Partnership and through the Greater Norwich Growth Board. Working in partnership has helped bring significant investment for infrastructure to the area.
- 4.2. The Greater Norwich Development Partnership (GNDP) Board oversees the production of the Greater Norwich Local Plan (GNLP) for Broadland, Norwich and South Norfolk. The Board is not a decision making body and its recommendations are considered by each of the partners. While the plan making responsibility remains with the district councils, in the spirit of partnership, the County Council endorse the recommendations of the Board as appropriate. This helps us discharge our responsibilities under the “duty to co-operate” and demonstrates unity of purpose, supporting the delivery of economic growth and infrastructure in the Greater Norwich area.

## **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Norwich Depot Hub – Project Initiation</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> A potential co-location of three service areas providing benefits through shared land negotiations, construction and shared facilities, with the additional potential for further services to be included in the development subject to land negotiations and any planning restrictions/approvals.	

## Executive summary

There is an opportunity to develop a joint depot hub for:

- The County Council's Highways service.
- Broadland District Council's waste collection services.
- A Household Waste Recycling Centre.

Business cases have been prepared for the individual projects and a preferred option identified that meets the needs of three service areas in one location.

A contingency option has been identified that allows co-location of a new Highways service depot and Household Waste Recycling Centre if land agreements cannot be reached.

A Norwich Depot Hub bid has been prepared for submission as part of Norfolk's One Public Estate programme, which provides revenue funding to deliver ambitious property-focused projects with public sector partners.

This report outlines progress to date on the scheme and seeks approval to continue work on the project under the guidance of an officer project board.

### Recommendations:

- 1. Members note progress on the scheme to date and agree that the scheme can be taken forward, subject to development of a full business case.**
- 2. Members approve the establishment of a project board to oversee the delivery of the scheme.**
- 3. Members agree that the board can oversee the delivery of a communications and consultation plan.**

## 1. Proposal

- 1.1.** A new household waste recycling centre for Norwich is needed by 2021 as the contract expires at Mile Cross Recycling Centre. This necessity has brought forward the potential to integrate a number of depot related properties around the Norwich area covering a range of services including highway maintenance, fleet, vehicle storage, park and ride and strategic salt store. A new household

waste recycling centre will still be required notwithstanding the delivery of a new joint depot.

- 1.2. In the search for potential suitable sites a preferred site close to Norwich Airport has been identified for the co-location of depots, which could bring wider benefits to partners and the public.
- 1.3. The proposal seeks to co-locate the County Council's Highways service and Broadland District Council's refuse, recycling and street cleansing services alongside a Household Waste Recycling Centre in a joint depot hub. Additionally, phase 2 of the scheme allows for development of a new park and ride site.
- 1.4. A preferred site has been identified off the Norwich Northern Distributor Road on land at Norwich Airport and discussions are ongoing with Norwich Airport and officers at both Norwich City Council and Broadland District Council.
- 1.5. Approval is sought from this committee to take the scheme forward and establish an officer project board to provide governance. The board will oversee the feasibility work, land acquisition, design, planning, delivery and a communications and consultation scheme. Should the project go forward, decisions on land acquisition will be referred to the Business and Property Committee.
- 1.6. An outline communications and consultation plan has been developed to support the project including a public consultation around the development of a new Household Waste Recycling Centre. It is proposed the project board would oversee delivery of the plan.

## **2. Evidence**

### **2.1. Feasibility Study**

Consultants WSP were commissioned to carry out a feasibility study to assess the viability and potential of the proposed location. This included reviewing environmental constraints, risks and traffic modelling.

The study identified no major issues for the scheme based on the initial desktop review. The preliminary traffic analysis shows that the development of the site will not significantly impact the surrounding road network. The site is at low risk of flooding and the Environmental Risk Assessment highlighted that the project poses low environmental risk for air quality, landscape, biodiversity and geology. There are some areas that require further study including ecology, drainage and the potential for existing ground contamination. A detailed assessment of costs will be required to feed into a business case for the proposal.

Following completion of a business case the next steps will include public consultation, land negotiation and commencement of the initial design work.

### **2.2. One Public Estate**

A 'Norwich Depot Hub' bid has been prepared for submission as part of Norfolk's One Public Estate programme. The project's main focus is co-location of:

- The County Council's Highways service.
- Broadland District Council's waste collection services.
- A Household Waste Recycling Centre.

