

Infrastructure and Development Select Committee

Date: **Wednesday 16 November 2022**
Time: **10am**
Venue: **Council Chamber, County Hall, Norwich**

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

Membership:

Cllr James Bensly (Chair)
Cllr Vic Thomson (Vice Chair)

Cllr Steffan Aquarone (Spokes)	Cllr Chrissie Rumsby (Spokes)
Cllr David Bills	Cllr Robert Savage
Cllr Claire Bowes	Cllr Barry Stone
Cllr Chris Dawson	Cllr Maxine Webb
Cllr Jim Moriarty (Spokes)	Cllr Tony White
Cllr William Richmond	

**For further details and general enquiries about this Agenda please contact the
Committee Services Officer, Nicola Ledain:**
email committees@norfolk.gov.uk

Under the Council's protocol on the use of media equipment at meetings held in public, this meeting may be filmed, recorded or photographed. Anyone who wishes to do so must inform the Chairman and ensure that it is done in a manner clearly visible to anyone present. The wishes of any individual not to be recorded or filmed must be appropriately respected.

Advice for members of the public:

This meeting will be held in public and in person.

It will be live streamed on YouTube and members of the public may watch remotely by clicking on the following link: [Norfolk County Council YouTube](#)

However, if you wish to attend in person it would be helpful if you could indicate in advance that it is your intention to do so as public seating will be limited. This can be done by emailing committees@norfolk.gov.uk

The Government has removed all COVID 19 restrictions and moved towards living with COVID-19, just as we live with other respiratory infections. However, to ensure that the meeting is safe we are asking everyone attending to practise good public health and safety behaviours (practising good hand and respiratory hygiene, including wearing face coverings

in busy areas at times of high prevalence) and to stay at home when they need to (if they have tested positive for COVID 19; if they have symptoms of a respiratory infection; if they are a close contact of a positive COVID 19 case). This will help make the event safe for all those attending and limit the transmission of respiratory infections including COVID-19.

A g e n d a

1 To receive apologies and details of any substitute members attending

2 Minutes

To confirm the minutes of the meeting held on 26 September 2022.

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3 Members to Declare any Interests

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

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

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

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

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

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

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

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

5 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm Thursday 10 November 2022**. For guidance on submitting a public question please visit www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetingsdecisions-and-elections/committees-agendas-and-recent-decisions/ask-aquestion-to-a-committee

6 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm Thursday 10 November 2022**.

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Report by the Executive Director of Community and Environmental Services | Page 12 |
| 8 Review of Norfolk Speed Management Strategy
Report by the Executive Director of Community and Environmental Services | Page 61 |
| 9 Waste Services Review
Report by the Executive Director of Community and Environmental Services | Page 105 |
| 10 Progress with delivering Norfolk Access Improvement Plan (NAIP)
Report by the Executive Director of Community and Environmental Services | Page 142 |
| 11 Forward Work Programme
Report by the Executive Director of Community and Environmental Services | Page 201 |

Group Meetings:

Conservative	9:15am
Labour	9:00am
Liberal Democrats	9:00am

Tom McCabe
Head of Paid Service
Norfolk County Council
County Hall
Martineau Lane
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Date Agenda Published: Tuesday 8 November 2022



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Infrastructure and Development Select Committee

Minutes of the Meeting Held on Monday 26 September 2022

10.00am, held at County Hall, Norwich

Present:

Cllr James Bensly – Chair

Cllr Steffan Aquarone

Cllr David Bills

Cllr Claire Bowes

Cllr Chrissie Rumsby

Cllr Barry Stone

Cllr Maxine Webb

Cllr Tony White

Substitute Members Present

Cllr Phillip Duigan for Cllr Vic Thomson

Cllr Michael Chenery of Horsburgh for Cllr Will Richmond

Also Present:

Hollie Adams

Grahame Bygrave

Cllr Margaret Dewsbury

Richard Doleman

Tom McCabe

Scott Norman

Sarah Rhoden

Ceri Sumner

Jeremy Wiggin

Cllr Martin Wilby

Committee Officer, Democratic Services

Director of Highways, Transport and Waste, Community and Environmental Services (CES)

Cabinet Member for Communities and Partnerships

Principal Infrastructure Growth Planner, CES

Executive Director, CES

Deputy Chief Fire Officer, Norfolk Fire and Rescue Service

Director of Community, Information and Learning, CES

Director of Norfolk Fire and Rescue Service

Head of Sustainable Transport, CES

Cabinet Member for Highways, Infrastructure and Transport

1a. Apologies and substitutions

- 1a.1 Apologies were received from Cllr Chris Dawson, Cllr Jim Moriarty, Cllr Will Richmond (Cllr Michael Chenery substituting), Cllr Robert Savage and Cllr Vic Thomson (Cllr Phillip Duigan substituting).

1b. Election of Vice-Chair for meeting

- 1b.1 In the absence of Vice-Chair Cllr Vic Thomson, a Vice-Chair was elected for the meeting. Cllr Barry Stone, seconded by Cllr Phillip Duigan, nominated Cllr Tony White. Cllr Tony White was duly elected as Vice-Chair for the meeting.

2. Minutes

- 2.1 The minutes of the meeting held on 13 July 2022 were agreed as a true record and signed by the Chair.

3. Declarations of Interest

- 3.1 No interests were declared.

4. Items of Urgent Business

4.1 There were no items of urgent business.

5. Public Question Time

5.1 There were no public questions received.

6. Local Member Issues / Questions

6.1 There were no local Member issues or questions received.

7. Norfolk Fire and Rescue Service Community Risk Management Plan 2023-2026

7.1.1 The Select Committee received the report setting out an update on the work carried out and planned to develop the Community Risk Management Plan 2023-26 for Norfolk County Council, the Fire and Rescue Authority for Norfolk.

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

- The Norfolk Fire and Rescue Service play a key role in keeping people safe, for example protecting people from fire and flooding.
- A key element in their work was ensuring that the right infrastructure, capacity and resources were in place to ensure a robust response.
- There was a duty for a Risk Management Plan to be in place in line with the national framework. The current Risk Management Plan was coming to an end and would be replaced by the Community Risk Management Plan, detailed in the report.
- This was due to go to public consultation during November 2022 and the Cabinet Member for Communities and Partnerships was keen to hear the views of Infrastructure and Development Select Committee Members before this stage.
- All feedback from consultation would be considered in December 2022 and January 2023 prior to the final version of the Community Risk Management Plan being taken to Full Council for approval in March 2023.

7.2 The following points were noted in response to questions from the Committee:

7.2.1 Members of the Committee gave their thanks to Norfolk Fire and Rescue Service for their work keeping people safe during the summer heatwave and fire incidents which arose from this and during the Covid-19 pandemic, and voiced their support of the Director of Norfolk Fire and Rescue Service in her new role.

7.2.2 The corresponding initiative with ambulances was a trial; when it ended it would be reviewed to check the ongoing fit with the skillset of firefighters in the service. During the major incident over the summer, support from other fire services was brought in to provide respite for Norfolk's firefighters. The service would continue to review resilience of the workforce.

7.2.3 Safety messaging related to issues surrounding the cost-of-living crisis was a current topic of discussion for the service who would join with other departments to look at safety campaigns which could be developed around keeping people safe and well over the winter.

- 7.2.4 Cabinet received the inspection improvement plan in September 2022 and then to Scrutiny Committee where further points were raised to be added. This would next be taken to the Strategic Oversight Group.
- 7.2.5 The Director of Norfolk Fire and Rescue Service confirmed that capital investment was planned and allocated prior to the summer critical incident. A review of the summer was being undertaken and emergent risks were reviewed as part of the Risk Management Plan. Revenue investment would continue to be reviewed in terms of changes which arose including climate change or demographic for example.
- 7.2.6 The longer-term implications of what was needed for the fleet and estate were being looked at as part of the three-year plan which was a dynamic review. The Cabinet Member for Communities and Partnership noted that twelve new engines had been ordered as part of the capital investment to refresh the fleet.
- 7.2.7 A Committee Member asked how Councillors could help raise fire safety messages. The Director of Norfolk Fire and Rescue Service welcomed all Members' support in helping to get fire safety messages out to communities. The Chair **requested** that an email be sent to Councillors to support them to share fire safety messaging with communities. There had been a small allocation from the last Household Support Fund for over 65s to receive smoke detectors, and the Fire Service CIC raised money which was donated to purchase smoke detectors for the fire service to give out to the community. It was hoped that this could be repeated.
- 7.2.8 It was noted that there were concerns about the security of the battery storage units for the electric fleet. The Deputy Chief Fire Officer confirmed that the Norfolk Fire and Rescue Service Community Protection Lead was liaising with company proposing the sites and feeding into the planning application. Norfolk Fire and Rescue Service would also pass comment on the planning application.
- 7.2.9 The Third River Crossing in Great Yarmouth and its impact on response times from the fire stations in Great Yarmouth and Gorleston were raised. This issue had been flagged and outlined in the appendix of the report. If any changes to the stations were needed, to ensure they were in the right place to provide the best response to incidents, a public consultation would be made. There were no proposals to change the fire station at Heacham at that time.
- 7.2.10 The Chair noted the Committee's support for the Fire Service and looked forward to seeing the development of the Norfolk Fire Service.
- 7.3 The Select Committee:
1. **Noted** the work carried out so far, and the further work planned, to develop the Norfolk Fire and Rescue Service Community Risk Management Plan for 2023-26.
 2. **Reviewed and commented** on the draft Community Risk Management Plan 2023-26, in particular the areas for development and change detailed in this report and at Appendix A of the report, in advance of a public consultation.

8. Bus Improvement Plan

- 8.1.1 The Select Committee received the report setting out the Bus Service Improvement Plan proposals that Norfolk County Council put to the Department for Transport, what

we have delivered so far without funding, and what the public and stakeholders said about our Bus Service Improvement Plan when we carried out a county-wide consultation earlier this year.

- 8.1.2 The Cabinet Member for Highways, Infrastructure and Transport introduced the report to the Select Committee:
- The report outlined work undertaken to secure funding, which required the preparation of a Bus Service Improvement Plan.
 - The County Council was one of 31 local authorities to receive an indicative funding allowance in early 2022 of £50m split between £31m revenue and £19m capital.
 - The Council was required to provide more detailed information to Government on what the funding would be spent on and update the Enhanced Partnership Agreement with bus companies. This had been completed and the Government confirmed the funding in mid-August 2022.
 - The report detailed the steps already taken and what stakeholders and the public said about the plan during the consultation earlier this year.
 - Norfolk County Council had a good working relationship with bus companies across the County and would work closely with them to deliver on the proposals in the plan.
- 8.2 The following points were noted in response to questions from the Committee:
- 8.2.1 The importance of transport hubs was discussed; officers had worked to identify the best location for these, and facilities required at them such as cycle parking and pedestrian access. The bus network in Norfolk was stable allowing for transport hubs to be built with confidence and the service between the hubs, rural centres and towns was being looked at. The importance of rural hubs was discussed and noted.
- 8.2.2 Discretionary reimbursements for young people were raised and it was queried whether they were adequate to encourage young people to use the bus. Officers replied that when reviewing the under 25s fare, the rate used in other areas had been looked at and young people asked what discount they would look for. All promotions would be reviewed as necessary to see if changes were needed.
- 8.2.3 The congestion experienced at Dereham bus hub was raised; the Head of Sustainable Transport encouraged Councillors to engage with him about issues in specific areas so they could be resolved.
- 8.2.5 There was an issue of some buses not having enough space for both pushchairs and wheelchairs. Officers confirmed that these accessibility issues had been recognised and the passenger charter had been reviewed. New vehicles coming onto the market had double the capacity for pushchairs and wheelchairs which should help address this.
- 8.2.6 Discussions had been held with Beryl about having different types of bikes available such as trikes and adaptive bikes. It would be important to look at providing bikes which would cater to the majority of people. Dial a ride buses and similar services were being looked at; a dial a ride service had been provided in Swaffham and had proved popular.
- 8.3 The Select Committee:
1. **Noted** what we have delivered so far without funding
 2. **Commented** on the proposals for the funding

3. **Noted** the results from the recent consultation

9. Transport East Transport Strategy Endorsement

- 9.1.1 The Select Committee received the report setting out the transport strategy prepared by Transport East, of which Norfolk is a partner. This strategy aligned with the Council's corporate plan, Better Together for Norfolk, and the recently adopted fourth Local Transport Plan. Transport East is seeking partner endorsement of its strategy prior to submission to Government.
- 9.1.2 The Cabinet Member for Highways, Infrastructure and Transport introduced the report to the Committee:
- Transport East was a non-statutory sub-national transport body for the east covering the Local Transport Authority areas of Norfolk, Suffolk and Essex including Southend and Thurrock.
 - It provided a single voice for councils, business leaders and partners to help secure funding on transport and strategic network priorities working with the Government and the rest of the UK.
 - The strategy set out the challenges and opportunities in the region, Transport East's Vision, the outcomes Transport East sought to achieve and the four core priorities interventions were focussed around, as set out in paragraph 1.5 of the report.
 - The strategy supported the wider priorities for investment.
 - Endorsement of the strategy along with other local authority partners would demonstrate through Transport East to Government that the region was aligned through transport and investment to achieve a thriving eastern region.
 - Transport East was a good example of authorities working together, speaking as one voice, which was important for attracting funding from Government.
- 9.2 The following points were noted in response to questions from the Committee:
- 9.2.1 Decarbonisation was recognised as a challenge for the future; a decarbonisation toolkit would be developed across the eastern region including identifying a carbon baseline.
- 9.2.2 Transport of freight by rail was discussed. The Cabinet Member for Highways, Infrastructure and Transport discussed that there were many ports in the Transport East region and they would be looking into ways of getting more freight onto rail.
- 9.2.3 Some Committee Members queried how building new roads aligned with the decarbonisation policy. The Cabinet Member for Highways, Infrastructure and Transport responded that the Norwich Western Link and Long Stratton Bypass were designed to reduce congestion and improve air quality in surrounding towns and villages, reduce carbon, boost Norfolk's economy and improve the environment for people living in these areas. Building the Norwich Western Link was estimated to reduce carbon by at least 177,000 tonnes according to the Department for Transport's carbon calculator as set out in their business case process. The road would shorten the distance travelled by cars and therefore reduce the amount of carbon they would produce in their journeys. Some Committee Members challenged this view as they felt this did not provide a complete picture of carbon usage for a road including its future use, and Labour Members voiced that, while they appreciated the work that officers had put into the strategy, they were against the Norwich Western Link.

- 9.2.4 Levelling Up in North Norfolk was raised. It was confirmed that District Councils were responsible for bringing forward their own bids related to Levelling Up.
- 9.2.5 A Committee Member queried how the collaborative message set out in the Transport East Strategy translated across funding bids, for example noting that Suffolk and Essex did not receive the funding set out in the Bus Improvement Plan report (item 8). Officers replied that the Transport East Strategy allowed the local authorities involved to have a coherent framework to support them to put forward bids for funding; this coherent approach would help each with the case for funding. It was however noted that there was competition for scarce Government funds.
- 9.3 With 7 votes for, 2 against and 1 abstention, the Select Committee:
1. **Noted** the contents of the Transport East Strategy.
 2. **Recommended** that Cabinet endorses the Transport East Transport Strategy
- 10. Great Yarmouth Library, Learning and University Centre and King's Lynn Multi-User Community Hub update paper**
- 9.1.1 The Select Committee received the report providing an update on the King's Lynn Multi-User Community Hub and the Great Yarmouth Library, Learning and University Centre projects with the aim of driving forward skills, aspiration, and achievement in both Great Yarmouth and King's Lynn, enabling residents in these areas to access sustainable employment, enhance mental health and wellbeing and make it as simple as possible to access the services residents need to achieve this.
- 9.1.2 The Committee Member for Communities and Partnerships introduced the report to the Select Committee:
- Each venue would have a bespoke programme of partnerships and programmes based on local data and strategies.
 - Health, further education, universities and local councils would provide services for people to socialise, learn and develop skills for employment.
 - The two projects would provide wonderful opportunities in the centre of the two towns; as the council was providing financial support to the projects, the Select Committee's comments were valued.
- 9.2 The following points were noted in response to questions from the Committee:
- 9.2.1 The Chair noted these two positive projects and the increase in footfall these would bring to their respective towns.
- 9.2.2 It was confirmed that the King's Lynn Multi-User Hub would be located in the building previously occupied by Argos, which was closer to the town centre and would be more accessible than the current library.
- 9.2.3 Officers confirmed that there was a focus on literacy, learning and development of people for these projects, rather than looking at wider services at this time such as the Department for Work and Pensions (DWP). Language support services for migrants was queried and officers noted that adult learning services would be provided in the two hubs, providing an open door to allow services such as this to be provided. Norfolk as a leader in adult learning in England was noted.

- 9.2.4 The inclusion of Changing Places in the King's Lynn Multi-User hub was noted as positive however also noted that this would not be provided in the Great Yarmouth Library, Learning and University Centre. Officers continued to look for opportunities and to review the provision of Changing Places facilities in the Great Yarmouth area.
- 9.2.5 The importance of mobile libraries for those in rural areas and unable to travel to a town was noted.
- 9.3 The Select Committee
1. **Reviewed** and commented on the continued progress of both projects
 2. **Noted** the business case for the "Multi User Community Hub" in King's Lynn

10. Forward Work Programme

- 10.1 The Select Committee received the report by the Executive Director of Community and Environmental Services which set out the Forward Work Programme for the Committee to enable the Committee to review and shape.
- 10.2 The Committee **requested** that a representative from the Community Speed Management team attend the next Committee meeting on 16 November 2022.
- 10.3 The Chair discussed the ongoing work with the Scrutiny Committee to call in agencies about sewage in the seas following an email recently received on this topic and issues raised. He agreed to keep Committee Members updated on the progress of this moving forward.
- 10.4 Having reviewed the report, the Select Committee **AGREED** the Forward Work Programme set out in Appendix A.

The meeting closed at 11.18am

Chair



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Infrastructure and Development Select Committee

Item No: 7

Report Title: Strategic and financial planning 2023-24

Date of Meeting: 16 November 2022

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George, Executive Director of Finance and Commercial Services

Executive Summary

The appended report, which was considered by Cabinet in October 2022, represents a key milestone in the Council's budget setting process for 2023-24. Cabinet has already sought Select Committee input into the 2023-24 budget process, in respect of the overall planning context, and broad approach to the development of saving proposals.

This Select Committee report now appends the latest Cabinet report in order to provide details of the saving proposals identified to date for 2023-24 Budget setting. This is intended to support the Select Committee's discussion of the specific proposals and enable the Committee to provide its feedback and input to a future meeting of Cabinet and thereby to inform budget decisions.

This report therefore forms an important part of the process of developing the 2023-24 Budget, representing a key opportunity for the Select Committee to provide its views on priorities and the budget proposals for the services within its remit.

Recommendations / Action Required

The Select Committee is asked:

1. To consider the latest Budget and Medium Term Financial Strategy position as reported to Cabinet in October 2022 (Appendix 1), noting in particular the emerging risks and uncertainties within the Council's planning position.
2. To consider and comment on the savings proposals for 2023-24 as set out in Appendix 1, which fall within the Committee's remit.

3. To note the significant budget gap which remains to be closed for 2023-24 and in this context to comment on any areas the Select Committee would recommend exploring for savings development in relation to the services within the Select Committee's remit, in order to provide further input to the 2023-24 budget process and inform the final package of saving proposals put forward to Cabinet later in the year. In particular the Committee is asked to consider savings opportunities under the following headings:
 - a. New initiatives which would deliver savings;
 - b. Activities which could be ceased in order to deliver a saving;
 - c. Activities which the Council should seek to maintain at the current level as far as possible (i.e. areas where the Committee considers there is limited scope for savings);
 - d. Commercialisation opportunities.

1. Background and Purpose

- 1.1 Cabinet has sought input from the Council's three Select Committees in relation to developing budget proposals for the 2023-24 Budget. This continues the approach adopted to setting the budget in previous years. Select Committees therefore received an update on the Council's budget setting process in May 2022, and in particular were invited to:
 - Note the overall Budget and Medium Term Financial Strategy position as reported to Cabinet in April 2022.
 - To consider and comment on the overall service strategies as set out within the 2022-23 Budget Book.
 - To consider and comment on the key issues for 2023-24 budget setting and the broad areas the Select Committee would recommend exploring for savings development.
- 1.2 Select Committee comments from the May 2022 meeting cycle were reported to Cabinet in July and October. Following the May Select Committee meetings, in July, Cabinet considered an initial list of savings proposals for 2023-24, totalling £13.007m. In October, Cabinet then considered a further £19.508m of proposals. Due to the timing and sequence of Select Committee meetings, there has not been an earlier opportunity for Select Committees to offer specific comments on the proposals set out in July, however Select Committees now have an opportunity to consider all of the detailed proposals, totalling £32.515m for 2023-24 in the round and following Cabinet's decisions about the package of measures to be consulted on.
- 1.3 This report therefore represents the key opportunity for Select Committees to provide input to 2023-24 budget setting and the Committee is invited to comment on the substantive proposals which have been developed and are currently undergoing public consultation.

- 1.4 Any comments from Select Committees will be reported to Cabinet later in the budget setting process in order to inform final budget recommendations to Full Council.

2. Proposal

- 2.1 The report to April 2022 Cabinet reproduced as Appendix 1 provides an update on the financial planning context for the County Council, including:
- the 2023-24 Budget proposals which have been developed so far;
 - the proposed approach to public consultation on, and equality impact assessments of, the 2023-24 Budget;
 - the emerging service and other budget pressures which have been identified to date; and
 - key areas of risk and uncertainty.
- 2.2 The Select Committee's views are particularly sought in relation to the services within its remit on (1) the new proposals identified for 2023-24 budget setting and currently undergoing public consultation, and (2) further areas for savings development to bridge the remaining 2023-24 budget gap. The Committee's feedback will help shape budget and saving proposal development for 2023-24, assist in the identification of key pressures and priorities for the 2023-24 Budget, and (ultimately) inform Cabinet's recommendations on the budget proposals to Full Council later in the year.
- 2.3 The financial approach and key strategies for Directorates delivering services which fall broadly within the remit of this Committee have been set out within the County Council's [2022-23 Budget Book](#)¹.