The One Public Estate will provide the opportunity to explore additional

development such as a new park and ride, school, fire station and laboratory as part of a wider scheme.

The proposal includes assessing the potential to utilise renewable and low carbon energy sources and investigating the opportunities to include renewable energy schemes such as a solar array and battery storage.

The One Public Estate funding would allow partners to jointly procure a consultant to carry out a master plan of the site(s) looking at the feasibility of addressing all the service requirements.

Should the funding bid be unsuccessful or significantly delayed the partners will need to contribute revenue funding towards feasibility and design work with a strong focus on delivering the joint depot hub and Household Waste Recycling Centre.

### **2.3. Project Initiation and Governance**

The project covers a number of partners, internally and externally. It is proposed that the project sponsor is the 'Assistant Director Planning and Economy' and that the project team should include officers from the County Council's Corporate Property, Finance, Waste and Highways services plus representatives from Norwich City Council and Broadland District Council.

The project sponsor will report to this Committee and Business and Property Committee as required and partners at Broadland District Council will report to their relevant committee.

If the One Public Estate funding bid is successful the project sponsor would be required to provide regular reports to the One Public Estate Norfolk Programme Manager for submission to the Cabinet Office.

### **2.4. Communications and Consultation**

An outline communications and consultation plan has been prepared for the project. The plan has a strong focus on consultation around the proposed Household Waste Recycling Centre. It will allow for several stages of consultation at relevant points of the scheme including consultation on the proposed design and further consultation as part of the planning process.

Subject to approval, the first stage of consultation is expected in early 2018 to understand the impact of the outline proposals for the household waste recycling centre on residents. Outcomes from this will feed into the design process later in 2018.

It is proposed that the project board oversee the development and delivery of a communications and consultation plan for the Norwich Depot Hub.

## **3. Financial Implications**

- 3.1. Further work is required to refine the overall business case, including a detailed cost assessment, which will be overseen by the project board. Once undertaken, further detail from the business case will be reported back to this Committee. A bid for capital funding will need to be made for the joint depot subject to the outcome of the business case.
- 3.2. £2.75m capital funding has been allocated for a Household Waste Recycling Centre for the 2018-19 capital programme.



- 3.3. A joint highways and Broadland DC depot would look to deliver revenue savings across the two authorities.
- 3.4. An operating model for a joint depot with Broadland District Council will need to be agreed by the project team.

#### **4. Issues, risks and innovation**

- 4.1. This partnership project has the potential to bring operational and financial benefits to the County Council and Broadland District Council. There are a number of key risks identified including:
- Agreement on land value and securing the land for development.
  - Potential for ground contamination and unexploded ordnances on the site requiring remedial work.
  - Failure of partners to agree costs for development or required remediation.
  - Failure to secure capital funding.
  - Failure to secure planning approval for the whole scheme and an Environmental permit for the Household Waste Recycling Centre.
  - Potential for negative perception of proposed activities.
  - Potential restrictions on land use including planning restrictions, existing covenants and a height restriction associated with radar.
  - Risk of reputational damage to authorities through failure to provide appropriate depot facilities.
- 4.2. Failure to secure funding through the One Public Estate programme for feasibility and master planning work means partners will need to agree an alternative funding strategy.

#### **5. Background**

##### **5.1. Preferred Site**

Following a search for a suitable site in the Greater Norwich area for a replacement household waste recycling centre, the preferred site was identified as a potentially suitable location. It is situated on land at Norwich Airport accessed via the Norwich Northern Distributor Road. The site is owned by Legislator 1657 Ltd., which is jointly owned by Norfolk County Council and Norwich City Council. Currently the site forms part of Norwich Airport's land and discussions are ongoing regarding the potential to occupy an area for land side activity for the depot hub.

The size and location of the site provide an opportunity to consider a wider scheme including the joint depot hub. The site is well located to the major road network making it a suitable location as a base for highway maintenance vehicles, waste collection vehicles and for public access to the household waste recycling centre. The site would be designed with the capacity to deal with future housing growth and is well located to serve the proposed growth to the north east of Norwich.

##### **5.2. Highways Depot**

Norfolk County Council operate a highways maintenance depot at Aylsham. The depot is close to a residential area and relocation of the depot could free the current site for housing development. Additionally, there may be a requirement

to replace the existing salt store at the end of the current salt PFI contract in 2020. Relocation would allow for the development of a modern depot with space for office and welfare facilities, vehicle and material storage, wash down, refuelling area and a strategic salt store for the county.

**5.3. Broadland District Waste Depot**

Broadland District Council operates its refuse and recycling and street maintenance services from Brookside Depot at Frettenham, used for vehicle fleet storage, maintenance, wash down, bin storage and office space.

The current depot, owned by Broadland District Council, needs investment to bring it up to the required standard for use in a new contract meaning there is an opportunity to relocate the depot to a new site and free the current site up for alternative use.

**5.4. Household Waste Recycling Centre**

A household waste recycling centre is required to serve the Norwich area from September 2021 when the contract for the existing site at Swanton Road, Norwich ends. Failure to provide an alternative site will put surrounding sites at risk of onsite capacity issues, queuing, breach of planning conditions and potential breach of permit and is likely to have a reputational impact on the County Council.

A search for a suitable replacement site has been underway since early 2015 considering sites in the Greater Norwich area. Members of the County Council's Environment, Development and Transport Committee have recognised the future requirement for a new site and a £2.75m capital funding allocation was approved by Policy and Resources Committee in February 2017. Provision of a new household waste recycling centre will be required irrespective of the potential delivery of a new depot hub.

**5.5. Park and Ride**

The north of Norwich is served by two park and ride sites at Norwich Airport and Sprowston. The existing Airport Park and Ride is operating at capacity and Sprowston Park and Ride has been earmarked as a preferred site for a new school. It is anticipated development of the Norwich Northern Distributor Road may put these park and rides under additional pressure due to expected associated housing growth. There is potential to relocate both sites to one, new and larger site with potential for additional spaces to be provided at Postwick. Relocating the park and ride to the junction by the NDR will allow it to intercept traffic from Cromer Road, the NDR and Fakenham Road and this has been included in the Norwich Area Transport Strategy (NATS). Reducing the park and ride network from 6 to 5 sites brings scope to renegotiate existing contract arrangements as well as the release of 2 sites owned by Norfolk County Council for disposal or alternative use. Development of a new park and ride site should look to include smart energy, for example a solar array and battery storage. This will be considered as phase 2 of the project.

**5.6. Background Papers:**

- [EDT Committee September 2015 – Recycling Centre Service Review](#)
- [P&R Committee February 2017 – Capital Strategy and Programme 2017-20](#)

## **Officer Contact**

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Finance monitoring</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> <p>This report provides the Committee with information on the budget position for services reporting to Environment, Development and Transport Committee for 2017-18. It provides information on the revenue budget including any forecast over or underspends and any identified budget risks. It also provides an update on the forecast use of reserves and details of the capital programme.</p>	

## Executive summary

The services reporting to this Committee are delivered by Community and Environmental Services.

The 2017-18 net revenue budget for this committee is £98.362m and this report reflects the risks and forecast outturn position as at period 6, September 2017-18.

The total capital programme, relating to this committee is £122.832m with £110.795 currently profiled for delivery within 2017-18. Details of the capital programme are shown in section 3 of this report.

The balance of Environment, Development and Transport reserves as of 1 April 2017 was £26.846m, and the forecast balance at 31 March 2018 is £23.711m.

### Recommendations:

**Members are recommended to note:**

- a) **The forecast out-turn position for the Environment, Development and Transport Committee.**
- b) **The capital programme for this Committee.**
- c) **The current planned use of the reserves and the forecast balance of reserves as at the end of March 2018.**

## 1. Proposal

1.1. Members have a key role in overseeing the financial position for the services under the direction of this committee, including reviewing the revenue and capital position and reserves held by the service. Although budgets are set and monitored on an annual basis it is important that the ongoing position is understood and the previous year's position, current and future plans and performance are considered.

1.2. This report reflects the budgets and forecast out-turn position as at the end of Period 6, September 2017.

## 2. Evidence

### Revenue budget 2017-18

2.1. The services reporting to this Committee are delivered by the Community and Environmental Services.

2.2. This report reflects the forecast outturn position for the Services that are relevant to this committee, which are:

- Business support and Development (support of CES department)
- Culture and Heritage – Countryside Management
- Highways
- Planning and Economy