3. Impact of the Proposal

- 3.1 Select Committee input will support in shaping budget proposals and thereby contribute to the 2023-24 budget setting process. Individual recommendations from Select Committees will help to inform budget proposals and will therefore ultimately impact on Departmental budgets and service delivery for 2023-24. Details of specific impacts will be identified and reported in later stages of the budget process. Further impacts are also set out in the appended Cabinet paper.

¹ <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2022-26.pdf>

4. Evidence and Reasons for Decision

- 4.1 As set out in the appended report. Select Committees have a specific role in policy development and therefore are invited to comment and advise Cabinet on budget options within their remit as in previous years.

5. Alternative Options

- 5.1 As set out in the appended report, a range of options remain open at this stage. The purpose of this report is to provide Select Committees with an opportunity to engage with the budget process and inform the development of specific options for the 2023-24 Budget.

6. Financial Implications

- 6.1 Immediate financial implications are highlighted in the appended report. Any implications arising from the Select Committee's comments will be reported to a future meeting of Cabinet as part of 2023-24 budget setting as appropriate.

7. Resource Implications

7.1 Staff:

There are no direct implications arising from this report although existing and proposed saving plans will include activities linked to staffing budgets. In addition there is a potential that further staffing implications may arise linked to specific saving proposals developed, including the Strategic Review. These implications will be identified and reported as they arise later in the budget planning process. Further details are set out in the appended report.

7.2 Property:

There are no direct property implications arising from this report although existing and proposed saving plans will include activities linked to property budgets and assumptions around capital receipts to be achieved. In addition there is a potential that further property implications may arise linked to specific saving proposals developed and these implications will be identified and reported as they arise later in the budget planning process. Further details are set out in the appended report.

7.3 IT:

There are no direct IT implications arising from this report although existing and proposed saving plans include activities linked to IMT budgets. In addition there is a potential that further IT implications may arise linked to specific saving proposals developed and these implications will be identified and reported as they arise later in the budget planning process. Further details are set out in the appended report.

8. Other Implications

8.1 Legal Implications:

As set out in the appended Cabinet paper.

8.2 Human Rights Implications:

As set out in the appended Cabinet paper.

8.3 Equality Impact Assessment (EqIA) (this must be included):

As set out in the appended Cabinet paper.

8.4 Data Protection Impact Assessments (DPIA):

As set out in the appended Cabinet paper.

8.5 Health and Safety implications (where appropriate):

As set out in the appended Cabinet paper.

8.6 Sustainability implications (where appropriate):

As set out in the appended Cabinet paper.

8.7 Any Other Implications:

As set out in the appended Cabinet paper.

9. Risk Implications / Assessment

9.1 As set out in the appended Cabinet paper.

10. Recommendations

The Select Committee is asked:

1. To consider the latest Budget and Medium Term Financial Strategy position as reported to Cabinet in October 2022 (Appendix 1), noting in particular the emerging risks and uncertainties within the Council's planning position.
2. To consider and comment on the savings proposals for 2023-24 as set out in Appendix 1, which fall within the Committee's remit.
3. To note the significant budget gap which remains to be closed for 2023-24 and in this context to comment on any areas the Select Committee would recommend exploring for savings development in relation to the services within the Select Committee's remit, in order to provide further input to the 2023-24 budget process and inform the final package of saving proposals put forward to Cabinet later in the year. In particular the Committee is asked to consider savings opportunities under the following headings:

- a. New initiatives which would deliver savings;
- b. Activities which could be ceased in order to deliver a saving;
- c. Activities which the Council should seek to maintain at the current level as far as possible (i.e. areas where the Committee considers there is limited scope for savings);
- d. Commercialisation opportunities.

11. Background Papers

11.1 As set out in the appended Cabinet paper, plus

Norfolk County Council Budget Book 2022-23 <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2022-26.pdf>

Norfolk County Council Constitution, [Article 5 – Overview and scrutiny bodies](#), para 5.7 – Membership and Areas of Responsibility of Select Committees.

Strategic and Financial Planning reports considered by Select Committees in May 2022 as follows:

- [Corporate Select Committee, 23/05/2022](#)
- [Infrastructure and Development Select Committee, 25/05/2022](#)
- [People and Communities Select Committee, 27/05/2022](#)

Officer Contact

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

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Cabinet

Item No:

Decision making report title: Strategic and financial planning 2023-24

Date of meeting: 3 October 2022

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

Is this a key decision? Yes/No

If this is a key decision, date added to the Forward Plan of Key Decisions: 31 May 2022

Introduction from Cabinet Member

The County Council faces a very significant challenge and enormous uncertainty in developing the Budget for 2023-24. The scale of the Budget gap identified within the Medium Term Financial Strategy (MTFS) agreed by Full Council in February 2022 is one of the largest that the Council has sought to bridge, and there are simultaneously very severe headwinds in both the wider economy and public finances which will inevitably serve to increase the size of the Budget gap.

It is for this reason that Cabinet acted promptly to commence the Budget setting process for 2023-24 early, initiating the Strategic Review of the organisation, allocating saving targets to Departments in April (alongside setting out a two-phase approach to identifying proposals), and considering initial budget options in July 2022. This prompt start builds on the Council's existing well-established process for annual budget setting and forms a key part of the Council's robust approach to developing savings proposals at the scale and pace required to support the preparation of a balanced 2023-24 Budget.

The Spending Review 2021 announcement on 27 October 2021 provided an outline of the funding available for local government until 2024-25 but was not accompanied by a longer term settlement for local government, and allowed for no growth in funding beyond the uplifts made for 2022-23. At the time of writing there are indications that the Government intends to hold a "fiscal event" (Emergency Budget) before the end of September, but the timetable for this, and whether it would provide significant further detail about local authority funding, remains unclear. In this context the timing of the Local Government Provisional Settlement for 2023-24, which will be crucial to provide

detailed information on individual council allocations, remains to be announced, but is unlikely to be before mid-December 2022.

It is in this climate of continuing uncertainty that the Council has developed proposals for the 2023-24 Budget. Many elements of the Budget remain unknown at this stage but have the potential to make a material impact on the level of resources available to Norfolk County Council to deliver services in the future. The level of proposals brought forward so far remain short of the level sought in April 2022 and intensive work therefore continues to identify further savings, including those options emerging from the Strategic Review. Nonetheless the proposals set out in this paper make a significant contribution towards the overall quantum of savings sought and provide a strong foundation which will enable the Cabinet to bring forward a package of balanced, sustainable budget proposals in January 2023. Ultimately this will enable the Council to continue to deliver the key services which are relied upon every day by so many of Norfolk's residents, businesses and visitors.

This report therefore sets out details of the initial proposals for Cabinet consideration prior to public consultation. It also explains the broad approaches planned to enable further options to be brought forward in order to contribute to a balanced Budget being proposed for 2023-24.

Executive Summary

The October Cabinet meeting is an important milestone in the process of developing the 2023-24 Budget, although work is required to identify further proposals that will support the development of a balanced Budget in January 2023 as described more fully within the body of the report.

This report provides an opportunity for Cabinet to consider the current 2023-24 Budget proposals prior to public consultation being undertaken, and in particular:

- details the 2023-24 Budget proposals which have been developed so far;
- summarises the proposed approach to public consultation on, and equality impact assessments of, the 2023-24 Budget;
- describes the emerging service and other budget pressures which have been identified to date; and
- details key areas of risk and uncertainty.

The Strategic and Financial Planning report should be read in conjunction with the latest Financial Monitoring report for 2022-23 and the Strategic Review Update report, both of which are included elsewhere on the agenda. Collectively, these three reports serve to provide an overview of the Council's current and future financial position and the proposed changes to the organisation which will form a key part of ensuring that a robust and sustainable Budget can be prepared.

As set out throughout this report, significant uncertainty remains around the planning position for 2023-24, and this report therefore also summarises the remaining steps required in the process leading to budget-setting in February 2023. Recognising the

scale of the budget gap to be addressed, the Budget planning process for 2023-24 includes a further round of savings development which will enable proposals to be developed to be included in the January Cabinet meeting. The MTFS position will need to be updated in light of future government funding announcements, and as the scale of the impact of both social care reform announcements and any implications of the cost of living crisis on the Council become clearer. This will be reported to January 2023 Cabinet and considered by Scrutiny Committee as the budget setting process progresses to its conclusion at Full Council in February 2023.

Cabinet decisions based on the information in this report will ultimately help to support the development of a robust, balanced 2023-24 Budget for the Council.

Recommendations:

Cabinet is recommended:

- 1. To consider and comment on the County Council's strategy as set out in section 2 and note that the Budget process is aligned to the overall policy and financial framework;**
- 2. To note that fiscal and policy decisions made by the Government in autumn 2022, including any Emergency Budget, may have implications for the County Council's budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2023-24 Budget position, which will not be fully known until later in the budget setting process.**
- 3. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2023-24 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (section 9).**
- 4. To direct Executive Directors to identify proposals for further recurrent Departmental savings to achieve the original target of £60.000m agreed in April 2022, for consideration by Cabinet in January 2023 and to support final 2023-24 Budget recommendations to Full Council.**
- 5. To note that, taking into account the significant emerging budget pressures for 2023-24, the S151 Officer anticipates recommending that the Council will need to apply the maximum council tax increase available in order to set a sustainable balanced budget for 2023-24;**
- 6. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 10 and the further**

actions which may be required to set a balanced budget as set out in paragraph 11.3;

7. To consider and agree the proposals as set out in sections 5 and 6 (Table 5 and Table 7) to be taken forward in budget planning for 2023-24, subject to final decisions about the overall Budget in February 2023, noting the level of savings already included from the 2022-23 Budget process (Table 4);
8. To note that proposals are also being developed via the Strategic Review running in parallel with the wider 2023-24 Budget process. Once fully developed, these will be incorporated into the final 2023-24 Budget presented to Cabinet in January 2023.
9. To note that consultation is being undertaken in respect of the proposal relating to the review of the mobile library services and the outcomes of this will be reported to a future meeting of Cabinet;
10. To agree that public consultation (as set out in section 12) and equality impact assessment (as set out in section 18) in relation to all other proposals for the 2023-24 Budget be undertaken as set out in section 12, and asking residents for their views on the level of council tax;
11. To note that the Head of Paid Service has the delegation to undertake any staff consultation relating to specific proposals as required to inform and support 2023-24 Budget setting decisions in January 2023;
12. To confirm the remaining next steps in the Budget planning process for 2023-24, and the Budget planning timetable (Appendix 1); and
13. To note and thank Select Committees for their input into the Budget development process for 2023-24 in May, and to invite Select Committees to comment further on the detailed proposals set out in this report when they meet in November 2022 (section 20).

1. Background and Purpose

- 1.1. In [April 2022, Cabinet](#) agreed the approach to Budget setting for 2023-24. Taking into account the £60m forecast gap for the year, Cabinet agreed to seek to find an initial £15m of proposals for July Cabinet in order to provide a robust foundation for Budget-setting. Cabinet also agreed the allocation of saving targets as shown in the table below. These represent the new savings which needed to be found in addition to those currently planned for in the 2022-23 MTFS position and set out in the Council's [2022-23 Budget Book](#)¹. As previously reported to Cabinet and described elsewhere in this report, there

¹ <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2022-26.pdf>

continues to remain a possibility that the targets set out in the table below may need to be revisited later in the budget process in view of the significant uncertainties around the pressures and funding assumptions used at the time of preparing the MTFS. Further details are set out later in this report in relation to the risks to the Budget and MTFS position (section 9).

Table 1: Saving targets by Department

<u>Savings Target</u>	2023-24 Phase 1	2023-24 Phase 2	2023-24 Total	2024-25	2025-26	2026-27	2023-27 Total	Share
	£m	£m	£m	£m	£m	£m	£m	%
Adult Social Services	6.700	18.400	25.100	9.700	5.600	8.500	48.900	42%
Children's Services	3.400	10.700	14.100	5.900	2.900	4.400	27.300	24%
Community and Environmental Services	3.500	11.200	14.700	6.100	3.000	4.400	28.200	24%
Strategy and Transformation	0.200	0.550	0.750	0.350	0.100	0.200	1.400	1%
Governance	0.100	0.550	0.650	0.250	0.100	0.200	1.200	1%
Finance and Commercial Services / Finance General	1.100	3.600	4.700	1.900	0.900	1.400	8.900	8%
	15.000	45.000	60.000	24.200	12.600	19.100	115.900	100%

1.2. In [July 2022, Cabinet](#) considered and agreed “Phase 1” budget proposals totalling £13.007m for 2023-24 against the target of £15.000m as summarised in the table below. Cabinet agreed to undertake public consultation over the summer in order to support in shaping the specific saving proposal to review Norfolk’s Mobile Library Service², which would have service delivery implications. This consultation is now underway and the outcomes will be reported to a future meeting of Cabinet. Cabinet also agreed that public consultation in relation to all other proposals would be undertaken later in the year, alongside the consultation on any additional savings proposals brought forward for consideration by Cabinet at this meeting in October 2022. Full details of the Phase 1 proposals are set out in **Table 5** for reference.

² <https://norfolk.citizenspace.com/consultation/mobilelibraries/>

Table 2: Phase 1 saving proposals summarised by Department

	2023-24 Phase 1 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-6.460	2.400	-2.500	-2.000	-8.560
Children's Services	-3.185	1.250	0.000	0.000	-1.935
Community and Environmental Services	-2.112	-0.800	0.600	0.000	-2.312
Strategy and Transformation	-0.200	0.000	0.000	0.000	-0.200
Governance	-0.050	0.000	0.000	0.000	-0.050
Finance and Commercial Services / Finance General	-1.000	0.000	0.000	0.000	-1.000
	-13.007	2.850	-1.900	-2.000	-14.057

1.3. This October report now provides Cabinet with a further update on the progress towards identifying proposals to address the remaining 2023-24 target and the proposed approaches to tackling the remaining MTFS gap.

2. Strategic Context

2.1. Over the past 12 months, Norfolk had started to make a strong post-Covid economic recovery. Now, however, the county is set to be hit by another sharp slowdown.

2.2. The Russian invasion of the Ukraine caused, and continues to represent, a major exogenous shock to an economy that has already been under strain from Covid related lockdowns, supply bottlenecks, labour shortages and rising energy prices. Inflation reached a new highpoint in July with the Bank of England expecting prices to continue to increase, driving a sharp fall in real household incomes and have a significant impact on people and families, particularly, but not limited to those experiencing financial or employment vulnerability.

2.3. This, in turn, could have a knock-on impact on demand for our services, particularly the 73,683 people in Norfolk who are known to NCC and classed as 'potentially vulnerable or vulnerable', and the estimated 95,000 households that are in fuel poverty.

2.4. To ease the strain on households, UK government introduced a £15 billion support package in May of this year followed by a cap on energy costs at £2500 per annum, announced by the Prime Minister in September 2022, expected to cost c.£150bn in public borrowing.

2.5. The cost of living is now expected to be 11.3% higher this financial year than last, with inflation peaking in the last quarter of this year at 13.1%. This crisis is expected to constrain growth in consumer spending, the main driver of

economic growth. With business investment and demand for exports subdued, there is little room for economic growth, although a fall in imports implies that net trade alongside government spending should contribute to economic growth.

- 2.6. It is in these difficult times that the County Council cannot afford any complacency and working with its partners will have to deal with its own diminishing resources to support its most vulnerable people and communities and continue to provide wider public services.
- 2.7. The Council Strategy '[Better Together, for Norfolk 2021-2025](#)' is the key high-level document that, alongside the Medium Term Financial Strategy, sets the Council's strategic policy direction.
- 2.8. The four-year strategy, developed following broad engagement, sets out the Council's vision - to make the most of all that Norfolk has to offer, help improve the quality of life for every community, support businesses to be successful and make sure Norfolk is a place where people want to live, work and visit.
- 2.9. The strategy is structured around 5 key priorities which clearly demonstrate the organisation's level of ambition and intent to deal with key challenges:
 1. **A vibrant clean and sustainable economy** – as well as growing the economy this is also about skills and creating high value jobs; growth and investment; infrastructure and digital connectivity.
 2. **Better opportunities for children and young people** – prioritising better opportunities for children and young people, raising educational attainment and creating better employment opportunities.
 3. **Healthy, fulfilling and independent lives** – supported by themes of levelling up health; Living Well; and Better Local Services.
 4. **Strong, engaged and inclusive communities** – a mix of urban, rural and coastal communities that we can support and empower.
 5. **A greener, more resilient future** – recognising our priorities for our physical environment and access to quality spaces and building community resilience.
- 2.10. As has been stated before, local government does not operate in a vacuum, and the Council must anticipate and respond to policy changes from Government, many of which are anticipated in the Council's strategy.
- 2.11. The ***Levelling Up and Regeneration Bill*** was published on 11 May. It is in this context and the language of 'breathing new life' into failing places, their economies, towns, and high streets, that the County Council increasingly has to position itself to secure essential future resources for the system as a whole.

Norfolk is one of nine areas invited to negotiate a County Deal – Government’s proposed mechanism to deliver sub-national devolution in England – and work on this has been ongoing for a number of weeks. The increased local powers, freedoms and flexibilities, and investment that a Deal will afford are significant, and will enable the County Council, its partners and Norfolk residents to have better outcomes and better value for money for their public services. It will also enable the Council to better tackle some of the fundamental challenges facing our communities through more effective local engagement and empowerment for residents.

- 2.12. Regardless of the underlying realities of ‘levelling up’ and the scale and scope of deprivation that exists in some of Norfolk’s city, towns, rural and coastal communities, it will increasingly be down to fiscal freedoms and flexibilities to enable places like Norfolk to leverage its economy to both fund its future and reduce demand on highly complex and complicated public services, as well the day to day universal services everyone relies on.
- 2.13. The ***Social Care Reform Health and Care Bill*** received Royal Assent on 4 May 2022. There have been several amendments made to the Bill as it has passed through the parliamentary process, with several requirements that need to be met before the regulations can come into effect. This will mean delay to the regulations and guidance being finalised and, hence some aspects of the reforms are yet unknown. However, it is expected that, unless there are changes to the three aspects of the reform, the cost pressure to the Council could exceed £100m. These remain assumptions and we continue to work with Government to understand the full implications.
- 2.14. In May 2022, the independent ***Children’s Social Care Review*** was published, and reflects many issues that councils have been raising for some time – including the need to invest further in early help for children and families, better support for kinship carers and making sure that we have the right homes for children in care, as well as ensuring better futures for those leaving care. The recommendations within the report will require significant funding to deliver and we will continue to engage with Government to provide the investment needed to reform services swiftly.
- 2.15. The ***SEND review: right support, right place, right time*** Green Paper sets out proposals to ensure that every child and young person has their needs identified quickly and met more consistently, with support determined by their needs, not by where they live. A single national SEND and alternative provision system that sets clear standards for the provision that children and young people should expect to receive, and the processes that should be in place to access it. Although Government have announced £70m to support the system, it is expected that there will be significant implications for schools and local authorities. At the same time, the ***Schools White Paper: Opportunity for all*** published in March 2022, sets out a vision that 90% of children leaving primary school will achieve the expected standard in reading, writing and maths, while secondary pupils will increase the national GCSE average grade in both

English language and in Maths to level 5. To achieve this, the paper documents the case for a fully trust-led system, economic benefits of meeting the whitepaper's ambitions, and a methodology for obtaining English language and Maths GCSEs. The Council will continue to work with schools to support this agenda, which is closely aligned with the objectives of the SEND Green Paper.

2.16. Continuing to drive the transformation of our organisation and its culture is key to enabling delivery against the four priority objectives. Our service transformation programmes and the Strategic Review of the organisation, which runs alongside those, collectively enable us to improve services and manage demand, making the Council more effective and efficient. In short, our change agenda will help us deliver better outcomes for residents for less money. Our areas of focus for transformation include service redesign, improving our approach to prevention and early help, driving improvements in customer experience, organisational culture, and use of digital and data. Recognising our commitment to no one left behind, the Council is also going to deliver a refreshed agenda for Equality, Diversity, and Inclusion to enable the Council to become more inclusive, bringing strength through difference.

2.17. We cannot stand still. The relationship between delivering our core services and our transformation programmes is key and represents a continuous cycle of change and improvement with each informing the other.

3. Financial Context – Government Funding

3.1. Although a number of announcements have been made including the Energy Price Guarantee³, there remains significant uncertainty about what the detailed policy and funding direction to be adopted by the new Government will be. The new Prime Minister has in particular signalled an intention to allocate funding to support social care and to scrap the health and social care levy⁴. Both of these would have implications for the Council's budget, if implemented.

3.2. Notwithstanding these, at present the most recent source of information remains the Government's announcement of the outcomes of the Spending Review 2021 (SR21) which was made alongside the Autumn Budget 2021 on 27 October 2021. SR21 set out allocations of funding for Government departments for the period to 2024-25. However, the Department for Levelling Up, Housing and Communities (DLUHC) did not translate this into a longer term Local Government Finance Settlement, instead announcing only a one-year allocation for 2022-23. As such, the Council currently has no concrete information to inform estimates of government funding levels for the 2023-24 Budget planning although the working assumption is that there will be some form of rollover settlement announced for 2023-24. There are also indications

³ <https://www.gov.uk/government/publications/energy-bills-support/energy-bills-support-factsheet-8-september-2022>

⁴ <https://www.lgcplus.com/services/health-and-care/truss-pledges-to-allocate-13bn-to-social-care-05-08-2022/>

that DLUHC may seek to provide a two-year settlement this year, covering both 2023-24 and 2024-25 but this remains to be seen.

- 3.3. It has been suggested that the Government will seek to hold a “Fiscal Event” (assumed to be an Emergency Budget) before the end of September with indications that this will take place on Friday 23 September (after the publication of this report)⁵. This may provide further details of Government planning including an insight into local government funding levels and (potentially) any changes to the council tax referendum threshold for 2023-24. Any fiscal and policy decisions announced by the Government in autumn 2022 are likely to have implications for the County Council’s budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will therefore have potentially significant impacts on the 2023-24 Budget position, which will not be fully known until later in the budget setting process. If available in time, any key implications from an announcement in September will be reported to Cabinet via a supplementary paper or verbal update as appropriate.

4. Medium Term Financial Strategy and assumptions

- 4.1. At the time of setting the Medium Term Financial Strategy in February 2022, the Council adopted the following key assumptions, described more fully in the [April report to Cabinet](#):

- A balanced outturn position for 2021-22 and successful delivery of all existing planned savings proposed and included for 2022-23 (£45.793m over the MTFS period).
- Government funding rollover into 2023-24, including Settlement Funding (RSG, business rates), Rural Services Delivery Grant, Social Care Grant, Better Care Fund / improved Better Care Fund, Public Health Grant and [critically] the one-off 2022-23 “Services Grant”.
- Cost pressures for 2023-24 including:
 - 3% for pay inflation in 2023-24 to 2026-27.
 - Non-pay inflation in line with contractual rates or CPI forecasts where appropriate totalling £12.8m in 2023-24.
 - Demographic growth pressures for Adults, Childrens, Waste totalling £21.2m in 2023-24.
 - The High Needs Block overspend and brought forward DSG deficit position can continue to be treated in line with the accounting treatment set out by Government, and as such places no pressure on the “core” Council budget.
 - Assumed increases in council tax over the MTFS period of 1.99% for general council tax in all years and 1.00% for the Adult Social Care precept (up to 2025-26).

⁵ <https://www.bbc.co.uk/news/uk-politics-62917548>

4.2. A number of these assumptions now need to be revisited as described more fully in section 9 of this report. The gap based on these assumptions reflected:

Table 3: Updated Medium Term Financial Strategy 2023-24 to 2026-27

	2023-24	2024-25	2025-26	2026-27	Total
	£m	£m	£m	£m	£m
<u>Growth Pressures</u>					
Economic and inflationary	22.119	23.016	23.016	23.670	91.821
Legislative requirements	16.225	6.760	-0.200	0.000	22.785
Demand and demographic	21.270	17.050	11.650	11.000	60.970
Policy decisions	36.234	2.821	-1.732	0.124	37.447
Funding decreases	1.833	0.000	0.000	0.000	1.833
<u>Savings and funding increases</u>					
Identified savings	-9.159	-8.200	0.000	0.000	-17.359
Funding increases	-9.936	0.000	0.000	0.000	-9.936
Council tax changes	-18.660	-17.327	-20.104	-15.658	-71.749
Forecast Gap (Surplus)/Deficit	59.927	24.120	12.630	19.137	115.814

4.3. The MTFS includes existing savings to be delivered of £9.159m for 2023-24. These break down as shown in the table below. New proposals set out in this report are in addition to these planned and identified savings.

Table 4: Existing MTFS savings planned for 2022-23 to 2025-26 by Department

	2022-23 £m	2023-24 £m	2024-25 £m	2025-26 £m	2022-26 £m
Adult Social Services	-10.465	-4.175	-5.700	0.000	-20.340
Children's Services	-12.088	-4.900	-2.500	0.000	-19.488
Community and Environmental Services	-3.496	-0.236	0.000	0.000	-3.732
Strategy and Transformation	-0.439	0.102	0.000	0.000	-0.337
Governance	-0.200	0.100	0.000	0.000	-0.100
Finance and Commercial Services	0.134	-0.300	0.000	0.000	-0.166
Finance General	-1.880	0.250	0.000	0.000	-1.630
Savings total	-28.434	-9.159	-8.200	0.000	-45.793

4.4. The forecast gap is kept under continuous review through the Budget process. However, it is not proposed to update the forecast budget pressures from the MTFS position at this point, reflecting the wider uncertainty about local authority finances, the lack of government funding announcements, and the need for

updated forecasts for local income streams including council tax and business rates.

- 4.5. It is nevertheless important to note that as at October 2022, further significant revenue budget pressures are beginning to emerge in relation to items such as energy prices, pay awards, and general inflation which are alongside more “normal” pressures such as the National Living Wage. Further details of these are provided in Section 9. This overall increasing gap position also reflects the fact that fundamentally local authorities continue to face a growing shortfall between funding and service pressures, which is caused in large part by a combination of demographic changes, unfunded burdens, policy decisions, and the needs of vulnerable social care users becoming increasingly complex.

5. Proposals agreed by Cabinet in July 2022

- 5.1. The table below sets out details of the savings proposals considered by Cabinet and agreed for inclusion in Budget planning in July 2022. With the exception of the proposal relating to the Review of Mobile Libraries, the proposals listed in **Table 5** will now be subject to Equality Impact Assessment and public consultation, which will collectively inform Cabinet’s recommendations on the full Budget package in January 2023, and Full Council decision-making on the Budget in February 2023.

Table 5: Detailed Budget savings proposals 2023-24 – Phase 1 (Considered by Cabinet in July 2022)

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
ASS	Connecting Communities: Recognising additional benefits from our existing savings programme. Linked to our existing saving ASC018 and 2223ASS030	-2.360	-0.600	-2.500	-2.000	-7.460
ASS	One-off usage of ASC Reserves	-3.000	3.000	0.000	0.000	0.000
ASS	Working with partners to fully recover the costs of integrated services	-0.200	0.000	0.000	0.000	-0.200
ASS	Expansion of Self Directed Support. Recognising additional benefits from our existing savings programme. Linked to our existing saving 2223ASS034	-0.300	0.000	0.000	0.000	-0.300
ASS	Double up care reviews. Recognising additional benefits from our existing savings programme. Linked to our existing saving 2223ASS038	-0.600	0.000	0.000	0.000	-0.600
CS	Expansion of CHS007: Inclusion (Home to School Transport) – extension of existing activity focussed on providing education more locally, supporting inclusion, supporting independent travel where that is right for the child, and commissioning transport most efficiently.	-0.935	0.000	0.000	0.000	-0.935
CS	Expansion of CHS002: Alternatives to care (New Roads)	-1.000	0.000	0.000	0.000	-1.000
CS	Withdrawing from Professional Development Centre (PDC) building	-1.250	1.250	0.000	0.000	0.000
CES	Business Rates Pool – forecast income over £2m	-0.600	0.000	0.600	0.000	0.000
CES	Review charges for events on the Highway	-0.075	0.000	0.000	0.000	-0.075

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CES	Reducing weedkilling on highway network to a single treatment	-0.130	0.000	0.000	0.000	-0.130
CES	Flood Prevention Funding – capitalise relevant activity previously funded from revenue budgets	-0.120	0.000	0.000	0.000	-0.120
CES	Civil Parking Enforcement – future back office efficiencies	-0.100	0.000	0.000	0.000	-0.100
CES	Strategic salt storage facility at Ketteringham Depot	-0.045	0.000	0.000	0.000	-0.045
CES	Waste reduction initiatives: reduced funding	-0.050	0.000	0.000	0.000	-0.050
CES	Recycling Centres: contract efficiencies	-0.050	0.000	0.000	0.000	-0.050
CES	Closed landfill: capitalise borehole installations	-0.030	0.000	0.000	0.000	-0.030
CES	Roll out of on street parking charges ⁶	-0.200	-0.800	0.000	0.000	-1.000
CES	Winter Maintenance – operational delivery efficiencies	-0.100	0.000	0.000	0.000	-0.100
CES	Review of Norfolk's Mobile Library Service ⁷	-0.200	0.000	0.000	0.000	-0.200
CES	Norfolk Record Office – reduction in opening hours and income generation	-0.022	0.000	0.000	0.000	-0.022
CES	Reduce funding to the Norfolk Windmills trust	-0.020	0.000	0.000	0.000	-0.020
CES	Recycling Centres: harmonise summer opening hours at recycling centres	-0.070	0.000	0.000	0.000	-0.070
CES	Recycling Centres: Wednesday closures	-0.200	0.000	0.000	0.000	-0.200
CES	Business Support review	-0.100	0.000	0.000	0.000	-0.100

⁶ Consultation will be undertaken with specific areas impacted prior to any implementation

⁷ The proposal to undertake a review of Norfolk's Mobile Library Service is subject to a consultation:

<https://norfolk.citizenspace.com/consultation/mobilelibraries/>, it is therefore not proposed that it will form part of the budget consultation in October 2022.

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
S&T	Expansion of professional leads: Centralise and control spend on communications. This would include paid staff and non-pay procurement across the organisation	-0.100	0.000	0.000	0.000	-0.100
S&T	Expansion of professional leads: Work with other departments to agree the Council's desired level of activity and overall number of analysts required	-0.100	0.000	0.000	0.000	-0.100
GOV	Increase in Registrars income	-0.050	0.000	0.000	0.000	-0.050
FCS / FG	Repton Property Developments Ltd dividend: Recognise an income budget from Repton Property Developments Ltd following successful commercial activity. Following the launch of the company and a period of development and growth, Repton is now expected to be in a position to deliver a dividend to the County Council of around £1m in 2023-24 and on an ongoing basis annually.	-1.000	0.000	0.000	0.000	-1.000
		-13.007	2.850	-1.900	-2.000	-14.057

5.2. The following key issues in relation to the proposals set out in **Table 5** (previously identified in July) remain relevant:

- Public consultation has been undertaken over the summer in order to seek the public's views about the proposed saving from a review of mobile library provision. The outcomes of this consultation will inform the redesign of the service and development and total value of any saving to be ultimately proposed to Cabinet in January 2023.
- A number of the other proposals set out in **Table 5** will also require public consultation, (for example, closure on Wednesday of Household Waste Recycling Centres (HWRCs) and reducing hours of the Norfolk Record Office). It was agreed in July that public consultation on these, and all other proposals (with the exception of mobile libraries), should be undertaken in October, alongside the consultation on the additional savings proposals brought forward for consideration by Cabinet in this report.
- The saving proposal relating to withdrawing from the Professional Development Centre (PDC) reflects the fact that Children's Services has conducted a review of its property portfolio and the analysis from that work has determined that the functions currently delivered at the Professional Development Centre could, in future, be delivered from alternate locations and, as such, the site can be released from its current use. The saving equates to the assumed capital receipt from the disposal of the site. A one-off revenue saving would only be achieved if (1) the site were declared surplus to requirements by Members following consideration and recommendation by the Corporate Property Steering group, and (2) this receipt were then to be applied to fund transformation activity of an equivalent value.

6. New proposals for Cabinet consideration October 2022

6.1. Work has been undertaken over the summer in order to develop further proposals to contribute to closing the 2023-24 Budget gap. These new proposals total £19.508m and are summarised in the table below.

Table 6: Phase 2 saving proposals summarised by Department

	2023-24 Phase 2 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-11.655	2.000	0.000	0.000	-9.655
Children's Services	-1.773	0.050	0.050	0.000	-1.673
Community and Environmental Services	-2.875	0.916	-0.030	0.000	-1.989
Strategy and Transformation	-0.050	0.050	0.000	0.000	0.000
Governance	-0.025	0.000	0.000	0.000	-0.025
Finance and Commercial Services / Finance General	-3.130	0.000	0.000	0.000	-3.130
	-19.508	3.016	0.020	0.000	-16.472

6.2. The following table provides further details of these proposals which are recommended for inclusion in the 2023-24 Budget planning, subject to the outcomes of EQIA and public consultation, which will collectively inform Cabinet's recommendations on the full Budget package in January 2023, and Full Council decision-making on the Budget in February 2023.

Table 7: Detailed Budget savings proposals 2023-24 – Phase 2 (For consideration by Cabinet in October 2022)

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
ASS	One-off usage of ASC Reserves: Additional one-off usage of ASC Reserves (reprioritisation).	-2.000	2.000	0.000	0.000	0.000
ASS	Reduction in staff travel costs: Post pandemic, staff travel has not returned to the level seen in previous years. This proposal reflects the changing pattern of spend.	-0.300	0.000	0.000	0.000	-0.300
ASS	Review of budget assumptions: Removal of cost pressures previously assumed in the Adult Social Care budget which are no longer expected to be required.	-2.000	0.000	0.000	0.000	-2.000
ASS	Review of budget assumptions: Reprioritised Better Care Fund (BCF) and Improved Better Care Fund (iBCF) investment.	-1.855	0.000	0.000	0.000	-1.855
ASS	Review of service levels and demand post pandemic: Targeted interventions relating to the Adult and Older Care Budgets – getting it right first time.	-3.000	0.000	0.000	0.000	-3.000
ASS	Transformation of Physical Disabilities Services: Delivering improved choice and independent outcomes for people with a Physical Disability.	-1.500	0.000	0.000	0.000	-1.500
ASS	Review of budget assumptions: Utilising alternative funding sources to maintain ASC Prevention Services	-1.000	0.000	0.000	0.000	-1.000
CS	Review of service levels and demand post pandemic: Not restarting activities where there is no longer demand nor economic viability.	-0.016	0.000	0.000	0.000	-0.016

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CS	Changes in ways of working post pandemic: Reduction in the Early Years Training Budget as a result of the move towards a digital training offer.	-0.200	0.000	0.000	0.000	-0.200
CS	Contract efficiencies: Efficiency savings through reducing management roles and one-off inflationary savings	-0.156	0.050	0.050	0.000	-0.056
CS	Review of budget assumptions: Additional Supporting Families base funding offsetting the need for NCC funding for Family Support teams.	-0.476	0.000	0.000	0.000	-0.476
CS	Review of budget assumptions: Additional Supporting Families income due to ongoing successful outcomes resulting in maximum performance by results income.	-0.235	0.000	0.000	0.000	-0.235
CS	Review of budget assumptions: Review of mainstream Post 16 transport policy and subsidies.	-0.100	0.000	0.000	0.000	-0.100
CS	Review of legal costs: Ensuring the right level of external legal expertise is utilised	-0.050	0.000	0.000	0.000	-0.050
CS	Review of service levels and demand post pandemic: Right sizing of the Early Years Sustainability Fund to reflect the level of demand seen in recent years	-0.100	0.000	0.000	0.000	-0.100
CS	Revision to NPLaw Model: Alternative arrangement expected to deliver savings for Children's Services	-0.200	0.000	0.000	0.000	-0.200
CS	Withdrawing from the PDC Building: Revenue implications	-0.100	0.000	0.000	0.000	-0.100
CS	Review of all Children's Services grants: Review to determine grants which can be ceased or reduced	-0.140	0.000	0.000	0.000	-0.140

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CES	Budget reduction: Reduction of Arts Projects Grants and reduction in the Strategic Fund	-0.010	0.000	0.000	0.000	-0.010
CES	One-off usage of CES Reserves	-1.000	1.000	0.000	0.000	0.000
CES	Restructure of the Museums Service ⁸	-0.157	-0.094	-0.030	0.000	-0.281
CES	Review of budget assumptions: Removal of growth and cost pressures previously assumed in the Community and Environmental Services budget which are no longer expected to be required.	-1.211	0.000	0.000	0.000	-1.211
CES	Review of fees and charges: Review of fees and charges across Highways and Waste budgets to ensure charging is at the right level and introduce new charges in line with other local authorities where appropriate.	-0.290	0.000	0.000	0.000	-0.290
CES	Review of Highways and Waste budgets: Reviewing service levels, budget requirements and demand, contract efficiencies, capitalisation and deletion of vacant posts.	-0.207	0.010	0.000	0.000	-0.197
S&T	One-off usage of S&T Reserves	-0.050	0.050	0.000	0.000	0.000
GOV	Increase in Registrars' Income	-0.025	0.000	0.000	0.000	-0.025
FCS/FG	Review of budget assumptions: Additional dividend income expected from ESPO.	-0.180	0.000	0.000	0.000	-0.180
FCS/FG	Review of budget assumptions: Additional Norse rebate income expected.	-0.450	0.000	0.000	0.000	-0.450

⁸ Proposal to deliver efficiencies within the service, this does not relate to changes in the level or type of services provided.

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
FCS/FG	Review of budget assumptions: Review of pension pressures previously assumed in the budget which are no longer expected to be required.	-2.000	0.000	0.000	0.000	-2.000
FCS/FG	Review of budget assumptions: Review of Treasury Management budgets to reflect higher interest rates achieved on investment and treasury management activity.	-0.500	0.000	0.000	0.000	-0.500
		-19.508	3.016	0.020	0.000	-16.472

6.3. The total new savings identified to date as part of the 2023-24 Budget process are £32.515m as shown in the table below. This reflects the combined proposals from Phase 1 (July) and Phase 2 (October) but **does not incorporate any proposals from the Strategic Review at this point.**

Table 8: Total new saving proposals summarised by Department as at October 2022

	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-18.115	4.400	-2.500	-2.000	-18.215
Children's Services	-4.958	1.300	0.050	0.000	-3.608
Community and Environmental Services	-4.987	0.116	0.570	0.000	-4.301
Strategy and Transformation	-0.250	0.050	0.000	0.000	-0.200
Governance	-0.075	0.000	0.000	0.000	-0.075
Finance and Commercial Services / Finance General	-4.130	0.000	0.000	0.000	-4.130
	-32.515	5.866	-1.880	-2.000	-30.529

6.4. All proposals will be subject to consultation and further validation work to ensure that they are fully robust and deliverable prior to being included in the Budget presented to Full Council for consideration in February 2023. At this stage, the following proposals have been identified as requiring specific public consultation:

- Norfolk Record Office - reduction in opening hours and income generation
- Recycling Centres: harmonise summer opening hours at recycling centres
- Recycling Centres: Wednesday closures
- Reducing weedkilling on highway network to a single treatment
- Review of budget assumptions: Review of mainstream Post 16 transport policy and subsidies.

6.5. For the avoidance of doubt, no final decisions on the implementation of proposals will be made until February 2023 when the County Council considers the Cabinet's proposed Budget for 2023-24, including the findings of public consultation and equality impact assessments.

7. Council tax and Adult Social Care precept

- 7.1. As set out above, the MTFS approved by Full Council in February 2022 assumes a council tax increase of 2.99% (1.99% general council tax and 1.00% Adult Social Care precept). At the Spending Review 2021, the Government announced that it intended to set the referendum thresholds for 2022-23 to 2024-25 for core council tax at 2%, and offer further flexibility to raise the Adult Social Care (ASC) precept by 1% in each year. However the referendum threshold is formally reviewed and set annually and the Government has not at this stage confirmed the referendum threshold for 2023-24.
- 7.2. In this context it also remains the case that Government's approach to the funding of local authorities in recent years has been predicated on an assumption that councils will increase council tax by the referendum limit, and that average levels of tax base growth will be experienced. This broad expectation for councils to absorb their own growth pressures has been reiterated in the Plan for Health and Social Care. A decision to increase council tax by less than the referendum threshold therefore results in the Council having lower levels of funding than Government would expect.
- 7.3. If the threshold were anything other than 3%, every 1% change in council tax would equate to approximately £4.7m of additional income (reduced gap) or pressure (increased gap). If Government allows a council tax increase above this level, after reviewing the currently available information, **the Section 151 Officer anticipates recommending that Members agree the maximum council tax increase available within the referendum threshold and that this would be a key element of setting a balanced 2023-24 Budget and establishing a robust MTFS position.** The level of council tax will therefore be a key part of the 2023-24 Budget setting discussions, and this report recommends that Cabinet seek to retain maximum flexibility by undertaking public consultation on the full range of options available for 2023-24, once these are known.
- 7.4. The anticipated pressures and risks within the current budget planning position are significant, and unless these are mitigated by additional savings or material new government funding, the Executive Director of Finance and Commercial Services considers that the Council will have very limited opportunity to vary these assumptions. In the event that the Government offered the discretion for larger increases in council tax, or further increases in the Adult Social Care precept, this would be the recommendation of the Section 151 Officer in order to ensure that the council's financial position remains robust and sustainable. This judgement reflects:
- the level of emerging service pressures balanced against the quantum of saving proposals identified to date, and the difficulties experienced in identifying sustainable ongoing savings within some demand-led services;
 - the monitoring position in the current year, 2022-23;

- consideration of the robustness of the Council's overall 2023-24 budget;
- the risks for the longer term financial position, and in particular the need to ensure that a resilient budget can be set in future years,
- the reliance on one-off measures to support both the current year 2022-23 Budget and in the emerging 2023-24 Budget which will need to be addressed over the MTFS.
- the considerable remaining uncertainty around risks, funding and cost pressures in 2023-24 and beyond.

7.5. The precise final level of any change in council tax remains a matter for Full Council based on the recommendation of Cabinet and as such will be confirmed in February 2023 as part of the annual Member decision making process on the Budget.

8. Impact of the Proposals

8.1. This paper sets out details of progress in the Council's Budget planning process for 2023-24 and in particular includes further saving proposals which are expected to form part of the Council's 2023-24 Budget, subject to consideration of the outcomes of public consultation and EQIA, which this report will initiate. The proposals in this report take into account the fact that significant risks and uncertainties remain. The proposals in this report are therefore intended to:

- provide a robust basis for budget planning and a significant contribution towards closing the budget gap forecast for 2023-24;
- set the context for public consultation on and equality impact assessments of the 2023-24 Budget proposals;
- provide an opportunity for Cabinet to comment on and provide guidance about the departmental saving proposals and emerging pressures;
- provide Cabinet with the latest details about the continuing significant uncertainty around local authority funding (including funding reform);
- provide an update on the risks identified to date for the 2023-24 budget process; and
- determine the next steps which will ultimately contribute to the Council setting a balanced budget for 2023-24.

9. Risks to Budget and MTFS position

9.1. Since the development of the 2022-23 Budget and MTFS in February 2022, a number of further significant risks have emerged which will impact upon both the 2022-23 budget position and increase the £60m gap identified for 2023-24. At this point, these have **not** been reflected within Departmental service targets for 2023-24 as they remain subject to significant uncertainty.