2.3. The 2017-18 net revenue budget for this committee is £98.362m, we are currently forecasting a balanced budget.

**Table 1: Environment, Development and Transport Net revenue Budget Forecast Out-turn 2017-18**

	2017-18 Budget £m	Forecast Out-turn £m	Forecast Variance £m
Business Support and Development	1.577	1.577	0.000
Culture and Heritage – Countryside management	1.120	1.120	0.000
<b>Highways</b>			
Flood and Water management	0.435	0.435	0.000
Highways Operations	14.669	14.669	0.000
ITS management	0.235	0.235	0.000
Major Projects	0.357	0.357	0.000
Networks	0.869	0.869	0.000
Highways Depreciation	23.538	23.538	0.000
<b>Total Highways</b>	<b>40.103</b>	<b>40.103</b>	<b>0.000</b>
<b>Planning and Economy</b>			



Residual Waste	23.314	23.314	0.000
Waste and Energy	17.021	17.021	0.000
Infrastructure and economic Growth	0.564	0.564	0.000
Travel and Transport Services	14.253	14.253	0.000
Planning Services	0.410	0.410	0.000
Total for Committee	98.362	98.362	0.000

2.4. We are currently forecasting a balanced revenue budget, however there are a number of budget risks that are being monitored by services:

<b>Planning and Economy</b>	There is a risk that the amount of waste increases. Each
– Residual Waste	tonne of residual waste above projected tonnages would lead to additional costs of around £110 per tonne, meaning a 1% increase in tonnages would be a pressure of over £230,000. Such as an increase could be caused by any combination of factors such as increases in household numbers, change in legislation, economic growth, weather patterns, a collapse in the recycling markets or an unexpected change in unit costs, much of which are out of the control of the County Council. The combined impacts of these effects will continue to be monitored extremely closely and will be reported to the committee.

### **2018-19 to 2021-22 Budget planning update**

This Committee discussed and recommended budget saving proposals for 2018-22 in October. Policy and Resources Committee then considered the latest budget planning position for 2018-19 at its meeting on 30 October. This included the summary of all proposed savings from Service Committees, and a revised forecast of the remaining budget gap for 2018-19, which is now £7.806m. Over the four year planning period, a gap of £63.351m remains to be closed. Officers continue to work following Policy and Resources Committee to develop the 2018-19 Budget and close the gap for next year, this will include consideration of the implications of the Autumn Budget (due 22 November) and the Local Government Finance Settlement. Service Committees are not being asked to identify further savings, however in view of the remaining gap position for 2018-19, any change to planned savings or removal of proposals will require alternative savings to be identified.

Consultation has begun on £3.580m of savings for 2018-19, and the level of council tax for the year. Committees will receive feedback on the outcomes of the consultation in January to inform their budget setting decisions. In addition, Committees will need to consider the financial risks for their services that could affect the 2018-19 budget plans, and any changes in the overall planning context for the Council.

### 3. Capital Programme

3.1. The overall capital programme for the services reported to this Committee is £143.010m, increased from £122.832m. With £130.973m currently profiled to be delivered in 2017-18. The increase in the programme this month is a result of externally funded highways projects which are expected to take place in 2017-18, including the use of S278 monies, Growth Deal/LEP funding, DfT Challenge funding and the National Productivity Fund. These projects cover a large number of highways schemes including schemes linked to housing developments, cycling infrastructure, and numerous district based schemes.

3.2.

	2017-18 programme	2018-19 programme	2019-20 programme	Total
	£m	£m	£m	£m
Highways	122.659	8.083	1.204	131.946
Waste management	1.001	2.750		3.751
Other programmes	7.312			7.312
	<b>130.973</b>	<b>10.833</b>	<b>1.204</b>	<b>143.010</b>

3.3. The Highways programme includes the budget for the NDR and the Highways general programme. The general Highways programme is currently anticipated to be fully delivered.

3.4. The waste management programme is for the completion of drainage improvements at a number of Household Waste Recycling Centres (HWRC) and the reprovision of Norwich HWRC.

3.5. **Caring for your Roads** – as part of the Conservative manifesto there was a commitment to invest an extra £20 million in Norfolk's roads. We would propose to target this funding for delivery of market town schemes, footways and crossings improvements, Junction improvements, contribution to major schemes, parish partnership, local Member budgets and PROW. Further details of the specific allocations and anticipated profile will be reported to members at the January Committee as part of the Highway capital programme and Transport Asset Management Plan (TAMP) report.

### 4. Reserves 2017-18

4.1. The Council holds both provisions and reserves.

4.2. Provisions are made for liabilities or losses that are likely or certain to be incurred, but where it is uncertain as to the amounts or the dates which they will arise. The Council complies with the definition of provisions contained within CIPFA's Accounting Code of Practice.