9.2. Key risks include:

- **2022-23 forecast outturn** – The monitoring position for 2022-23, reported elsewhere on this agenda, currently indicates an overall overspend of

£4.735m as at August 2022, period 5. This includes an underlying overspend of £5m within Children's Services budgets and is prior to the impact of any 2022-23 pay award. The extent to which planned 2022-23 savings are delivered, overspends can be mitigated in a sustainable ongoing manner, and a balanced outturn overall for 2022-23 achieved, will have a material impact on the level of gap that ultimately needs to be addressed for the 2023-24 Budget.

- **Inflation (pay)** – The employers' latest pay offer for 2022-23 is a flat rate £1,925 increase for all employees. This is now assumed to be the minimum outcome and represents a pressure over and above the 3% provided for at the time of setting the 2022-23 Budget. The pressure from the 2022-23 pay offer is estimated as at least £7.600m and represents both an in-year (2022-23) issue and an additional pressure to be addressed in 2023-24 Budget setting. The extent to which the pressure over the 3% allowed can be absorbed in 2022-23 within existing service budgets will need to be considered as the year progresses and further monitoring information is available. There is in addition very significant uncertainty about the adequacy of assumptions about pay increases for 2023-24 onwards (currently 3% assumed), which appear potentially insufficient in the context of the wider inflationary pressures being experienced. Every 1% increase in pay inflation assumed equates to a further cost pressure of approximately £3.000m.
- **Inflation (non-pay)** – The adequacy of assumptions about inflation in the MTFS position need to be re-examined. Inflation in 2022-23 is significantly above the level assumed at the time of Budget setting and forecasts for 2023-24 are in some cases now as high as 18%. This will particularly impact on energy and fuel budgets, but will have wider implications across a number of budget lines, particularly where contracts are pegged to specific rates (i.e. CPI/RPI at a particular date). Detailed work over the autumn will provide greater clarity about the scale of these pressures but they will contribute to an increase in the 2023-24 gap.
- **Adult Social Care reform** – As part of the national reform of Adult Social Care, Government committed to invest funding of £5.4bn over the period of 2022-25. The majority of this funding is attached to new/amended requirements on Local Authorities, and as such, there is significant uncertainty around the sufficiency of this funding and its distribution. There are two financially material aspects of the proposed reforms. The first relates to the changing of the policy in regards to what a person may be assessed to contribute towards their care costs. This is proposed to change from October 2023 and the Government is currently consulting on the distribution methodology for the 2023-24 funding associated with this change. Initial forecasts indicate that this could result in a funding allocation in the range of £15-17m, and work is underway to assess the extent to which this will cover this change locally. The second aspect relates to the care market and a requirement to undertake a Fair Cost of Care (FCoC) exercise with the production of an interlinked Market Sustainability Plan. Government have not announced the local funding distribution to implement this change, with the funding to be distributed as part of the

wider Local Government Financial Settlement. Much like the charging policy changes, the assumptions used to build the national funding levels announced relating to FCoC have been questioned by those representing the sector. We continue to work with Government to understand the full implications and at this time, as it does for most Local Authorities, it still remains a significant uncertainty in our budget planning.

- **Dedicated Schools Grant deficit recovery** – The Council is engaged in negotiations with the DfE as part of the Government’s “Safety Valve” programme. The aim of this process is to agree a DSG deficit recovery plan to eliminate the historic DSG deficit and ultimately to bring the in-year DSG budget into balance. If successfully agreed, the DfE will make a material financial contribution to addressing the deficit, but a contribution within the Council’s revenue budget over the term of the MTFS is also likely to be required. This would potentially have implications for the 2023-24 gap and / or the availability of other mitigating options to support a balanced Budget being agreed.
- **Government funding announcements and associated assumptions** –
 - The MTFS has made assumptions about the continuation of certain elements of the 2022-23 funding settlement, including in particular that there will be a repeat of the “one-off” 2022-23 Services Grant allocation of £10.687m. If this allocation is not maintained in the 2023-24 settlement, it will further increase the 2023-24 gap position.
 - There remains significant uncertainty about the Fair Funding Review (and more generally) the 2023-24 settlement as described elsewhere in this report. A consultation on the Fair Funding Review was expected “shortly” but has been repeatedly delayed and is likely to be dependent on the new Government’s priorities. Given the restrictions of the parliamentary timetable, Spending Review timescales and the significant impacts that implementation Fair Funding could have across the local government sector, it is quite possible that reforms will not be brought forward until 2026-27. Regardless of progress on Fair Funding, it is unlikely that there will be any certainty about the 2023-24 Provisional Settlement until early December at best.
 - There is significant uncertainty around the level of funding and associated cost pressures for social care reform as set out above. It is unclear the extent to which this will cover the new burdens which will accompany the reforms to the system.

9.3. The sensitivity analysis shown in the table below provides an indication of the potential impact of some of these changes on the overall Budget position.

Table 9: Sensitivity analysis 2023-24 Budget

Change	Impact £m
Additional income from scope to raise Adult Social Care Precept by further 1%	-4.700
Potential pressure from 2022-23 savings (assuming 20% non-delivery)	5.700
Potential pressure from 2023-24 planned savings feasibility review (assuming 20% unachievable)	1.800
Potential pressure from change in tax base growth +/-1%	+/-4.700
Approximate ASC pressure from every 1p increase in National Living Wage	+0.270
Impact of varying pay award assumptions +/- 1%	+/-3.000
Energy and fuel inflation 2023-24	+£5.000

9.4. As set out elsewhere in this report, it is not proposed to amend the budget gap targets at this stage. **It remains critical that further robust, achievable, and recurring saving proposals are brought forward in order to deliver the originally identified target of £60m.** However, although an extremely high level of uncertainty remains, based on the currently available information it is anticipated that the additional pressures emerging (i.e. over and above the existing £60.000m gap) can be mitigated through a range of measures including improved business rates income, the MRP (Minimum Revenue Provision) budget requirement, options for the application of capital receipts, and other corporate finance options. These are all being explored and will be deployed to the fullest extent possible to support the Council in setting a balanced Budget for 2023-24. Additional certainty will be provided when Government publishes details of 2023-24 funding.

10. Robustness of the Budget and compliance with the Financial Management Code

10.1. The Executive Director of Finance and Commercial Services is required by section 114 of the Local Government Finance Act 1988 to report to Members if it appears that the expenditure the authority proposes to incur in a financial year is likely to exceed the resources available to it to meet that expenditure. In addition, duties under section 25 of the Local Government Act 2003 establish a requirement to report on the robustness of the estimates made for the purposes of the calculation of the precept (and therefore in agreeing the County Council's budget).

10.2. As a result, these duties require a professional judgement to be made by the Executive Director of Finance and Commercial Services as the officer ultimately responsible for the authority's finances. The Executive Director takes

a view of the robustness of the Council's budget across the whole period covered by the Medium Term Financial Strategy and this will be fully reported to Members as part of the budget setting process in February 2023.

10.3. At this stage of the budget setting process, and with reference to the new saving proposals developed for 2023-24 and set out in this report, the initial assessment by the Executive Director of Finance and Commercial Services in relation to this duty is that it will be possible to propose a balanced budget for 2023-24, but that further recurrent savings proposals need to be developed to achieve this, and significant uncertainties remain to be addressed through the remainder of the Budget process. This reflects the following key considerations and assumptions:

- The new savings proposals developed to date for 2023-24 establish a solid foundation for the development of a robust budget, but a number of key risks remain and the ability to identify savings is becoming increasingly challenging.
- The current monitoring position for 2022-23 indicates an overspend outturn position, although work is underway to achieve a balanced position by the end of the financial year.
- Forecasts from District Councils for locally retained income from council tax (the tax base and collection fund position) and business rates have not yet been received.
- Contingent on the details of the Local Government Finance Settlement and without additional deliverable, recurrent savings, the Executive Director of Finance and Commercial Services expects to recommend that a sustainable Medium Term Financial Strategy will require an increase in line with the maximum referendum threshold for council tax and the Adult Social Care precept.
- Significant risks remain around the scale of the likely gap for 2024-25 and future years, subject to the level of one-off options required to balance the 2023-24 budget.
- The assessment of the robustness of the Budget remains highly sensitive to the detail of Government decisions about funding to be made at any fiscal events through the remainder of the year and also the Local Government Finance Settlement for 2023-24, expected in December 2022.

10.4. In addition, the judgement takes into account the fact that work is underway to quantify and validate significant emerging pressures which will need to be included in the final Budget proposals in February 2023 where they are shown to be appropriate and unavoidable. Details of some of these pressures and risks are set out in the preceding section of the report.

10.5. Taking the above into account, the Executive Director of Finance and Commercial Services' current advice is that the Council needs to continue to develop the 2023-24 Budget in a way which offers flexibility to respond to changes in the wider environment and operating context. This includes a further process to identify deliverable recurrent savings for 2023-24 to meet the

original target of £60.000m set out in April 2022. This will need to be undertaken in November / December and reported to Cabinet in January 2023. The overall Budget position will be kept under review as budget planning continues through the remainder of the year. As part of setting the 2023-24 Budget, the Executive Director of Finance and Commercial Services will also consider the adequacy of the overall General Fund balance, the need for a general contingency amount within the revenue budget, uncertainty about Government funding, other areas of risk including the wider economic climate, and the Council's wider value for money position.

- 10.6. As in previous years, the 2023-24 Budget needs to be prepared with reference to the Financial Management Code (the FM Code) published by the Chartered Institute of Public Finance and Accountancy (CIPFA). The FM Code provides guidance about the principles of good and sustainable financial management, and requires authorities to demonstrate that processes are in place which satisfy these principles. It identifies risks to financial sustainability and sets out details of a framework of assurance which reflects existing successful practices across the sector. In addition, the Code establishes explicit standards of financial management, and highlights that compliance with these is the collective responsibility of elected members, the chief finance officer and the wider Corporate Board. Further details of how the Council considers it achieves compliance with the FM Code will be set out in the February Cabinet Budget report.

11. Next steps and approach to addressing the remaining gap

- 11.1. The overarching timetable for 2023-24 as agreed by Cabinet in April is reproduced at Appendix 1 of this report. This has been updated to reflect the fact that the Council will be undertaking further rounds of Budget Challenge in December to enable and inform a full suite of budget proposals to be presented to Cabinet in January 2023.
- 11.2. If the proposals identified in this report, totalling £32.515m, are incorporated into the budget planning process, there remains a forecast gap of approximately £27m to be addressed. Further measures to contribute to the development of a balanced budget for 2023-24 are expected to be brought forward under the following key areas:
- Strategic Review proposals, as outlined in the separate report to this Cabinet meeting, will be incorporated into Budget planning when they are fully developed – For 2023-24, these additional budget proposals are being developed in parallel to the more usual budget-setting process as part of the Strategic Review of the organisation. Proposals arising from the Strategic Review will ultimately be incorporated into the final Budget in January 2023 for Cabinet to consider and recommend to Full Council for the February Budget meeting.
 - Services examining the impact of changes including Children's Social Care reform and Adult Social Care reform for any opportunities

- Government funding announcements including the Local Government Finance Settlement and council tax referendum thresholds for 2023-24
- Corporate finance options – including the flexible use of capital receipts
- Fourth round of Budget Challenge in December 2022, to provide an opportunity to review additional specific savings proposals brought forward by services.

11.3. In the event that the next phases of the budget process fail to yield the required level of (ongoing) savings proposals, then through the autumn and winter further work will be necessary to enable the preparation of a balanced budget. This would require a range of activities including, but not limited to, the following:

- Identification of significant capital receipts that can be used to fund transformation work and/or reduce borrowing costs.
- A material reduction in the future capital programme.
- A review of all non-essential expenditure.

11.4. The Government has not yet confirmed the council tax referendum principles for 2023-24, including whether there will be a continuation of the adult social care (ASC) precept beyond 2022-23. The Council's current planning assumes a council tax increase of 2.99% including 1% for the ASC precept. Government will confirm the council tax referendum principles alongside the Local Government Finance Settlement, taking into account cost pressures and the overall Local Government funding package later in the year. In the event that Government allows increased flexibility to raise council tax for 2023-24 it is likely that this would be the recommendation of the Section 151 officer to support the delivery of a robust and sustainable budget.

12. Proposed consultation process for 2023-24 budget

12.1. The Medium Term Financial Strategy for 2023-24 agreed in February 2022 assumed that core council tax will increase overall by 1.99%, and that the Adult Social Care precept will be increased by 1% (these referendum thresholds have not yet been confirmed for 2023-24). The report also set out that if the referendum threshold were increased in the period 2023-24 to 2025-26 to above 1.99%, or any further discretion were offered to increase the Adult Social Care precept (or similar), then it is likely that the Section 151 Officer would recommend the council take full advantage of any flexibility in view of the council's overall financial position.

12.2. The Government has not yet announced the referendum thresholds for 2023-24 onwards. These may be confirmed either within any technical consultation on local government funding, at a fiscal event (Budget or Spending Review), or as part of the Provisional Settlement. Government has historically assumed that councils will raise the maximum council tax available to them. In light of the overall financial position and pressures facing the Council, it is proposed to consult the public to understand views about a range of potential

council tax and adult social care increases including 2.99% (as per MTFS assumptions) and to cover the full range of council tax options available, in order to support Member decision making in February 2023. It should be noted that the level of council tax is a decision for Full Council each year; it is therefore prudent to consult on the full range of available options to inform Member decision-making. As in previous years we are inviting comments on the level of council tax through our consultation hub on Citizen Space.

- 12.3. We will publish our budget consultation, including details of all new saving proposals for 2023-24 on the Council's online consultation hub, Citizen Space. We will produce large print, downloadable and easy read versions as standard and make any consultation documents available in other formats on request.
- 12.4. As well as alerting key stakeholders to the consultation, we will promote opportunities for people to have their say on budget proposals and council tax through news releases, online publications and social media. We will also be sharing our consultation with members of the Norfolk Residents' Panel and inviting parish councils to a webinar where they can find out more about our proposals and invite them to provide feedback.
- 12.5. Our consultation will take place in the autumn. Consultation feedback on both budget proposals and council tax will be available for Cabinet in January 2023 and Full Council in February 2023. We will make extra effort to find out the views of people who may be affected by our proposals, including people with protected characteristics.
- 12.6. We will also report on the findings of the equality impact assessments we are undertaking. For information about this please see Section 18.

13. Evidence and Reasons for Decision

- 13.1. After more than ten years of savings identification and delivery, and in the face of both continuing significant financial pressures and Government plans for funding reform, it is essential that the Council has a robust approach to budget setting and the identification of saving proposals. Simultaneously, it is critical to continue to engage with Government, MPs and other stakeholders to campaign for adequate and sustainable funding for Norfolk to enable the delivery of vital services to residents, businesses and visitors. In the context of funding reform, it will be even more imperative than it has been in previous years that Government issue guidance on the direction of travel for reform, financial planning assumptions, and indicative funding allocations for 2023-24, as soon as possible.
- 13.2. In view of the size of the gap forecast for 2023-24, there is a significant risk that the Council will be obliged to consider reductions in service levels. As such it was important for the process of developing savings proposals to have been undertaken as soon as possible to support robust engagement and public

consultation. The Council's planning within the MTFS forecast is based on the position agreed in February 2022 and it is important to note that this will be kept under review throughout the 2023-24 Budget setting process, particularly in the event that further information about funding or cost pressures becomes available. The proposals in this report do not close the entire budget gap faced by the Council for 2023-24, but they do establish a robust foundation for the Council to build on in order to develop a deliverable and balanced Budget for 2023-24.

14. Alternative Options

14.1. This report forms part of the framework for developing detailed saving proposals for 2023-24 and at this stage no proposals have been agreed, meaning that a range of alternative options remain open. Cabinet has the opportunity to comment on the proposals now, and will have further scope to consider them (informed by public consultation and EQIA) when making final Budget recommendations to Full Council in January 2023 (for the Full Council meeting in February 2023).

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

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

14.3. The planning context for the Council will be updated if further information becomes available. Final decisions about the overall shape of the 2023-24 Budget, savings, and council tax will not be made until Full Council in February 2023, when they will be informed by Local Government Finance Settlement figures, forecasts supplied by District Councils, and the findings of EQIA and public consultation activity.

14.4. The deliverability of all saving proposals will continue to be kept under review by the Section 151 Officer as further detailed implementation plans are developed and up until final budget setting proposals are presented to Cabinet in January 2023.

15. Financial Implications

15.1. Financial implications are discussed throughout this report, which sets out the proposed savings which have been identified by each department to contribute to closing the 2023-24 and future year budget gap, subject to formal

approval by Full Council in February 2023. It should be noted that even if all the proposals detailed in this report were to be approved, the scale of the gap is such that services will be required to identify further very significant savings to be delivered against current budget levels. However simultaneously it appears to be increasingly difficult to identify savings within statutory demand led services, and this represents a major challenge. The scope to achieve savings at the level required may also be limited by a range of factors including the impact of the cost of living and the energy crisis on cost pressures, service delivery expectations, existing saving programmes, and the legacy of COVID-19.

- 15.2. The Council is legally required to set a balanced Budget annually and should plan to achieve this using a prudent set of assumptions. However, as previously set out, Members could choose to vary the allocation of indicative targets between Directorates, establish an alternative approach to identifying savings, or substitute proposals brought forward. Work to deliver additional Government funding could also have an impact on the overall budget gap to be addressed. As a result, the budget setting process and savings targets will continue to be kept under review as budget planning progresses.
- 15.3. The scale of the budget gap and savings required are such that if the Council is required to deliver savings at this level there is a risk that this could result in the Council failing to fulfil its statutory responsibilities. As such the Government's response and decisions about Council funding in 2023-24 will be hugely significant. Any changes in Government funding could have a material impact on both the level of savings to be identified, and the Council's wider budget process. Government has hitherto failed to deliver the comprehensive adjustment needed in terms of the recognition of the importance and costs of providing social care, and to adequately fund local authorities to provide these and other vital services. Fundamentally there is a need for a larger quantum of funding to be provided to local government to deliver a sustainable level of funding for future years.
- 15.4. Major uncertainty remains about the prospects for funding reform. There is a risk that this could see resources shifted away from shire counties, in which event the Council's forecast 2023-24 gap could increase. At this point, Government has not confirmed details of the proposed approach or timescales for consultation on funding reform, although there are indications that this will not be taken forward in a way which delivers substantial funding changes and may not happen until 2026-27 at the earliest. The 2023-24 MTFS position also assumes that approximately £12m of funding will be rolled forward from the one-off 2022-23 Services Grant and New Homes Bonus. These assumptions remain to be confirmed and should be considered a key area of risk.
- 15.5. As a result of the above, the budget setting process and savings targets will be kept under review as budget planning progresses. In the event that

additional budget pressures for 2023-24 emerge through budget planning, there may be a requirement to revisit the indicative saving targets.

16. Resource Implications

- 16.1. **Staff:** There are no direct implications arising from this report although it is likely that staffing implications may be linked to specific saving proposals as they are developed. These will be identified as they arise later in the budget planning process.
- 16.2. **Property:** The report includes a proposal related to declaring surplus and ultimately disposing of the PDC site. Services currently delivered from the PDC will need to be relocated and delivered from an alternative site within the County Council's property estate. There are no other direct property implications arising from this report although existing saving plans include activities linked to property budgets and assumptions around capital receipts to be achieved.
- 16.3. **IT:** There are no direct IT implications arising from this report although existing saving plans include activities linked to IMT budgets. In addition, activities planned within Business Transformation will include further work to deliver savings through activity related to digital and IT initiatives.

17. Other Implications

- 17.1. **Legal Implications:** This report is part of a process that will enable the Council to set a balanced budget for 2023-24 in line with statutory requirements, including those relating to setting council tax, and undertaking public consultation.
- 17.2. **Human Rights implications:** No specific human rights implications have been identified.
- 17.3. **Equality Impact Assessment (EqIA) (this must be included):** See section 18 below.
- 17.4. **Data Protection Impact Assessments (DPIA):** N/a
- 17.5. **Health and Safety implications (where appropriate):** N/a
- 17.6. **Sustainability implications (where appropriate):** There are no direct sustainability implications arising from this report although existing 2022-23 budget plans include funding for activities which may have an impact on the environmental sustainability of the County Council through the delivery of the Environmental Policy. These issues were considered in more detail within the February budget report to Full Council. Further details are set out in the *Net Zero and Natural Norfolk Progress Update* previously considered by Cabinet. Sustainability issues and any associated financial implications in relation to

either new 2023-24 proposals, or activities developed during 2022-23, will need to be fully considered once such initiatives are finalised, and ultimately as part of budget setting in February 2023.

- 17.7. **Any other implications:** Significant issues, risks, assumptions and implications have been set out throughout the report.

18. Equality Impact Assessment (EqIA)

Introduction

- 18.1. Local authorities are required by the Equality Act 2010 to give 'due regard to equality' when exercising public functions, such as setting the annual budget.⁹
- 18.2. Many local authorities summarise their efforts to give 'due regard to equality' in a document called an '**equality impact assessment**' – because this is an accessible way to analyse and evidence the different ways a proposal might impact on people with protected characteristics.
- 18.3. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- 18.4. It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, giving 'due regard to equality' enables informed decisions to be made that take every opportunity to minimise disadvantage.

How the Council gives due regard to equality on the budget saving proposals

- 18.5. Due regard to equality has been given to the saving proposals set out in this report. This includes ensuring that:
- The development of the proposals give consideration to the Equality Act 2010
 - Information about the proposals is accessible
 - Arrangements for public consultation are inclusive and accessible

⁹ The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.
- This is called the 'Public Sector Equality Duty'. [The full Equality Act 2021 is available on legislation.gov.uk](https://www.legislation.gov.uk).

- The proposals are informed by the Council's equality impact assessment of Digital Inclusion and remain live to issues identified during the COVID-19 pandemic, including social isolation and financial hardship.

18.6. Following confirmation (or any changes made) by the Cabinet at this October meeting that the proposals will be taken forward for budget planning for 2023-24, further analysis in the form of equality impact assessments will take place of each proposal, to consider the impact on people with protected characteristics.

18.7. Equality impact assessments cannot be completed until the public consultation is concluded. This is because the Council must ensure that it has fully understood the impact of each proposal on service users, particularly service users with protected characteristics.

18.8. The findings of equality impact assessments will be published for consideration by the Cabinet in the Strategic and Financial Planning 2023-24 report of January 2023, and in advance of the final decision by the Full Council about the overall Budget in February 2023.

19. Risk Implications/Assessment

19.1. A number of significant risks have been identified throughout this report. Risks in respect of the MTFS were also set out within the February 2022 report to Full Council. Uncertainties continue to remain which could have an impact on the overall scale of the budget gap to be addressed in 2023-24. These include:

- The significant impacts of the "cost of living" crisis, exceptional inflationary pressures and the wider impact of the invasion of Ukraine on the economy. All of these have the potential to drive additional cost pressures (either through increased demand for services, or as a result of the increased price of delivering service provision) and may also lead to reductions in overall income due to the wider economic impacts. In particular it is important to note that the MTFS approved by Full Council did not provide for the current extreme levels of inflation which are expected to persist through the remainder of the financial year. These inflationary pressures have the potential to impact on the Council's budget in a range of ways:
 - Pay pressures in excess of the 3% provided for in the Council's planning assumptions.
 - Pressures associated with increase in the National Living Wage, particularly in relation to services contracted by the Council. Within Adult Social Care, every 1p increase in the NLW equates to a pressure of approximately £0.270m. In April 2022 the NLW increased from £8.91 to £9.50, an increase of £0.59 or 6.6%. The

rates for 2023 have not been announced but are likely to be on a similar trajectory.¹⁰

- The Council's forecasts for energy inflation at the time of setting the 2022-23 Budget do not provide for the current spike in energy prices, which is likely to persist in the medium term and result in additional budget pressures.
- The higher rates of general inflation measures (CPI and RPI) will directly impact on the Council's contractual costs which are set with reference to these indicators. Government has indicated that there is limited scope within the existing spending review envelope to address these exceptional inflationary pressures. Forecasts are that inflation will return to the target 2% over the medium term but this implies a permanent increase in the Council's cost base from the current extreme rates (i.e. inflationary pressures are not being taken back out of the system by negative inflation in future).
- Ongoing uncertainty around local government (and wider public sector finances) including:
 - the need for a long term financial settlement for local government. Spending Review announcements in 2021 covered one year only, and as a result there remains high uncertainty about the levels of funding for 2023-24 and beyond. Continuation of the one-off "Services Grant" provided in 2022-23 has not been confirmed, although the Council's budget planning assumes funding will continue at a similar level.
 - It remains of major concern that Government continues to place significant reliance and expectations on locally raised income. If this trend persists, the financial pressures for 2023-24 and beyond may become unsustainable. The Government has not yet announced the council tax referendum limit for 2023-24.
 - There remains a specific risk in relation to longer term reform of local government funding and the planned funding review, in that a failure by the Government to provide adequate resources to fund local authorities could lead to a requirement for further service reductions, particularly where these result in a redistribution between authority types or geographical areas. Changing Government policies around the nature, role, responsibilities and requirements of Local Government may also represent an area of risk, as will changing expectations of the public, taxpayers and service users. The Government has not made any formal announcement about the prospects of funding reform for 2023-24 for some time although recent indications (and the limited time for development and

¹⁰ The Low Pay Commission has commented that: "the Government has set a target for the NLW to reach two thirds of median hourly pay by 2024. While there is higher than normal uncertainty, we estimate the on-course rate for the NLW for 2023 is £10.32 (an 8.6% increase)." https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1065743/The_National_Minimum_Wage_in_2022.pdf

consultation) suggest that this may not be going ahead in any significant way.¹¹

- linked to this are risks around delivery of reforms to local government funding including actions to deliver “Levelling Up”, the funding review, the detailed implications of Adult Social Care reform, reforms to the Business Rates system, and changes to other funding streams including the New Homes Bonus.
- In respect of Adult Social Care reform, the County Councils Network has estimated that Government’s proposed reforms lack sufficient funding for implementation, with a shortfall of nearly £10bn compared to Government estimates.¹²
- Further decisions about Local Government reorganisation and the progress of negotiations related to a County Deal.
- Risks around the Dedicated Schools Grant (DSG) deficit position, for which the statutory override expires in 2023. The County Council is participating in the ‘safety valve’ intervention programme with the DfE in the 2022-23 financial year, which aims to agree a deliverable local package of reforms to the high needs system in order to eliminate the in-year DSG deficit over the short to medium term. This agreement is a pre-requisite in order to access financial support from the DfE to eliminate the historic deficit over the period of the agreement. Agreeing the DSG management plan is therefore a high priority to reduce and mitigate the financial risk associated with the DSG deficit position, but may also have budgetary implications for the Council over the same period.
- Any further impact of COVID-19 on the budget in 2022-23, including in particular:
 - any ongoing cost pressures within service delivery and contracted services which have not currently been provided for;
 - future pressures on income particularly in relation to business rates and council tax; and
 - the implications of any measures implemented by Government to restore the national finances in the medium to longer term.

19.2. The Council’s Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not treated, could have significant financial consequences such as failing to generate income or to realise savings. These corporate risks include:

- RM002 – Income streams
- RM006 – Service Delivery
- RM022b – EU Transition
- RM023 – Changes to demography, funding, and government policy

¹¹ <https://www.lgcplus.com/finance/we-are-providing-enough-money-to-adult-social-care-minister-says-24-05-2022/>

¹² <https://www.countycouncilsnetwork.org.uk/new-analysis-reveals-the-regional-impact-on-local-councils-of-the-governments-flagship-adult-care-reforms/>

- RM031 – NCC Funded Children's Services Overspend
- RM035 – Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets

19.3. Further details of all corporate risks, including those outlined above, can be found in Appendix C of the October 2022 Risk Management report to Cabinet. There is close oversight of the Council's expenditure with monthly financial reports to Cabinet. Any emerging risks arising will continue to be identified and treated as necessary.

The Council is in the process of embedding a new HR and Finance System (myOracle). The successful implementation of this system is a key prerequisite for the 2023-24 Budget in terms of the system supporting delivery of both the budget process itself, and providing mechanisms through which savings and efficiencies are intended to be achieved.

20. Select Committee comments

20.1. Select Committees provided commentary and input to the 2022-23 Budget process during budget development. Where relevant, any comments from that exercise have been incorporated within the budget setting approach for 2023-24.

20.2. In May 2022, Select Committees therefore again had the opportunity to provide their views about the scope for savings and the implications of 2023-24 budget setting for the service areas within their remit. Due to the timing and sequence of meetings, there was no opportunity for Select Committees to offer specific comments on the proposals set out in the July Cabinet report, however Select Committees are being invited to consider all of the detailed proposals for 2023-24 in the round when they meet in November, following Cabinet decisions about the complete package of measure to be consulted on as part of this report. Any further comments from Select Committees will therefore be reported to Cabinet later in the budget setting process in order to inform final budget recommendations to Full Council.

21. Recommendations

21.1. Cabinet is recommended:

- 1. To consider and comment on the County Council's strategy as set out in section 2 and note that the Budget process is aligned to the overall policy and financial framework;**
- 2. To note that fiscal and policy decisions made by the Government in autumn 2022, including any Emergency Budget, may have implications for the County Council's budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2023-**

24 Budget position, which will not be fully known until later in the budget setting process.

- 3. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2023-24 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (section 9).**
- 4. To direct Executive Directors to identify proposals for further recurrent Departmental savings to achieve the original target of £60.000m agreed in April 2022, for consideration by Cabinet in January 2023 and to support final 2023-24 Budget recommendations to Full Council.**
- 5. To note that, taking into account the significant emerging budget pressures for 2023-24, the S151 Officer anticipates recommending that the Council will need to apply the maximum council tax increase available in order to set a sustainable balanced budget for 2023-24;**
- 6. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 10 and the further actions which may be required to set a balanced budget as set out in paragraph 11.3;**
- 7. To consider and agree the proposals as set out in sections 5 and 6 (Table 5 and Table 7) to be taken forward in budget planning for 2023-24, subject to final decisions about the overall Budget in February 2023, noting the level of savings already included from the 2022-23 Budget process (Table 4);**
- 8. To note that proposals are also being developed via the Strategic Review running in parallel with the wider 2023-24 Budget process. Once fully developed, these will be incorporated into the final 2023-24 Budget presented to Cabinet in January 2023.**
- 9. To note that consultation is being undertaken in respect of the proposal relating to the review of the mobile library services and the outcomes of this will be reported to a future meeting of Cabinet;**
- 10. To agree that public consultation (as set out in section 12) and equality impact assessment (as set out in section 18) in relation to all other proposals for the 2023-24 Budget be undertaken as set out in section 12 and asking residents for their views on the level of council tax;**

11. To note that the Head of Paid Service has the delegation to undertake any staff consultation relating to specific proposals as required to inform and support 2023-24 Budget setting decisions in January 2023;
12. To confirm the remaining next steps in the Budget planning process for 2023-24, and the Budget planning timetable (Appendix 1); and
13. To note and thank Select Committees for their input into the Budget development process for 2023-24 in May, and to invite Select Committees to comment further on the detailed proposals set out in this report when they meet in November 2022 (section 20).

22. Background Papers

22.1. Background papers relevant to this report include:

[Norfolk County Council Revenue and Capital Budget 2022-23 to 2025-26, County Council 21/02/2022, agenda item 5](#)

[Norfolk County Council 2022-23 Budget Book](#)

[Strategic and financial planning 2023-24, Cabinet, 04/07/2022, agenda item 17](#)

[Finance Monitoring 2021-22 Report Outturn, Cabinet, 06/06/2022, agenda item 14](#)

Finance Monitoring Report 2022-23 P5: August 2022, Cabinet, 03/10/2022 (on this agenda)

Risk Management, Cabinet, 03/10/2022, (on this agenda)

Strategic Review Update, Cabinet, 03/10/2022 (on this agenda)

Strategic and Financial Planning reports considered by Select Committees in May 2022 as follows:

- [Corporate Select Committee, 23/05/2022](#)
- [Infrastructure and Development Select Committee, 25/05/2022](#)
- [People and Communities Select Committee, 27/05/2022](#)

Officer Contact

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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.

Appendix 1: Budget setting timetable 2023-24

2023-24 Proposed	Time frame
Cabinet review of the financial planning position for 2023-27 – including formal allocation of targets	4 April 2022
Scrutiny Committee	20 April 2022
Select Committee input to development of 2023-24 Budget – strategy	w/c 23 May 2022
Review of budget pressures and development of budget strategy and detailed savings proposals 2023-27 incorporating: <ul style="list-style-type: none"> Budget Challenge 1 (May) Budget Challenge 2 (July) Budget Challenge 3 (September) Budget Challenge 4 (December) 	April to December 2022
Cabinet agree strategic budget approach and any initial proposals for summer consultation	4 July 2022
Scrutiny Committee	20 July 2022
Summer consultation activity	22 July to 21 September 2022
Cabinet approve final proposals for public consultation	3 October 2022
Scrutiny Committee	19 October 2022
Public consultation on 2023-24 Budget proposals, council tax and adult social care precept	20 October to 15 December 2022
Select Committee input to development of 2023-24 Budget – comments on specific proposals	w/c 14 November 2022
<i>Government Autumn Budget</i>	<i>TBC September / October 2022</i>
<i>Provisional Local Government Finance Settlement announced including provisional council tax and precept arrangements (outcomes of Fair Funding Review?)</i>	<i>TBC December 2022</i>
Cabinet considers outcomes of service and financial planning, EQIA and consultation feedback and agrees revenue budget and capital programme recommendations to County Council	30 January 2023
Confirmation of District Council tax base and Business Rate forecasts	31 January 2023
<i>Final Local Government Finance Settlement</i>	<i>TBC January / February 2023</i>
Scrutiny Committee 2023-24 Budget scrutiny	15 February 2023
County Council agrees Medium Term Financial Strategy 2023-24 to 2026-27, revenue budget, capital programme and level of council tax for 2023-24	21 February 2023

Assumed Government activity and timescales – Budget process will be informed through the year by Government announcements on the Local Government Settlement, and any progress on reforms including the Funding Review. As set out elsewhere in the report, the timing for these is currently unknown.

Infrastructure and Development Select Committee

Item No: 8

Report Title: Review of Norfolk Speed Management Strategy

Date of Meeting: 16 November 2022

Responsible Cabinet Member: Cllr Martin Wilby (Cabinet Member for Highways, Infrastructure & Transport)

Responsible Director: Tom McCabe – Executive Director of Community & Environmental Services

Executive Summary

The Norfolk Speed Management Strategy (NSMS) is an important policy document that provides a local, countywide strategic direction and guidance on how speed is safely managed on Norfolk's roads. It is based on central government guidance and aligned to other local policies and strategies. The previous version of the NSMS was produced in 2014. New guidance has been produced by the Department for Transport (DfT) since then, also some of the ways the Norfolk County Council (NCC) approaches road safety and speed management have altered or have been enhanced. A new version of the Highway Code was also introduced in January 2022 to improve the safety for the most vulnerable road users.

In addition, a desire shared by both central Government and NCC has seen a marked increase in local, community-based involvement, resulting in the expansion or introduction of several NCC initiatives. For these reasons, a review has been necessary to capture these changes and latest approaches, and accordingly a revised version of the Norfolk Speed Management Strategy (NSMS) is presented in this report.

Action Required

The Select Committee is asked to:

- 1. Review and comment on the revised Norfolk Speed Management Strategy (NSMS).**

1. Background and Purpose

- 1.1** NCC as the local highway authority, is responsible for determining local speed limits on the local road network. Speed limits on the trunk roads in Norfolk (A11

and A47), are the responsibility of National Highways (formerly Highways England).

- 1.2 The Norfolk Speed Management Strategy (NSMS) is NCC's document that provides local, countywide strategic direction and guidance on how speed is safely managed on Norfolk's roads. It is produced as a part-technical, part-general information and guidance document for use by NCC highways officers, Members, Town and Parish Councils and the general public.
- 1.3 The previous version of the NSMS was produced in 2014 and was based on a set of guidelines from the Department for Transport (DfT) entitled "Setting local Speed Limits" (Circular 01/2013). It also featured casualty reduction targets, which are no longer nationally used, along with former approaches to providing speed reduction measures such as the trial of self-explaining roads, physical carriageway ramps and cushions and coloured road surfacing, which are no longer preferred options.
- 1.4 Since 2014, there has also been a desire and drive from both central and local government towards more localised decision making, including community-based initiatives. This has subsequently led to the continuation or introduction of several successful NCC initiatives such as the Parish Partnership Scheme and the more recent Road Safety Community Fund and Norfolk School Streets programme, along with greater local support and income from the Local Member Fund.
- 1.5 In addition, to maintain and encourage greater use of active travel arising from the Covid pandemic, in 2020 and 2021 the DfT published its 'Gear Change' documents to raise awareness of how increasing cycling and walking can help tackle some of the most challenging issues we face as a society such as improving air quality, combatting climate change, improving health and wellbeing, addressing inequalities, and tackling congestion on our roads. Also, to help improve the safety for the most vulnerable road users, recent changes were made to the Highway Code, and an updated version was published in January 2022.
- 1.6 Although there has been no further DfT guidance to succeed the 2013 circular, there have been sufficient changes and different approaches to road safety, speed management and active travel (as described in 1.2 to 1.4 above) to warrant a review of the NSMS. Accordingly, the 2014 strategy has been reviewed and updated to capture these changes and a copy of the proposed new NSMS document is included in Appendix A.

2. Proposal

- 2.1 The new and updated NSMS included in Appendix A, incorporates several revisions to reflect the changes and new approaches described above. Some of

the key revisions made to the NSMS are described below, together with the rationale for the changes.

- 2.2 The NSMS has been designed to conform with the NCC's current accessibility criteria and has resulted in a fundamental change in style from a brochure style document to an A4 report-style document.
- 2.3 A reference to the revised Highway Code (January 2022) and the following additional or new local/national legislation, guidance, policies and strategies:
 - The Local Transport Plan (LTP4, adopted July 2022)
 - Manual for Streets (DfT, Dept for Levelling Up, Housing & Communities)
 - Transport Decarbonisation Plan (DfT)
 - Highways Act 1980
 - Road Traffic Regulation Act 1984
 - Traffic Signs Regulations and General Directions 2016
 - NCC Better Together, for Norfolk (2021-2025)
 - NCC Environmental Policy (November 2019)
- 2.4 The inclusion of extensions to existing Council initiatives (e.g. Parish Partnership Scheme) and new initiatives introduced such as the Road Safety Community Fund and Norfolk School Streets, have also been included.
- 2.5 The removal of former initiatives/measures which are either no longer in use or current practice - such as DfT zonal 40 mph requests, the 'Think! Road Safety in Norfolk', the self-explaining road and killed and seriously injured (KSI) road casualty targets.
- 2.6 The inclusion of the Traffic Regulation Order (TRO) process with an explanation of TROs, why they are needed, and the process required and timescales to make them.
- 2.7 Persuasion and physical speed reduction measures are explained in the body of the strategy as before but are also summarised in an easy reference form in Appendix 1 of the NSMS, with photos of each type of measure, typical applications, considerations for implementation and the most appropriate funding streams for each measure. This also includes sections on Quiet Lanes and Low Traffic Neighbourhoods.
- 2.8 An updated section on 'Education, Training and Publicity' provided by the Council's Road Safety Team, with an improved explanation of and emphasis on the 'Safe System Approach Framework' and the team's extensive behavioural change initiatives and educational courses they currently deliver via a link to their online content.

3. Impact of the Proposal

- 3.1 The revised NSMS presented in this report has been designed to provide readers with an up-to-date and fit for purpose guidance/reference document. It incorporates several important and relevant changes in guidance and approach to speed management in Norfolk since 2014 and alignment with the Council's current transport-related and other policies and strategies.
- 3.2 The NSMS also highlights and describes the shift in emphasis towards more community-led, local initiatives and describes the additional funding streams available to support these.

4. Evidence and Reasons for Decision

- 4.1 These are described in section '1. Background and Purpose' above.

5. Alternative Options

- 5.1 NCC could continue to use the former NSMS until further changes in national legislation or guidelines (e.g. DfT) are published. However, as there have been a number of important changes in approaches to speed management and associated strategies and policies since 2014, a review and update was considered necessary.

6. Financial Implications

- 6.1 There are no financial implications associated with the approval, publication, and promotion of the new NSMS, as none of the changes have any direct financial impact.
- 6.2 Notwithstanding this, the NSMS has been written to provide improved information and clarity on the most appropriate speed management measures to be used for given situations, together with the most suitable funding routes. It is hoped that this additional information and the design of the NSMS will help direct its readers more quickly and efficiently to the information they require and/or solutions to speed management issues.

7. Resource Implications

- 7.1 **Staff:** None.
- 7.2 **Property:** None.
- 7.3 **IT:** None.

8. Other Implications

- 8.1 **Legal Implications:** None.

8.2 Human Rights Implications: None.

8.3 Equality Impact Assessment (EqIA):

Effective speed management (allied to other Council highway and transport policies) has a positive impact on the safety of all highway users.

8.4 Data Protection Impact Assessments (DPIA): None.

8.5 Health and Safety implications:

Effective speed management (allied to other Council highway and transport policies) has a positive impact on the safety of all highway users.

8.6 Sustainability implications:

Effective speed management (allied to other Council highway and transport policies) can have a positive impact on sustainable transport options and encourage more walking and cycling.

8.7 Any Other Implications: None identified.

9. Risk Implications / Assessment

9.1 None identified, therefore assessment not required.

10. Recommendations

The Select Committee is asked to:

- 1. Review and comment on the revised Norfolk Speed Management Strategy (NSMS).**

11. Background Papers

11.1 Department for Transport (DfT) entitled “Setting local Speed Limits” (Circular 01/2013) [press here to open](#)

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Norfolk Speed Management Strategy

November 2022



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1. Foreword

The previous version of Norfolk's Speed Management Strategy was written in 2014. Since then, there have been a number of new publications by the Department for Transport (DfT), also some of the ways we approach safety matters have altered or have been enhanced. A desire shared by both Central Government and the County Council has seen a marked increase in local, community-based involvement, resulting in the expansion or introduction of several initiatives. Therefore, a review was necessary to capture these changes.

The County Council has a successful track record in partnership with other agencies of reducing the severity and number of people hurt on roads in Norfolk, and in supporting and responding to communities that are worried about road safety. Whilst the County Council is fully focused on delivering a consistent safe approach to speed management across the county, many communities are concerned about the effects of speeding traffic on their safety and quality of life, especially for the more vulnerable groups including school children and older people. In terms of school children, current DfT advice is to consider the introduction of more 20 mph speed limits and zones. Elected members have agreed we should aspire to part-time 20 mph speed limits outside each school in Norfolk, although that aspiration is very dependent on the levels of funding available from Government and is achievable at the time. A new and recent trial called Norfolk School Streets, aimed at improving safety around schools and promoting active travel over car use, is currently underway at a small number of sites and is being monitored and assessed. The trial involves road closures during pick-up and drop off times, with certain roads being closed to vehicles to allow children to travel safely to and from their school using sustainable modes of transport including walking, cycling and scooter riding.



To further help address local safety concerns, the County Council has introduced the very popular and extremely successful **Parish Partnership Initiative** which allows local communities across the County to decide upon their own highway related priorities and schemes, many of which relate to improved road safety and speed management. Schemes are jointly funded between the Parish/Town Councils and the County Council.

Further to our aim of making Norfolk's roads safer, we have recently committed an additional £1m in funding which will be spent across the County over the next 4 years (April 2022 – March 2026) to address even more of these local community safety concerns. This is called the **Road Safety Community Fund** and is a new and additional funding stream specifically designed to address local road safety concerns.