4.3. Reserves (or Earmarked Reserves) are held in one of three main categories:

- 4.4. Reserves for special purposes or to fund expenditure that has been delayed, and in many cases relate to external Grants and Contributions - reserves can be held for a specific purpose, for example where money is set aside to replace equipment or undertake repairs on a rolling cycle, which can help smooth the impact of funding.
- 4.5. Local Management of Schools (LMS) reserves that are held on behalf of schools – the LMS reserve is only for schools and reflects balances held by individual schools. The balances are not available to support other County Council expenditure.
- 4.6. General Balances – reserves that are not earmarked for a specific purpose. The General Balances reserve is held to enable the County Council to manage unplanned or unforeseen events. The Executive Director of Finance is required to form a judgement on the level of the reserve and to advise Policy and Resources Committee accordingly.
- 4.7. The reserves falling under this Committee would fall into the first category. Additionally, balances may relate specific grant income where we have received the income but are yet to incur the expenditure, or the grant was planned to be used over a period of time, not related to a specific financial year.
- 4.8. We will continue to review the reserve balances to ensure that their original objectives are still valid and would identify any reserves that could be considered available for re-allocation.
- 4.9. The committees' unspent grants, reserves and provisions as at 1 April 2017 stood at £26.846m.
- 4.10. The table below shows balance of reserves and the current planned usage for 2017-18.
- 4.11. The planned use of reserves relates to the funding of the street lighting PFI, planned use of commuted sums to fund Highway maintenance and the delivery of projects that have spanned financial years.

<b>Table 3: Environment, Development and Transport Reserves &amp; Provisions</b>			
<b>Reserves &amp; Provisions 2017-18</b>	<b>Balance at 1 April 2017</b>	<b>Forecast Balance at 31 March 2018</b>	<b>Planned Change</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Business support and development	0.085	0.000	0.085
Highways	11.602	9.331	2.271
Planning and economy	15.159	14.380	0.779
<b>Committee Total</b>	<b>26.846</b>	<b>23.711</b>	<b>3.135</b>

## **5. Financial Implications**

5.1. There are no decisions arising from this report. The financial position for Environment, Development and Transport Committee is set out within the paper and appendices.

## **6. Issues, risks and innovation**

6.1. This report provides financial performance information on a wide range of services responsible to the committee.

### **Officer Contact**

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

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# Environment, Development and Transport Committee

Item No.

<b>Report title:</b>	<b>Forward Plan and decisions taken under delegated authority</b>
<b>Date of meeting:</b>	<b>10 November 2017</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> Providing regular information about key service issues and activities supports the Council's transparency agenda and enables Members to keep updated on services within their remit. It is important that there is transparency in decision making processes to enable Members and the public to hold the Council to account.	

## Executive summary

This report sets out the Forward Plan for EDT Committee. The Forward Plan is a key document for this committee to use to shape future meeting agendas and items for consideration, in relation to delivering environment, development and transport issues in Norfolk. Each of the Council's committees has its own Forward Plan, and these are published monthly on the County Council's website. The Forward Plan for this Committee (as at 16 October) is included at Appendix A.

This report is also used to update the Committee on relevant decisions taken under delegated powers by the Executive Director (or his team), within the Terms of Reference of this Committee. There are two relevant delegated decisions to report to this meeting.

### Recommendations:

- 1. To review the Forward Plan at Appendix A and identify any additions, deletions or changes to reflect key issues and priorities the Committee wishes to consider.**
- 2. To note the delegated decisions set out in section 1.2 of the report.**

## 1. Proposal

### 1.1. Forward Plan

- 1.1.1. The Forward Plan is a key document for this committee in terms of considering and programming its future business, in relation to communities issues in Norfolk.
- 1.1.2. The current version of the Forward Plan (as at 16 October) is attached at Appendix A.
- 1.1.3. The Forward Plan is published monthly on the County Council's website to enable service users and stakeholders to understand the planning business for this Committee. As this is a key document in terms of planning for this Committee, a live working copy is also maintained to capture any changes/additions/amendments identified outside the monthly publishing schedule. Therefore, the Forward Plan attached at Appendix A may differ slightly from the version published on the website. If any further changes are



made to the programme in advance of this meeting they will be reported verbally to the Committee.

## 1.2. **Delegated decisions**

- 1.2.1. The report is also used to update on any delegated decisions within the Terms of Reference of this Committee that are reported by the Executive Director as being of public interest, financially material or contentious. There are two relevant delegated decisions to report for this meeting.