I believe that this amended version of the **Norfolk Speed Management Strategy** retains the right degree of flexibility which allows us to look at the best local solutions to speed related issues and get the best out of our resources and those of our key partners. I am grateful to Norfolk Constabulary for their assistance with the continued development of the strategy.



M. J. Wilby

Martin Wilby

Cabinet Member

for Highways Infrastructure and Transport

November 2022

2. Speed Management

- Considerations

Introduction

Acting as the local Highway Authority, Norfolk County Council is responsible for setting speed limits on local roads. The Norfolk road network needs to support a local transport system that promotes economic growth, is safe for all road users and improves the quality of life in our communities.

Underpinning this support is the County Council's approach towards the key considerations of speed management, which are covered in this Norfolk Speed Management Strategy, and are:

- **Road Safety**
- **Economic Considerations**
- **The Environment**
- **Links to other strategies**
- **Policy**



Road Safety

The relationship between speed and road casualties is complex, but there is overwhelming evidence that lower speeds result in fewer collisions and less severe injuries. Speed management has undoubtedly contributed to a considerable reduction of road collisions within Norfolk. The agreement to remove specific road safety targets was made by government in 2011 and it was replaced with the **Safe System Framework Approach** (adopted by the DfT). This is an internationally recognised approach to reducing killed or seriously injured road users (KSI) numbers.

The County Council and partner organisations have agreed to adopt the Safe System Framework Approach, explained in greater detail within this strategy document. It is our ambition to implement a step change in how we address road safety, acknowledging that humans make mistakes and that the road system should be designed, built and used in a way which protects lives.

The County Council continues to retain a strong focus on casualty reduction, demonstrated in our Highways, Transport and Waste Service Plan on a Page (2022), and one of its key performance indicators states a reduction in number of killed or seriously injured (KSI) on Norfolk's roads. The aims include the reduction of the number and severity of road traffic casualties on roads in Norfolk.

Increased public confidence that journeys by foot, bicycles, e-scooters, public transport, cars and lorries will be safe is key if we are to have a vibrant and expanding economy together with a county where our residents and visitors feel safe to explore the highway network.

The current guidelines from the Department for Transport (DfT) on **Setting Local Speed Limits (Circular 01/2013)** reinforces our own approach, with an emphasis given to consideration of the full range of options to enhance the environment and quality of life. Speed limits form one distinct element of speed management. They should be considered alongside other speed management measures including engineering, enforcement and education. Roads in residential areas and urban centres need to be designed for all road users and raise driver awareness of their environment.

Traffic speed interacts strongly with the local environment and the public perception of road safety. With the correct environment, sustainable forms of transport such as walking and cycling are encouraged. To promote these activities, in 2020 and 2021 the DfT published its **Gear Change** documents - raising awareness of how increasing cycling and walking can help tackle some of the most challenging issues we face as a society – improving air quality, combatting climate change, improving health and wellbeing, addressing inequalities and tackling congestion on our roads.

Economic Considerations

Efficient transport systems are essential to the economy and vibrancy of Norfolk. Road traffic is essential to move people and goods for business, pleasure and work. The economic health of the county relies on the reliability and effectiveness of the road network, and correct speed management helps to address this. Traffic collisions and injuries are expensive to the county, not only in monetary terms, but in human suffering and social impacts. At present when resources for road improvements are limited, the value of proposed improvements must be assessed. However, many of the benefits of speed management such as environmental, community and quality of life impact do not have monetary values, but still need to be considered. Effective speed management is part of creating a safe road environment and helps ensure the road is suited to the functions it supports. Evidence suggests that when traffic is travelling at constant speeds, even at a lower level, it may result in shorter and more reliable overall journey times, and that journey time savings from higher speed are often overestimated.

The Environment

Effective speed management can enhance an area. Residential areas can be more accessible to the vulnerable road user and more suited to walking and cycling. Town centres can thrive with speed managed to reduce the priority of motorised vehicles and help pedestrians feel comfortable and safer.



To improve the safety for the most vulnerable road users, recent changes were made to The Highway Code (Jan 2022).

The aims of the changes are:

- To introduce a hierarchy of road users to ensure those who can do the greatest harm have the greatest responsibility to reduce the danger or threat they may pose to others
- To clarify existing rules on pedestrian priority on pavements and that drivers and riders should give way to pedestrians crossing or waiting to cross the road
- To establish guidance on safe passing distances and speeds when overtaking cyclists or horse riders, and ensuring they have priority at junctions when travelling straight ahead

The emissions of both carbon dioxide and nitrogen oxide increase with the speed of traffic along with noise and vibration. At lower speeds, drivers are less likely to vigorously accelerate and if vehicles are more constant in their speed, pollutants such as particulates are lowered. One of the key goals of NCC's Environmental Policy is 'clean air for the population'. Therefore it is vital locally, nationally and globally we do all we can to reduce vehicle emissions which are polluting our environment.



3. *The Norfolk Speed Management Strategy*

This strategy has been developed taking the following County Council policies and strategies, as well as guidance from the DfT and national legislation into consideration:

- **The Local Transport Plan (LTP4, adopted July 2022)**
- **Transport Asset Management Plan (TAMP)**
- **Setting Local Speed Limits (DfT Circular 01/2013)**
- **Operational Network Management Plan (ONMP)**
- **The Highway Corridor – Environmental Best Practice guide**
- **Manual for Streets (DfT, Dept for Levelling Up, Housing & Communities)**
- **Transport Decarbonisation Plan (DfT)**
- **Highways Act 1980**
- **Road Traffic Regulation Act 1984**
- **Traffic Signs Regulations and General Directions 2016**
- **Together for Norfolk**
- **NCC Environmental Policy (November 2019)**
- **Highway Code (July 2022)**
- **Gear Change (July 2020)**

The strategy has been updated to take account of the latest guidance, customs and practices, as well as changes in technology and society over the period since the last review in 2014.

This strategy supports an on-going delivery of actions by a range of stakeholders, based on a shared approach to the provision of:

- **Speed limits – see Setting Local Speed Limits**
- **Measures to reduce speed – see Speed Management Measures**
- **Education and publicity**
- **Speed Enforcement**



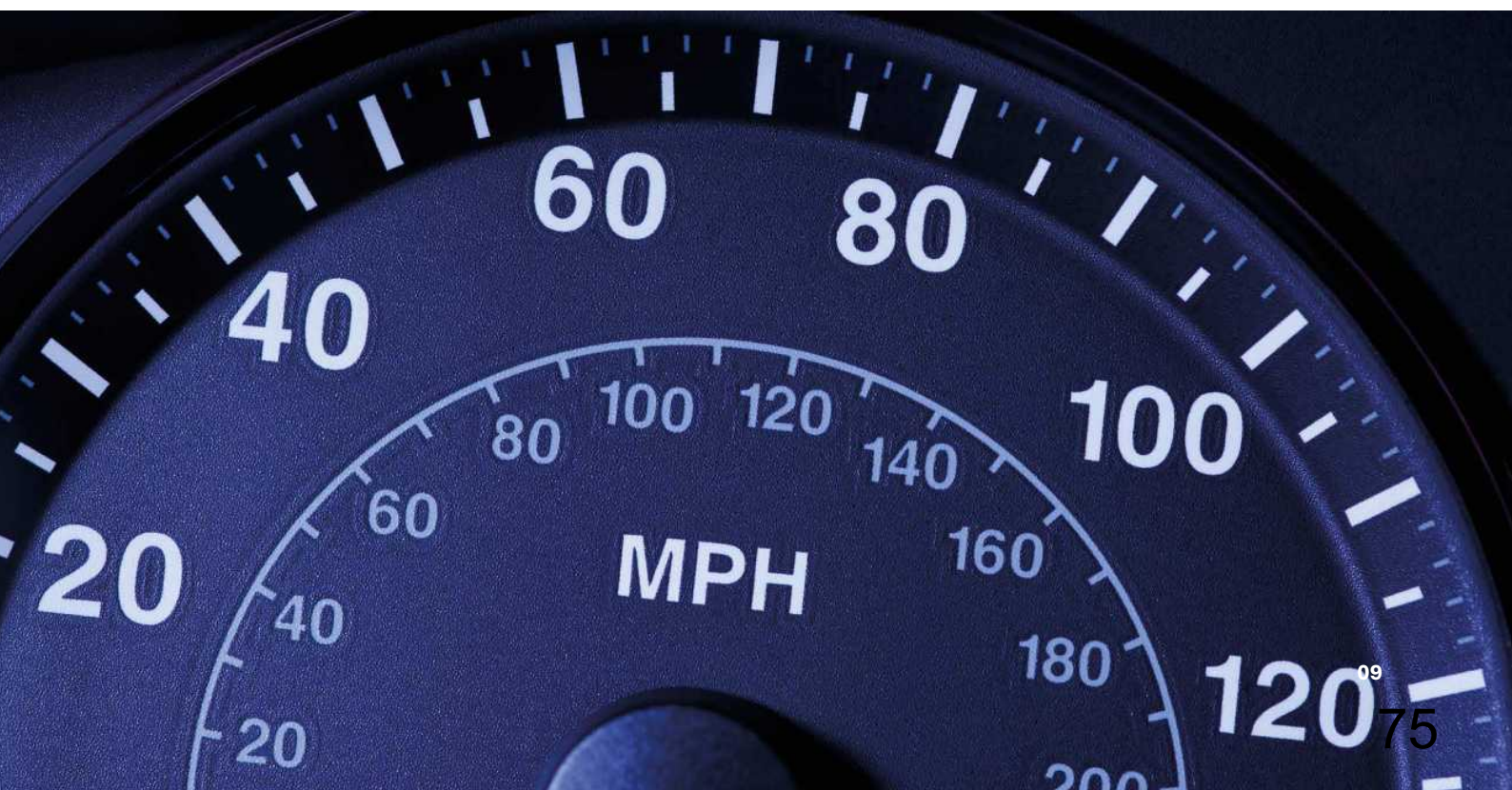
This strategy offers a framework for the setting of local speed limits and deciding how and under what circumstances action should be taken to adjust speed limits. Some aspects of roads policy which are of particular relevance to the setting of local speed limits include:

- **Road Types – rural/urban, built-up/non-built-up**
- **Route Hierarchy – A roads, B roads, C and U roads**
- **Function (uses) – Movement, Access and Place, or mixed uses**
- **Standard – improved/unimproved**
- **Environment – schools, shops, vulnerable road users, etc**
- **Collision and Casualty History – numbers, rates and densities of KSI casualties**
- **Driver compliance – existing mean and 85th percentile speeds**

In association with the Police, the County Council remains committed to keeping speed management and speed limits under review in order to:

- **Maintain good levels of understanding, acceptance and driver compliance with speed restrictions in Norfolk**
- **Develop route management strategies which meet the needs of road users, and improve quality of life for local communities**
- **Encourage self-compliance, with speed limits seen by drivers as the maximum rather than a target speed**
- **Improve road safety**

Over time, there is also an aim to provide a consistent message between the speed limit and what the road looks like, with regards to its function, geometry and environment.



4. Setting local speed limits

Parish & Town Councils

Norfolk is made up of over 500 Parishes with many numerous villages, most of which have existing speed limits. Vehicle speeds affect quality of life as well as affecting the environment. Working closely with Parishes, Town, District and Borough Councils, coupled with making the most of both existing and emerging available funding streams, the County Council will investigate Local Stakeholder concerns, encourage communities to decide upon their priorities and then work closely together to assess, devise and deliver the most suitable speed related safety projects.

During the past 30 years the majority of Parishes have had at least one speed limit assessment and there have been a large range of speed limit changes, new speed limit restrictions and extensions.

Members of the public raising concerns regarding speed related matters should in the first instance be directed to their local Parish or Town Council to establish whether they agree with the concerns raised and have similar requests reported. It is also beneficial to understand whether this may only be the view of one individual's concerns over what is perceived to be an ineffective speed limit, which will in most cases not be addressed by requesting a lower one. Setting speed limits artificially low will likely have unintended consequences, particularly poor driver compliance with speed limits which could result in further safety issues. In some cases alternative designs/interventions have been proven to achieve better outcomes rather than simply changing the speed limit.

Any proposal to alter an existing speed limit is a collaborative approach and the local Parish/Town Council should act as the initial lead as they represent their community. They need to consider the views expressed and make a judgement as to whether the matter is worthy of their support before making a request to the County Council should it relate to altering an existing speed limit, or to Norfolk Constabulary if it relates to driver compliance, as this is a matter of enforcement.

Traffic Regulation Order (TRO) Process

All requests for speed limit changes are assessed in line with our Council's and DfT guidance. All agreed changes, however small, still require a TRO making process to enable the Order to be enforceable. This requires us, as it does all Highway Authorities, to follow a complex legal procedure defined in statute law which takes around 12-18 months to complete, or longer in more complex cases. This process involves initial designs, pre-consultations, drafting of legal notices, full consultation in the press (to

residents, businesses, emergency services and public transport operators), site notices, further discussions with objectors, full and final design, accompanying health & safety paperwork, sealing of the TRO, ordering and completion of work.

The primary factors to consider before changes are recommended are the following:

- Does the request meet the criteria as described in this Speed Management Strategy?
- Is it linked to clear evidence of personal injury collision data, tangible road safety issues or hazards which may be improved by speed limit reductions?
- Will it result in good driver compliance?
- Are new development works changing the highway related nature of a locality?
- Locations exhibiting the highest priority will be those where there is a proven, speed related casualty record. If so, these may be considered for further development by our Network Safety Team who continually monitor the records of those sites through personal injury collision records received from the Police.

The framework for determining local speed limits in Norfolk is set out below. This approach has been used to establish our speed limits, depending on the road purpose and environment, in accordance with the **Norfolk Speed Management Strategy**. All signing on the highway must comply with the national statutory document and the **Traffic Signs Regulations and General Directions (TSRGD) 2016** but the dimensions and frequency of signs should be designed to suit the location.

Principal Roads and Main Distributor Routes

These are typically the A and B roads in Norfolk which carry traffic between the larger settlements* or are major urban network links for short to medium distance traffic. Some C roads are also included in these categories as described in the **Transport Asset Management Plan (TAMP)**.

***Settlement**

County Council definition:
A density of permanent dwellings where people live, socialise and/or work. In rural areas these can be clustered, semi-clustered or fragmented, hamleted, dispersed or isolated.



Not passing through settlements

Motorists on routes that link between larger settlements will expect to be able to make progress at reasonable speeds within the national speed limits. Restrictions on speed should therefore be considered carefully, with the economic and environmental effects taken into account. In some circumstances a reduction from the national limit would be appropriate such as where the collision rate is above the average for the type of road and specific measures to address the problems cannot be identified. Such limits should be set at a level appropriate to the geometric standard of the road and so that the need for it is self-evident to motorists, or signing is used indicating that it is for collision reduction purposes.

Passing through settlements

The risk of collision increases within settlements and the selected speed limit should be appropriate to the potential dangers. Therefore, it is crucial to monitor the collision rate and/or severity pattern to flag up if it is higher than anticipated. This function is monitored by the Council's Network Safety Team. The standard and layout of the road network, its local environment and the types of highway user play a big factor in the expected rates and severity. Likely areas of concern within settlements will include junctions, clusters of private accesses, local facilities (the presence of shops, post office, schools, public houses, etc.), pedestrian activity (crossing the road, walking on footways, walking on the carriageway). In general, as the size of the settlement increases, so too does the number of potential hazards.

The need for a lower speed limit is consequently self-evident and reducing speed accordingly is accepted by motorists. Moving traffic, particular at higher speeds, gives rise to severance and affects the quality of life in communities. A balance must be struck between the needs of the community and the needs of drivers (general public – residents & visitors, commercial & non-profit businesses, public transport etc), particularly where these roads are the main traffic routes in the County. In order not to confront drivers with too many changes in speed limits it is suggested that they should be of at least 800m in length, with reductions to 400m as buffer zones, or if the settlement is too small and provided the exit terminal signs are not visible at the entry point.



Suggested criteria for speed limits on Principal and Main Distributor Roads

In deciding upon a speed limit, the issues to be considered should include the following:

60 mph National Speed Limit Roads (de-restricted)

- no facilities - shops, schools etc.
- only limited or isolated frontage development
- individual houses/small group(s) not exceeding 400m overall length
- roads of suitable standard



50 mph Speed Limit

- few facilities - shops, filling station, PH etc.
 - almost entirely frontage development exceeding 400m overall length
 - few junctions
 - limited pedestrian/cycle activity
 - limited reasons to cross the road
 - roads of suitable standard for 50 mph, particularly forward visibility
-



40 mph Speed Limit

- outer/periphery of village/settlement
 - has shop(s), PH, filling station etc
 - significant development on both sides of the road, but not necessarily continuous, with some development in depth. Overall frontage exceeds 400m in length
 - junctions
 - some pedestrian/cycle activity throughout the day with possible peaks associated with schools etc.
 - some provision for pedestrians/cyclists or acknowledged need and possible warning signs
 - lengths of road that more closely fit the conditions for a 50 mph limit but where the standard of road/forward visibility is more appropriate to 40 mph
-



30 mph Speed Limit

- village core should be the focus of the 30 mph speed limit
- settlement has a clearly defined centre, for example village green, cluster of shops/post office, PH, village hall etc.
facilities generating pedestrian/cycle activity - schools, shops, PH , playground areas, etc.
- frontage development exceeding 400m in length

In addition to the above, may also include:

- adjacent building development
- route has junctions and accesses present
- there is pedestrian activity throughout the day with provision of footways and may have crossings

In terms of 30, 40 and 50 mph speed limits, there exists a range of speed restrictions on Norfolk's Highway Network tailored to meet local conditions and providing a good overall level of road safety benefit on the network.



20 mph Speed Limit

- these limits would be appropriate in areas of high concentrations of vulnerable road users, such as in busy shopping areas or some larger village centres or residential areas and heavily used tourist locations.
- the **Manual for Streets** sets out the approach to the use of 20 mph zones which aims at 20 mph limits for Feeder and Access Roads. These design speeds should be an integral part of all new housing estate layouts.
- serious consideration should be given before imposing 20 mph restrictions just to resolve short periods of high activity as this will frustrate motorists being unnecessarily restricted, possibly leading to a greater non-compliance.
- DfT guidance states that 20 mph speed limits should be self-enforcing through the provision of complementary traffic calming measures, such as speed humps, cushions and give-way priority working. Suitable traffic calming measures are an effective tool in reducing speeds however are not appropriate on roads with certain functions, including the primary and main distributor road network. They can cause passenger discomfort on buses and also can generate additional traffic noise to the detriment of the quality of life of nearby residents and businesses. They can also cause gritting/ ploughing issues during snow conditions.



Part-time 20 mph Speed Limits - Outside Schools

It should be noted that it has been an aspiration of Members for some time to introduce 20 mph speed limits outside all schools, which has not been possible to date with the current government funding levels. Therefore, we do not presently have a program to install these outside every school, but we do permit Parish/Town Councils to bid under the **Parish Partnership Initiative** - where the County Council match funds half the cost. Alternatively, local County Councillors can decide to use their highways **Local Member Fund (LMF)** or place a bid under the **Road Safety Community Fund (RSCF)**. The part-time 20 mph restrictions only apply during periods of high activity (eg drop off and pick up times) to avoid motorists being unnecessarily restricted throughout the majority of the day.



School Streets Initiative

One of the latest measures that the County Council is now exploring is the **School Streets Initiative** - a trial of closing roads at school drop off and pick up times utilising school and community volunteers to erect signs and barriers and to enforce the closures. A small number of schools are initially being trialled and monitored to gauge the success of the schemes and suitability for wider roll-out.

HGV Access Routes

Not passing through settlements

While the speed limit on these routes should normally be the national speed limit (60 mph), there may be circumstances where a lower limit would be appropriate, such as where the collision rate is above the average for the type of road and no specific measures to address the problems can be identified, or where special policies apply (e.g. Norfolk Coast Transport Strategy). Where such a lower limit is introduced, the limit should be appropriate to the geometric standard of the road so that the need for it is self-evident to motorists, or signing is used to explain that it is for collision reduction purposes.

Passing through settlements

The issues here are similar to those for settlements on the Principal Roads and Main Distributor Routes network. However, in most cases the traffic flows are much lower, and it is possible to give more priority to protecting local communities. The norm should be that these settlements are covered by a 30 mph limit, and 20 mph only in exceptional circumstances. In addition, vertical deflection measures should be avoided on HGV Access Routes due to concerns about noise and vibration.

The aim of any traffic management system in a Town Centre should be to ensure that pedestrians and cyclists can move about with relative ease and safety and hence facilitate a vibrant Town Centre. In this context a Town Centre refers to streets which contain a predominance of commercial/retail premises with significant numbers of vulnerable road users. Measures must not be detrimental to the visual environment and where possible should make a positive contribution to it. It is suggested that the existing national standard of 30 mph should be the norm with provision of sufficient crossing facilities. 20 mph zones and speed limits may also be considered for implementation in Town Centres. This means that Town Centres containing a Main Distributor or Access Road would be restricted by the 20 mph if one was present.

New Roads in Residential Areas

Current County Council guidance to potential developers (in the **Manual for Streets** guidance) recommends that residential roads (other than residential link roads within large developments) to be designed to enable implementation of a self-enforcing 20 mph zone.



Existing Roads in Residential Areas

- **Spine Roads in Residential Areas**

These should be restricted to 30 mph, with a 20 mph limit considered outside schools or shopping centres and pedestrian crossings to local facilities, or on routes to schools, to address specific hazards.

- **Cul-de-sacs in Residential Areas**

The **Manual for Streets** Guide suggests that such roads be designed to 12 mph. However, since no Traffic Order can be drafted to provide such a speed limit, speed limits on these roads should be determined by the local factors such as the road environment and visibility at junctions.

- **Other Roads in Residential Areas**

While these are included within the blanket 30 mph limit covering residential areas, there are likely to be limited safety benefits arising from the introduction of a 20 mph limit. However, such limits should be promoted as part of an area wide scheme to support the local economy, encourage sustainable local travel, improve the quality of life in our communities and contribute to wider public health outcomes.



5. Action and intervention levels

Introduction

The basis of the Norfolk Speed Management Strategy is to both set appropriate speed limits and achieve a reasonable level of driver compliance with those limits. Each of the two aspects are relevant in deciding what action may be needed.

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

1. What is the function of the highway corridor and the surrounding environment?

A balance needs to be struck between ‘movement’, ‘access’ and ‘place’ functions. Where the former predominates, the economic benefits of continued progress at a reasonable speed are priorities and a higher speed limit is likely to be more appropriate. Where ease of access or a sense of place are of greater importance, quality of life and social interaction may benefit from a lower speed limit.

2. Casualty numbers. Are the collision rate and/or severity pattern higher than expected?

Lower standard rural routes and mixed use urban and village streets are typical areas where this may be the case. A lower speed limit or interventions to improve exiting speed limit compliance may be appropriate.

3. Is a speed limit change the most appropriate intervention to encourage the use of more sustainable methods of transport such as walking and/or cycling?

Or would alternative interventions (e.g. crossing points) have a greater impact? Whilst previously this was more focused on heavily populated urban areas and in the vicinity of schools, several significant factors have had a major impact on our mode of transport choices. Firstly, recent extreme weather events around the world caused by global warming mean we must now drastically cut carbon omissions by looking at environmental and more sustainable travel options. Secondly, since the global pandemic (COVID19) and the resulting lockdowns, we have seen an increase in people walking and cycling. We need to plan on the basis that we will be able to encourage people to continue with their new habits of walking and cycling, which bring benefits including reduced carbon and congestion, improved air quality in our urban areas, and better physical and mental health for people participating. Our latest **Local Transport Plan version 4 (LTP4)** puts great emphasis on continued improvements in cycling and walking as one of its clear objectives. The LTP4 also adopts the Government’s **Cycling and Walking Policy for England July 2020**.

The aim of all speed limits should be to achieve good compliance. Where speed limits are set too low and are ‘out of kilter’ with drivers’ perceptions of a reasonable limit, then adherence to the signed speed limit is likely to be ignored by many. If unrealistically low speed limits are widespread, this leads to a lack of respect and poor compliance with speed limits in general. However, there will also be locations where drivers’ speeds are too high for the prevailing local environment and further intervention is required to achieve good compliance with the existing or a lower speed limit. Therefore, enhancements are needed to encourage motorists to comply with the signed speed limits.

Safe Systems Framework Approach

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

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

The key focus of the **Safe Systems Framework Approach** is to reduce death and serious injuries through design that accommodates human mistakes and injury tolerances. The **Safe Systems Framework Approach** addresses the safety of all road users, including those who walk, bike, drive, ride transit and travel by other modes.



6. Speed management measures

Introduction

When the County Council is made aware of public concerns regarding speeding and where compliance is confirmed as poor following Police speed checks, the first course of action is to look at low-cost engineering and environmental measures to raise driver awareness of the need for a change in the speed limit. When improvements are made, consideration should also be given as to whether to reinforce with targeted action via publicity (and where necessary, enforcement) to achieve improved levels of compliance, reduce collisions and casualties.

The full range of speed management measures should be considered when trying to improve compliance with the speed limit and implemented through the most appropriate funding stream (see **Appendix 1** for examples). Some of the persuasion measures can be delivered by others, including the communities themselves - working under the supervision of the Police or Council staff (e.g. Community Speed Watch, SAM2 speed reactive signs).

The management of speed on the highway falls generally into two types of measures available to the County Council. They are:

1. Persuasion Measures

Techniques which seek to influence the driver's perception indirectly, to bring about a reduction in speed, and

2. Physical Measures

Techniques which directly influence the driver's behaviour, to bring about a reduction in speed

PERSUASION MEASURES

Speed Limits and Speed Limit Warning Signs

Speed limits will be set in accordance with this **Norfolk Speed Management Strategy**, which in turn is driven by the DfT guidance detailed in **Setting Local Speed Limits**. Speed Limits should not be used to attempt to solve the problem of isolated hazards, for example a single road junction or reduced forward visibility such as at a bend, since speed limits are difficult to enforce over short lengths. The full range of speed management measures should always be considered before a new speed limit is introduced. It should also be borne in mind that the County Council environmental policy document **The Highway Corridor** recommends that sign proliferation (including speed limit signs) in rural areas must be minimised to prevent urbanisation in rural areas.

Yellow rectangular backing boards are sometimes used to give added emphasis, or to address road safety concerns. However, they can be environmentally intrusive and should only be used where this measure is proportionate to the road safety needs. Unnecessary use of backing boards can also negate the feature of a sign that makes it stand out and if too many signs have yellow backing boards, the highlighting effect is lost. If there are problems with the visibility of a sign to drivers, the first step is to consider if the sign is in the right place and is the right size. A less intrusive way of increasing visibility might be to use a sign that is one size larger rather than adding a backing board. However research has shown that larger speed limit signs are unlikely to have a lasting impact on drivers.

Where existing speed limits are ignored by motorists there may be some merit in experimenting with temporary reminder signs such as the **‘THINK!’** campaign posters which could be erected in Parishes if justified concerns about non-compliance were raised.

Local school involvement and education at an early age is very import in raising speed awareness. We promote where possible a competition to design some additional school poster signs. The winners’ designs are manufactured and placed alongside our own mandatory signs. This is always very popular with the primary school pupils, although this requires an external funding source.

Gateway Schemes

Experience of gateway scheme provision across the county has demonstrated that they are seen by local communities as an effective speed reducing measure. They have proven to be a useful aid to reinforce motorists’ perception that when entering a village they are moving from a rural environment with little or no buildings into a settlement environment warranting a lower speed limit. The success is evidenced by the number of Parish/Town Council bids made under the well-received **Parish Partnership Initiative**. This funding stream provides Parishes with a means to buy-in to speed management in their village, and an opportunity to further enhance the impact of persuasion effects through the addition of planting etc.

In combination with other speed management measures, gateway schemes provide a useful element in a toolbox of persuasive measures. Where the speed limit commences at the village boundary, alongside the village nameplate sign, then these may be mounted onto the gateways. The combined sign should be located at the point where the speed limit starts, and it may be helpful if drivers can see housing at the same time as the signs, reinforcing the visual message for reduced speed. Further enhancement is possible with painted speed roundels on the road surface, although these need to be carefully considered as they are costly and often need replacing regularly. **(NOTE – repeater roundels are only to be used on certain classification of roads following discussions and agreement of the Council’s Network Safety Team).**

Speed Reactive Signs

Vehicular Activated Signs (VAS)

In Norfolk there are currently over 600 static Vehicular Activated Signs (VAS) spread out across the county and these either warn of specific hazards such as bends and junctions or are implemented as part of measures to reinforce the speed limit.

Advances in technology have enabled these signs to be more compact, brighter and efficient. They can now be powered by a small solar panel or from an electrical feed. They can be linked to vehicle detection radar to tackle very specific issues as part of a package of speed management tools. They can also be activated by a separate thermal camera e.g. to only operate when someone is trying to cross the road. Across the county these signs perform very well and are also particularly useful in environmentally sensitive areas. Over familiarity with such signs by motorists can lead to the signs losing their intended impact and ultimately diminish their effectiveness. Therefore, the future use of VAS signs is now limited to raising awareness of hazards and should only be used when agreed by the Council’s Network Safety Team.

Advisory Part-time 20 mph Speed Limit with Wig-Wags

These signs with the school warning sign and subplate stating ‘School 20 when lights show’ are mounted on a yellow backing board incorporating a set of wig-wag flashing lights. The 20 mph speed limit applies only at certain times of day and can be programmed with differing times up to two years in advance. These variable limits are particularly effective where for example a school is located on a road that is not suitable for a full-time 20 mph zone or limit, such as a major through road. The positives are that disruption and frustration to motorists is kept to a minimum and also at the time the signs are in use drivers can see the obvious dangers and appreciate the need to drive much slower.

Where Parish Councils request them for their local schools, the **Parish Partnership Initiative** is the recommended route. If their bid is selected, then the costs are shared equally between the Parish and the County Council. Alternatively, County Councillors can decide to use their highways **Local Member Fund (LMF)**.

Speed Awareness Message (SAM2)

Every year the County Council receives numerous Parish Council bids for these signs via the **Parish Partnership Initiative**. The SAM2 can be provided with or without a data recorder that can be downloaded and reviewed; the choice is down to the Parish Council. If the bid is successful the Parish Council is required to manage the SAM2, recharging the batteries, rotation of the SAM2 and general maintenance of the sign itself. An agreement is signed by both the Parish and the County Council.

These signs are portable temporary speed reactive equipment and are deployed throughout Norfolk in response to community safety concerns. The SAM2 system provides drivers with a flashing message asking them to slow down if they exceed the posted speed limit. These signs are placed on brackets that are secured to street furniture so that they can be moved from location to location to provide enhanced persuasion for drivers at perceived local problem sites. Sites are chosen by the Parish Council; the exact locations are agreed with the County Council and the manufacturer of the signs. National regulations require that the SAM2 is then erected at one of the locations and stays in place for up to 4 weeks and is then moved to another agreed location and so on, not returning to any of the sites for at least 8 weeks.

All locations chosen must be within a 20 mph or more generally a 30 mph speed limit. Although the SAM2 signs can work in 40 mph speed limits or above, we do not allow this for safety reasons. This is because safety of the volunteers erecting the signs must be protected and therefore erecting the sign at just above head height on an uneven verge next to traffic travelling at 40 mph or more is deemed too dangerous.



20 mph Zones and Limits

DfT guidance states that 20 mph zones and 20 mph speed limits should be self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming or signing, publicity and information as part of the scheme - lead to a mean traffic speed compliant with the speed limit. However, it should be noted that the use of traffic calming measures can result in potential increases in traffic noise and discomfort to bus passengers. To achieve compliance there should be no expectation on the Police to provide additional enforcement beyond their routine activity. The Police will investigate specific issues where a problem has been reported but not for general enforcement. Before any decision is made as to the most appropriate method of introducing a 20 mph scheme to meet the local objectives and road conditions, it is important to consider the full range of options available and their benefits. The introduction of a 20 mph speed limit has significant benefits to some and equally significantly disadvantages to others, therefore many factors need to be considered not just the needs of the local community.

Ultimately road safety for all users is paramount, but also important are the wider community, the economy, the environmental benefits and of course the cost required. 20 mph zones are predominantly used in heavily urbanised areas, but can be considered elsewhere in the county's larger Town Centres and residential areas, and in the vicinity of larger schools. They could also be used around shops, markets, playgrounds and other areas with high pedestrian or cyclist traffic, though they should not normally include roads where motor vehicle movement is the primary function. Under guidance in the **Setting Local Speed Limits** DfT Circular 01/2013, it now permits the placing of any of the following measures to support 20 mph speeds:

- **Repeater speed signs**
- **Speed roundel road markings**
- **Or a combination of both signs/roundels**
- **Traffic calming features**

Only where speeds are already constrained to near the limit do we consider placing the speed limit sign or roundel marking, in addition to physical features within a zone.

Quiet Lanes

These lanes are intended to form a network of country lanes, suitable for use by walkers, cyclists and equestrians as well as by motor vehicles, with the aim of helping to preserve the character and tranquillity of rural areas and encouraging an increase in non-motorised users, while still maintaining vehicular access. The purpose is to make motorists more aware of non-motorized users and, over time, to reduce the number and speed of motor vehicles by changing the "hearts and minds" of local residents rather than lowering the speed limits or using physical traffic calming measures. The lanes are demarcated by

the use of small discreet signs. Norfolk and Kent were the first counties in the country to trial the initiative. We currently have two Quiet Lane areas within the county, one in North Norfolk and the other in South Norfolk, which were installed in the early 2000s. The funding required to develop, consult and implement Quiet Lanes means that any future schemes would require external funding.

On Street Parking

When considering the need for waiting restrictions, it is necessary to assess the potential impact on vehicle speeds, and managed parking could assist in speed reduction in streets. However, waiting restrictions should not be introduced where there is a likelihood that vehicle speeds would increase significantly or where the perceived traffic calming benefits would be outweighed by the increase in overall traffic speed/flow, creating a consequential reduction in the overall safety of vulnerable road users.

Speed Enforcement Cameras

Speed limit and traffic light enforcement cameras are an effective method of encouraging better compliance with speed limits and their use in Norfolk is detailed in the **Speed Enforcement** section.

The County Council supports the use of camera enforcement at appropriate locations and works closely with the Police under a **Safety Camera Partnership (SCP)**. An aim of the SCP is to offer educational courses as an alternative to prosecution for some speeding offences, and these courses generally receive positive feedback from those attending.

Community Speed Watch

Community Speed Watch enables volunteers to monitor the speed of passing vehicles using a hand-held speed detection device. The volunteers record the details of vehicles which are exceeding the speed limit. These details are forwarded to the SCP. A warning letter is then sent to the registered owner of the vehicle requesting them to reduce their speed. If the vehicle is seen and recorded again, a second and final letter will be sent. If the vehicle is monitored speeding again within the next 18 months, its details will be passed to the Police Community Engagement Officers for further action. This could include the vehicle details being sent to Roads Policing or the Safer Neighbourhood Team for targeted intervention or a visit. Only two to four volunteers are allowed to operate at one site at a time and they must be in plain view of vehicle drivers at all times with high visibility jackets.



PHYSICAL MEASURES

Pinch Points/Priority Give Ways

Priority Give Ways require one direction of traffic to give way to oncoming vehicles. The layout normally consists of a raised kerb and bollard in one half of the road, with a sign to explain the vehicle traffic priority. For the lane without traffic priority, there are Give Way markings and hatching on approach to the build out.

Contrasting Colour Surfacing

In view of the very high environmental impact of this measure and after subsequent maintenance costs it is considered that coloured surface treatment should not generally be used for traffic schemes, except when:

- other collision remedial measures have been considered, tried or were unsuccessful
- used as part of a larger, more comprehensive traffic management scheme
- on restricted sections of traffic lanes which require stronger visual designation
- separation for specific purposes i.e. cycle lanes, advance stop areas or bus lanes
- in significant vehicle/vehicle conflict zones at junctions

If, after further consideration, a coloured surfacing is deemed necessary (e.g. to emphasise School Zones or Village Zones), then only coloured aggregate with the surface should be considered as an option. In environmentally sensitive areas, consideration must also be given to the visual impact before using coloured surfacing. Coloured surface dressing treatments will not be considered acceptable due to their poor long-term performance, high initial cost and future maintenance costs.

Speed Tables, Humps and Cushions

Because of their physical presence on the highway, these measures have proved very successful in reducing vehicle speeds and collisions for vulnerable road users. However, they are very expensive and careful selection of the right type of physical measure is needed as there are a number of significant considerations and negative consequences, that include:

- increased maintenance costs
- increase in vehicular noise and vibration, particularly from HGVs
- can lead to an increase in emissions if drivers use inappropriate gears
- 'urbanising' effect on villages
- delaying blue light services
- some motor vehicle traffic is likely to transfer onto alternative routes, potentially causing a problem somewhere else
- speed humps, cushions and tables require street lighting unless they are part of a wider 20mph zone
- speed humps can be uncomfortable to emergency vehicles, bus passengers and for cyclists
- cars drive considerably faster over speed cushions than speed humps or speed tables
- cushions can be avoided by cyclists and motorcyclists
- drainage could be affected by humps and tables but not by cushions

Whilst it is accepted that the above disbenefits will not affect all residential roads, these physical measures should not be used unless all other options and measures have been considered and addressed first. If any of the above measures are ultimately considered appropriate, then the type chosen will depend largely on the needs of vulnerable road users and the type of traffic using the road in question.

For example:

- Speed tables should only be used at locations where there are high concentrations of vulnerable road users needing to cross the road. These provide a flush crossing point, offering benefits to the disabled.
- On bus routes cushions or sinusoidal speed humps should be used. Sinusoidal humps have an 'S' shaped profile which improves bus passenger comfort and they are also preferred by many cyclists.
- In locations where road humps are considered appropriate, they should be of a round top profile with tapered edges.

Low Traffic Neighbourhoods (LTNs)

LTNs give space over to pedestrians and cyclists by diverting motorists from quiet residential roads onto busier perimeter and arterial routes and prevent vehicles from using the roads as a short cut or to save time. They were first introduced in London as part of temporary measures to create more space for walking and cycling, to allow people to travel safely during the Covid pandemic. So far LTNs have been mainly used in urban areas. Given the knock-on effects, their use would also need to be carefully considered and studied, to predict what these may be and how to mitigate them, and several initial schemes have been removed.

LTNs can be created by closing off roads with bollards or planters and can be enforced with signs telling drivers not to use the streets. In some cases this can be backed up with Automatic Number Plate Recognition (ANPR) cameras to help enforce if necessary.

This is an area that we are looking at carefully, especially the positive and negative feedback from those LTNs already implemented around the country. External funding would also be required to develop the necessary feasibility study, installation and monitoring.

When considering construction of the above measures, the hierarchy of construction materials should be adhered to as shown in the **Highway Corridor** document. It should also be noted that there is very limited funding for the introduction of these type of feature. **NOTE: The County Council will keep the use of all physical traffic calming measures under review as road user behaviour, modes of transport and speed management outcomes develop over time.**

7. Education, training and publicity

Introduction

Our strategy for the delivery of road safety education and training is underpinned by partnership working, using evidence and data within the Safe System approach framework (as shown in the diagram below). The Road Safety Team targets priority behaviours and groups across Norfolk with interventions and campaigns.

The Safe System Approach Framework



The Road Safety Team delivers, commissions and co-ordinates Road Safety Education and Training across schools and within community settings. Within the team, road safety co-ordinators, officers and assistants, support, commission and deliver high quality, behavioural change based interventions, to improve road safety across Norfolk.

All interventions are free at the point of delivery and provide an essential introduction to the Safe System Approach. They encourage patterns of positive behaviour, promote active travel and personal and community road safety culture. These sessions include practical skills like Bikeability which is led by a national framework. Other educational sessions such as: car seat, seatbelt and pedestrian safety all make reference to the speed of vehicles and encourage people to be safe road users and travel within safe speeds. The Road Safety Team also supports partnership road safety interventions lead by Norfolk Constabulary and Norfolk Fire and Rescue Service, to promote safe speeds and safe road users.

For more details of the Road Safety interventions available, please visit:
<https://www.norfolk.gov.uk/roads-and-transport/roads/road-safety>

For road users of Norfolk who hold full licences in any category, there is a wide range of courses available to enhance safety and economy whilst reducing emissions. These are delivered by the **Driver & Rider Development Team**, part of the Road Safety Team within the County Council. The team comprises road safety co-ordinators, officers and contracted DVSA Fleet Trained Approved Driving Instructors (ADIs).

The instructors have been carefully selected and trained to deliver a variety of schemes; many of them have their own specialities and the team as a whole has a wealth of qualifications and experience. The County Council invests time and resources in training the instructors; this helps us to maintain a motivated, skilled and focused team who deliver to a consistently high standard.

One intervention delivered by the team on behalf of Norfolk Constabulary is the National Speed Awareness Course. This **2 hours and 45 minutes** course is delivered online and in person and covers a range of subjects, including: speed management, hazard perception and driving more fuel efficiently, and is offered as an alternative to prosecution.



8. Speed enforcement

Introduction

Norfolk Constabulary supports the principles outlined in the Norfolk Speed Management Strategy as part of the Police's approach to collision and casualty reduction. Many studies have indicated speed is a factor in up to one third of injury collisions. The findings have many similarities, but their interpretation and any proposals vary.

Whilst there is no single solution and no simple solution, we need to, as far as possible, avoid complexities. Speed enforcement depends upon continued development of effective partnerships with the County Council, Magistrate's courts, schools and other partners. This approach must ensure that all avenues for speed compliance are fully exploited and that there is not a sole reliance on sanctions.

What is excess speed?

'Speeding' is not just exceeding a speed limit, but more commonly inappropriate speed. That is riding/driving within a legal limit but too fast for the prevailing conditions and circumstances. For example, not allowing for the volume of traffic on the roads or adverse road and weather conditions. Collisions involving excessive or inappropriate speed can often be attributed to a poor standard of driving.

Police approach

Our prime commitment is towards casualty reduction. Our strategy is focused upon:

- Specific Cluster Sites (where focus is upon manoeuvres and time/day)
- Core Routes (which change quarterly and are generally the main roads)
- Target Routes (small sections of road identified as a short-term site of interest).

Our approach is not to maximise the number of offenders we catch but to target collision locations with a balance of advice and education and as a final measure, enforcement. The level at which a prosecution will be initiated is dependent on the circumstances at the time. The Police Officer dealing with the offence will use their discretion and judgement and the **Constabulary's Speed Enforcement Guidelines** as to the most appropriate course of action.



Targeting

The number of drivers/riders prosecuted is, in itself, meaningless. We must all be satisfied that we are dealing with speeding where it really matters: where lives are being saved. There is a need to gather management information on collisions, identify hotspots, and target speed reduction resources accordingly. In other words, it is quality, not quantity that counts.

Targeting means making sure that enforcement action is directed primarily on those whose behaviour gives rise to the most serious risks, often at identifiable locations or identifiable circumstances. Like all other speed management measures, enforcement action must be focused and prioritised.

Speed Detection

Prosecution of drivers for speeding is no longer solely reliant upon Road Policing officers providing the evidence. The boom in technology has now not only enabled easier detection of speeding offences, but also the remote detection of them. Camera enforcement is simple, but expensive and resource intensive. Officers have a plethora of equipment at their disposal, handheld laser devices, VASCAR and other mobile detection devices, including mobile cameras.

Speeding is one of the 'Fatal Four' contributory factors in Killed or Serious Injury Collisions (KSIs). The other three are failing to wear a seatbelt, driving whilst using a mobile phone and drink/drug driving. Norfolk Constabulary uses various methods of speed enforcement; all have the simple aim of slowing vehicle speed down and therefore reducing the level of injuries in the event of a collision.