**Subject: Breckland District Council Consultation on their Pre-Submission Publication Local Plan (Regulation 19)**

**Decision:** To send a series of detailed comments to Breckland District Council in respect of the County Council's statutory functions as: Minerals and Waste Planning Authority; Highways Authority; Lead Local Flood Authority. A copy of the response can be provided to Members.

**Taken by:** Executive Director (as an urgent business item) in consultation with the Committee Chair and Vice Chair

**Taken on:** 25 September 2017

**Contact for further Information:** Stephen Faulkner, Principal Planner  
Email [stephen.faulkner@norfolk.gov.uk](mailto:stephen.faulkner@norfolk.gov.uk)  
Phone 0344 800 8020

**Subject: East Midlands Rail Franchise Public Consultation**

**Decision:** To send a response to the consultation. A copy of the response can be provided to Members.

**Taken by:** Interim Team Leader Transport, in consultation with the Committee Chair and Vice Chair

**Taken on:** 10 October 2017

**Contact for further Information:** David Cumming, Interim Team Leader Transport  
Email [david.cumming@norfolk.gov.uk](mailto:david.cumming@norfolk.gov.uk)  
Phone 0344 800 8020

## 2. **Evidence**

- 2.1. As set out in the report and appendices.

## 3. **Financial Implications**

- 3.1. There are no financial implications arising from this report.

## 4. **Issues, risks and innovation**

- 4.1. There are no other relevant implications to be considered by Members.

## 5. **Background**

- 5.1. N/A

## Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

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## Forward Plan for EDT Committee

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
<b>Meeting : Friday 19 January 2018</b>			
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on	None	To receive feedback	Members
Strategic and Financial Planning 2018-19 to 2021-22.	No	To consider final budget savings proposals.	Executive Director of CES (Tom McCabe)
Forward Plan and decisions taken under delegated authority	No	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)
Finance monitoring	No	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Wensum River Strategy	No	To endorse the Wensum River Strategy.	Assistant Director Culture and Heritage (Steve Miller)
Highway capital programme and Transport Asset Management Plan (TAMP)	No	To approve the highways capital programme/funding, and some changes to the Transport Asset Management Plan.	Assistant Director Highways (Nick Tupper)
Risk management	No	Review and comment on the risk information and consider any areas of risk that require a more in-depth	Chief Internal Auditor (Adrian Thompson)

## Forward Plan for EDT Committee

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
		analysis	
Performance management	None	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Minerals and Waste Local Plan Consultation	No	To approve the draft document published for public consultation for a minimum period of 6 weeks.	Head of Planning (Nick Johnson)
Review of Norwich Highways Agency Agreement	None	To note feedback on the performance of the Norwich Highways Agency Agreement and agree whether to continue with the Agreement from 1 April 2019.	Executive Director of CES (Tom McCabe)
Update on strategic rail issues	No	To note progress on strategic rail issues relevant to the county, and consider and agree the Council's role and activities in influencing rail projects to benefit Norfolk.	Interim Team Leader Transport (David Cumming)
<b>Meeting: Friday 16 March 2018</b>			
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on	No	To receive feedback	Members
Highway parish partnership schemes 2018/19	No	To approve parish/town council bids for small highway improvements.	Assistant Director Highways (Nick Tupper)
Forward Plan and decisions taken under delegated	No	To review the Committee's forward plan and agree any	Head of Support and Development (Sarah

## Forward Plan for EDT Committee

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
authority		amendments/additions and to note the decisions taken under delegated authority	Rhoden)
Risk management	No	Review and comment on the risk information and consider any areas of risk that require a more in-depth analysis	Chief Internal Auditor (Adrian Thompson)
Performance management	No	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Finance monitoring	No	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)

Regular items	Frequency	Requested committee action (if known)	Lead officer
Forward Plan and decisions taken under delegated authority	Every meeting	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)
Performance management	Four meetings each year – January, March, June/July, October	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Risk management	Four meetings each year –	Review and comment on the risk	Chief Internal Auditor (Adrian



## Forward Plan for EDT Committee

Regular items	Frequency	Requested committee action (if known)	Lead officer
	January, March, June/July, October	information and consider any areas of risk that require a more in-depth analysis	Thompson)
Finance monitoring	Every meeting	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on	Every meeting	To receive feedback	Members