There are a number of fixed and mobile sites where safety cameras are used. All of the fixed sites and the vast majority of the mobile sites are locations where there is a history of KSIs. The remainder of the mobile sites are locations that have been identified in response to speeding complaints and safety concerns from concerned communities.

Police officers from Safer Neighbourhood Teams and Roads Policing also visit complaint sites with hand-held speed detection devices. This provides an opportunity to engage with motorists, to discuss road safety issues and voice the concerns of communities. Roads Policing officers are also tasked daily to visit locations that have had recent or current KSI collisions to present high visibility reassurance and to conduct fatal four enforcement.

An important direction for Norfolk Constabulary, working closely with Norfolk County Council, is the diversion from prosecution for driving offences to an educational course as an alternative to issuing a fixed penalty notice. **The National Driver Offender Retraining Scheme** is run by the County Council and covers a variety of offences, including speeding.



Speeding Complaints

When either the Police or the County Council receive a complaint in relation to excess speed at a particular location, it will be acknowledged and considered. The collision database for the site and surrounding area will be investigated and any further information gleaned, if available. Where there is a demonstrable collision record, a study by the Council's **Highways Network Safety Team** in conjunction with the Norfolk Police Traffic Management Officer, would be appropriate to determine if any improvements to the road layout are feasible; the Police may conduct speed checks to assist with this process.

In all cases where further investigation is required, the complainant will be kept informed of our activities and findings.

Child Casualties

Studies of the conflicts between children and moving motor vehicles have shown inappropriate speed and social deprivation as particular features. We will support child education initiatives, particularly those within schools. We will support road engineering schemes and 20 mph limits near to schools although we acknowledge that only approximately 20% of child casualties occur on the journey to or from school.

National Speed Awareness Course

As described in the Education, training and publicity section above, this course is delivered by the County Council's Road Safety Team and covers a range of subjects from speed management to hazard perception and driving more fuel efficiently. Drivers/riders are also referred to the course as a diversion from a fixed penalty notice or attending court in certain circumstances. Attendance on the course benefits in many ways including an opportunity to educate drivers/riders on road safety issues.



Conclusion

Norfolk Constabulary is committed to working in partnership with the County Council and all partners towards reducing casualties on our roads. We fully support the use of traffic management techniques and calming measures to reduce vehicle speeds.

9. Summary

Through successful partnership with other agencies, the County Council remains committed to reducing the severity and number of people injured on Norfolk's roads. This revised Speed Management Strategy works to promote a local transport network that supports economic growth, remains a safe environment for all highway users whilst improving the quality of life in Norfolk's communities. This Strategy details the Council's aims and commitment to help reduce local safety concerns, explains the various approaches towards speed management in line with national guidance and other County Council policies, and identifies funding initiatives that have been introduced to assist with this objective (such as the Parish Partnership Initiative and the Road Safety Community Fund). The County Council's data-led approach is key in prioritising those locations across the county where the greatest casualty reduction benefits can be achieved. This ensures the County Council's resources are directed to where the greatest need exists to improve road safety.

The County Council's website page **Road Safety in Norfolk** provides educational content and advice for all highway users and is a great source of information, including **Safer Driving and Riding, Road Safety National Events Calendar** and the **School Streets Initiative** information. In addition, Norfolk Constabulary website offers advice relating to **Community Speed Watch, Safer Driving** and **Roads and vehicles** and other information which is equally valuable to highway users.

10. Appendix 1

Speed Management Improvement Measures

PERSUASION MEASURES



REF: 1

SPEED LIMITS (ALTERATIONS OR EXTENSIONS)

- Requires a traffic regulation order (TRO). This is a complex legal procedure that takes on average 12-18 months to complete.
- Extremely limited funding streams available for small scale TROs.
- Must meet the strict criteria of government guidance and Norfolk's Speed Management Strategy.

Funding Streams: RSCF, LMF



REF: 2

NEW WAITING RESTRICTIONS (OR EXTENSIONS/ AMENDMENTS TO EXISTING)

- Includes single/double yellow lines with/out loading bans and can be time related and include parking, loading or disabled bays.
- Used to control parking and prevent unsafe or obstructive parking.
- All restrictions need a TRO, which can take 12-18 months to complete the legal process.

Funding Streams: RSCF, LMF



REF: 3

VILLAGE GATEWAYS

- Effective in reminding drivers they are entering a different environment.
- Erected in pairs of gateways - can include speed limit and parish name plate.

Funding Streams: PPI, RSCF, LMF



REF: 4

SPEED ROUNDEL ROAD MARKINGS

- Mainly used at speed limit terminals to highlight change of limit.
- Visual and work well to reinforce changes of speed limits and environments, especially in conjunction with other measures eg village gateways.

Funding Streams: PPI, RSCF, LMF



REF: 5

SAFETY AWARENESS MESSAGING SIGNS (SAM2)

- A mobile battery-operated flashing speed sign.
- Needs repositioning by the Parish/Town Council every 4 weeks.
- Very popular and well received by towns and parishes.
- Town/Parish Council responsible for maintaining.
- Should be considered along with other measures if funded by RSCF.

Funding Streams: PPI, RSCF, LMF



REF: 6

'PART-TIME ADVISORY' 20MPH SPEED LIMITS OUTSIDE SCHOOLS

- A school sign with flashing 'wig wag' lights – mains electric or solar powered.
- Programmable to operate at school busy times, AM & PM only.
- Able to program up to 2 years ahead
- An advisory limit so cannot be enforced.

Funding Streams: PPI, RSCF, LMF



REF: 7

THINK! SIGNS

- A number of signs from the Government's former 'THINK!' campaign was retained by NCC.
- These are available to highlight various road safety issues.
- Should only remain in place for 3 months at a time as a temporary means of raising awareness of issues.

Funding Streams: Local Highways Area Team (LHAT)

**REF: 8****SCHOOL KEEP CLEAR MARKINGS**

- Only provided outside schools, in immediate vicinity.
- Can be new markings or extensions to existing ones, if supported by the school.
- Helps prevent dangerous/obstructive parking.

Funding Streams: Local Highways Area Team (LHAT)

**REF: 9****VEHICLE ACTIVATED SIGNS (VAS)**

- A static flashing sign – mains electric or solar powered.
- Aimed at addressing a specific safety issue/problem.
- Only now considered as a hazard warning sign – not to highlight speeding.

Funding Streams: Via the Council's Network Safety Team

**REF: 10****SPEED CAMERAS**

- Particularly suitable for busy roads but can be contentious.
- Only installed at proven accident blackspot sites.
- Takes photo of vehicle/driver when exceeding the speed limit.
- Needs agreement with the Police and comply with DfT guidelines.

Funding Streams: Norfolk Safety Camera Partnership

**REF: 11****QUIET LANES**

- Reduce the number and speed of motor vehicles, to improve the safety of pedestrians, cyclists and horse riders etc.
- Should not be considered on an individual road or in isolation; needs to be more zonal and covering several parishes.
- Not suitable if requiring physical traffic calming measures to reduce speeding traffic.

Funding Streams: PPI, LMF (but only if supported by LHAT)

PHYSICAL MEASURES



REF: 12

SPEED TABLES

- Effective at reducing speeds of all vehicles.
- Should only be used when all other options and measures have been considered and are believed to be inappropriate.
- Should only be used to aid as a crossing point for pedestrians/cyclists.

Funding Streams: Local Highways Area Team (LHAT)



REF: 13

SPEED CUSHIONS

- Often provided in clusters of pairs along a length of road.
- Effective at reducing vehicle speeds.
- More preferable than speed tables on bus routes and for cyclists.
- Normally used in residential areas or local distributor roads.
- Doesn't affect drainage
- They can attract localised complaints regarding noise and vibration to nearby buildings.
- These measures are both disruptive and expensive to construct.

Funding Streams: PPI, LMF (but only if supported by LHAT)



REF: 14

PRIORITY ROAD NARROWING

- Normally used in residential areas.
- Can assist pedestrian crossing and control of parked cars.
- Can be used at junctions and target a specific part of the road.
- These measures are both disruptive and expensive to construct.

Funding Streams: PPI, LMF (but only if supported by LHAT)



REF: 15

PRIORITY GIVEWAY SYSTEM

- An alternative 'last resort' consideration to other measures.
- Motor vehicles with priority are not required to reduce their speed.
- Motor vehicles without priority are not required to reduce their speed if there is no oncoming vehicle approaching.
- May incur delays during increased traffic flow.

Funding Streams: PPI, LMF (but only if supported by LHAT)



REF: 16

LOW TRAFFIC NEIGHBOURHOODS

- Prevents through traffic (i.e. access only) thereby reducing numbers of vehicles and their speed.
- Improves road and pedestrian safety and reduces vehicle emissions/ air pollution.
- Encourages more walking, cycling and on-street activities.
- Can include physical measures e.g. bollards, gates, cycle contraflows and planters.
- Should only be used when there are suitable alternative vehicular routes.
- Aligns with NCC's Environmental Policy and DfT Gear Change.
- Can be controversial as well as beneficial, therefore locations need to be carefully considered.

Funding Streams: PPI, LMF (but only if supported by LHAT)

Key to Funding Streams

RSCF – Road Safety Community Fund

LHAT - Local Highway Area Team

LMF – Local Member Fund

PPI – Parish Partnership Initiative



Norfolk County Council

Compiled by Ian Gregory and John Cotton

Infrastructure and Development Select Committee

Item No: 9

Report Title: Waste Services Review

Date of Meeting: 16 November 2022

Responsible Cabinet Member: Cllr Eric Vardy (Cabinet Member for Environment & Waste)

Responsible Director: Tom McCabe, Executive Director of Community and Environmental Services

Executive Summary

This report provides an overview and update on the services delivered by the County Council in its role as the Waste Disposal Authority for Norfolk. This role includes the provision of recycling centres, the disposal of residual waste, and making payments to the District, City and Borough Councils to help support the costs of the recycling services that they deliver.

The County Council's waste policies which relate to this role are presented for review, and the report highlights that in 2021/22:

- Recycling rates increased by 2.1% to 44.2%.
- Customer satisfaction rates at recycling centres increased 1% to 83%.
- The amount of leftover waste increased to 219,215 tonnes, equivalent to an 8.8% increase over two years, driven by the effects of Covid-19 on householder behaviours.
- 166,467 tonnes of waste were incinerated to generate energy, and 52,748 tonnes were disposed of to landfill.
- Fly-tipping was down by 4.5% to 10,761 reported incidents, with an increase to 58% of incidents that were a van size or larger.

The County Council's ongoing work on waste reduction is highlighted, giving examples such as a project in the Great Yarmouth area which focuses on the circular economy in the tourism sector, and successful work to reduce food waste and increase home composting across Norfolk.

The County Council's campaign work with the Norfolk Waste Partnership, on initiatives such as the Scrap fly-tipping campaign, is explained alongside presentation of the Partnership's recent annual report, and the current direction of national waste policy is presented for shared awareness of its possible implications for Norfolk.

Action Required

The Select Committee is asked to:

1. To note and comment on the review including the County Council's current waste policies.
2. In accordance with the County Council's second Waste Policy to review the arrangements outside Norfolk for the '*incineration of waste or fuel derived from waste*' set out in section 6.4.2 of this report.

1. **Background and Purpose**

This report provides the opportunity to review the activities of the County Council in its role as the Waste Disposal Authority for Norfolk and the policies that it has in place that relate to that role.

2. **Proposals**

2.1 **New Recycling Centres**

- 2.1.1 Following the successful opening of Norwich North Recycling Centre in September 2021, the new Norwich South Recycling Centre, which is shown in the figure below, opened on 01 December 2021, with the reuse shop opening in March 2022.



Figure 1: New Norwich South Recycling Centre (Photo: Simon Watson Photography)

- 2.1.2 A consultation on a new replacement recycling centre for Sheringham was held from 01 to 31 July 2022, which included a public exhibition at Sheringham Community Centre attended by the Cabinet Member for Environment and Waste. The consultation was advertised at the existing Sheringham Recycling Centre, as well as online and through social media, and there were over 230 responses.

Since the consultation all the feedback has been reviewed and the proposed layout of the new site, which includes a proposed junction improvement with the A148, has been refined, and the figure below shows a conceptual visualisation of the new site.

A planning application is expected to be submitted to the County Council during November 2022, and subject to the planning process, work on the new site is expected to commence in 2023



Figure 2: Visualisation of the proposed new Sheringham Recycling Centre

- 2.1.3 A new site to replace the Wymondham Recycling Centre has been identified at Spooner Row on land off the A11 and B1172, and adjacent to a National Highways depot. Land negotiations have been progressed and surveys carried out across the site and a public consultation on the new site, which will share the concept layout of the new site, will be held from 14 November to 12 December 2022.

The proposal, which has been designed to accommodate housing growth around the Wymondham and Attleborough areas, is for a split-level site with a separate area for service vehicles and an area for a reuse shop.

Work is also ongoing to secure suitable sites to replace the recycling centres at Morningthorpe and Worstead with new and improved facilities for the Long Stratton and North Walsham areas.

2.2 **Recycling Centre Service**

- 2.2.1 Each year the County Council measures customer satisfaction at recycling centres through an online survey. The 2021/22 survey, which ran in early 2022, had a customer satisfaction rate of 83%, which was an increase of 1% from last year. Positive feedback came from customers on the reuse shops, the cleanliness of sites and the provision of hazardous waste events. There were also a significant number of comments on the DIY waste policy and satisfaction in the opening hours of sites had reduced slightly.
- 2.2.2 This year's annual Household Hazardous Waste Day Events took place in September and October 2022. Although final data is not yet available, early indications are for slightly higher tonnages this year compared to previous years, with an expectation of just over 230 tonnes of hazardous waste to process, with the majority being paint. Visitor numbers were high at the first event held at Norwich North Recycling Centre, with over 2,000 visits across the weekend, however events that followed saw similar numbers to previous years although waiting times were generally lower due to operational refinements.
- 2.2.3 Staff at recycling centres are very occasionally subject to verbal or physical abuse when points of conflict arise, often from requirements for payments for DIY type construction and demolition waste, and to help support staff a body camera trial is being introduced across the service. To help establish the most suitable technology

and development of relevant procedures, the approach is informed by a previous trial in Norfolk, supplemented by recent learning and insights taken from other authorities across the country that have implemented body camera usage more recently.

2.2.4 The County Council's twenty recycling centres are operated by Norse Environmental Waste Services Ltd (NEWS) via a service level agreement contract which is being updated to ensure it remains efficient, suitable and flexible enough for the medium term and also to give increased certainty about arrangements over a given timeframe. This approach fits in well with other activities undertaken by NEWS, in particular the arrangements to process the recycling collected by all Norfolk's councils (which are in the process of being amended and extended) and also the provision of local delivery points for the acceptance of waste collected by councils and from recycling centres, for example the waste transfer stations at Caister and King's Lynn.

2.2.5 In 2021/22 the recycling centres achieved a diversion rate of 72.8%, with 27.20% sent for treatment and disposal as general waste alongside waste collected by the District, City and Borough Councils.

This diversion rate included 40,307 tonnes of material that was recycled, which was made up of: 21,579 tonnes of recycling; 17,677 tonnes of composting; and 1,050 tonnes of reuse (which together generate a recycling rate of 62.98%), combined with 6,245 tonnes of timber that was processed by specialist energy recovery.

2.3 **Residual Waste**

2.3.1 In recent years the amount of leftover rubbish collected by Norfolk's councils has been around 200,000 tonnes a year, for example it was 201,455 tonnes in 2019/20. However, in 2020/21 this surged to 217,254 tonnes and went up further in 2021/22 to 219,215 tonnes, equivalent to an 8.8% increase over two years. This sharp rise was due to the effects of Covid-19 on consumer behaviours and an increase in work from home practices, which led to a surge in the levels of left over rubbish collected in Norfolk that was comparable to increases seen by other councils across the country, with the early indications for 2022/23 being that waste levels are now reducing.

This increase of waste in 2021/22 coincided with the start of two new arrangements to treat waste, an updated agreement with Suffolk County Council for use of the Great Blakenham incinerator, and a new contract with Veolia based on incineration at the Rookery South Energy Recovery Facility near Stewartby in Bedfordshire, which was commissioned during 2021/22. This commissioning phase, during which facilities go on and off-line whilst they are tested ahead of becoming fully operational, combined with the increase in waste volumes and national issues around haulage logistics, meant that 2021/22 was a very complex year for dealing with the management of residual waste and that more waste was diverted to landfill than expected, as detailed below in section 6.4.2.

2.3.2 The County Council, in its role as the Waste Disposal Authority for Norfolk, provides local delivery points for all the left-over waste collected the District, City and Borough Councils in Norfolk, which they collect in their role as Waste Collection Authorities, and also from the recycling centres provided by the County Council. In the Breckland Council area there are currently two local delivery points at Shipdham and Thetford Transfer Stations that are contracted to provide this service under arrangements that end in 2023, and a procurement process is underway to put new arrangements in place for the Breckland Council area.

2.3.3 In relation to the County Council's provision of local delivery points for waste, following the granting of planning consent for an extension to the Caister Waste Transfer

Station, preparation is underway to start construction of the new building. The extension is designed to allow the site to continue operating whilst a new waste reception building is constructed to make the site suitable for future requirements. Early enabling works are underway on the site with the main building expected to be built in 2023. A similar scheme to provide an extension to King's Lynn Waste Transfer Station is in the early design stages and a planning application for that development is expected to be submitted to the County Council in 2023.

2.4 **Waste Reduction**

- 2.4.1 Waste reduction makes sense as it is an efficient way of reducing the financial and environmental cost of waste. The County Council delivers a programme of waste reduction activities aimed at householders, schools (including providing education resources which are available at www.norfolkrecycles.com/learning-zone) and communities, helping the County Council save money on the disposal or recycling of waste, or by reducing the level of payments it has to make to others, primarily the District, City and Borough Councils, to support the cost of their recycling collections and processing costs.

Supporting householders to not generate this waste in the first place makes a significant cost saving to the County Council and its work is focussed on the key waste materials which have the opportunity to make the most significant savings, such as food and garden waste. It also focuses on themes that deliver significant impacts such as reducing usage of single use products, as well as helping steer householders to better options for the materials they no longer want, by signposting repair, reuse and recycling option across Norfolk such as with an innovative search tool called 'Bin Genie' (www.norfolkrecycles.com/where-can-i-recycle/bin genie).

- 2.4.2 Through the County Council's home composting campaigns residents are given access to reduced price compost bins and provided support from a network of trained Master Composter volunteers. Helping householders manage garden waste and kitchen scraps at home helps divert waste from kerbside bins and recycling centres each year, and as in the first ten years of its life a compost bin is expected to manage 1.5 tonnes of waste, with over 13,000 bins sold in Norfolk over the last ten years, the cumulative financial and environmental benefits are significant (for example a treating a tonne of waste costs over £100 and processing a tonne of garden waste can cost around £30), and more information about the initiative can be found at <https://www.norfolkrecycles.com/reduce-my-rubbish/compost/>
- 2.4.3 Edible food waste makes up around one third of the rubbish bin at home and with the average family wasting around £730 of food a year, tackling this issue can make a significant saving to both the householder and the County Council. Food Savvy (www.foodsavvy.org.uk) is a partnership of the County Council with all Suffolk councils and is an initiative that the Norfolk Waste Partnership has recently decided to become involved in too. Food Savvy helps householders reduce food waste providing people with tips, recipes and lots of cumulative actions to help them make the most out of their food, throw away less and save money. Through Food Savvy partnerships have been developed with businesses, such as Co-op and organisations such as the Joy of Food cookery programme, to help spread the message further and to secure funding to support local projects and initiatives. Food Savvy also supports a network of eighteen community fridges across the county, one of the largest networks in the country.
- 2.4.4 Single Use Products such as plastic bottles, wet wipes, balloons and disposable toiletries are common sources of litter and rubbish, and are a part of waste that can be easily reduced. The County Council's 'Swap to Save' campaign (www.norfolkrecycles.com/reduce-my-rubbish/swap2save) signposts householders to

simple swaps that can be made to help the environment and save money, whilst the litter pledge (www.norfolkrecycles.com/communityaction/lovenorfolkhatelitter) and sky lantern and balloon charter (www.norfolkrecycles.com/communityaction/balloons) gather actions to help prevent these items entering into the environment.

2.4.5 A project focussing on the circular economy within the tourism and leisure sector has been progressed by the County Council and Great Yarmouth Borough Council as a part of the EU Interreg 2Seas Project FACET (www.interreg2seas.eu/en/FACET), a project which is supporting the funding and delivery of initiatives focussed on driving change and improvements in the tourism sector to help a shift from a linear to a more circular economy. The project started in 2020 and has been successful in:

- a) Expanding the network of community fridges with the opening of two new community fridges in Great Yarmouth and Hemsby.
- b) Establishing a composting business support package for up to ten interested businesses wishing to reduce organic waste, via an arrangement with the agency Garden Organic.
- c) Launching a reusable cup scheme in Hemsby called the 'Hemsby Cup', to tackle single use takeaway packaging waste.
- d) The provision of three recycling point 'Bottle Ships', where tourists and local residents can now deposit their empty plastic bottles into eye-catching bins which take the form of sculptures based on three boats which represent the Great Yarmouth area's maritime heritage.



Figure 3: Great Yarmouth, Jetty – Bottle ship: HMS Elephant

- e) Establishing the collection of post-consumer take away plastic packaging materials, combined with development of new plastic products made-out of recyclates, by commissioning a local Community Interest Company (CIC) based in Great Yarmouth known as Waste Smiths CIC who are working as 'Precious Plastics East' with the East Norfolk Sixth Form College to explore opportunities using materials to produce a mix of high value and also high volume products, ranging from concepts around jewellery to planters and furniture.
- f) On street litter improvements have been delivered to increase capacity and the ability to cope with extra pressure during the summer months, helping to keep the

seafront and beach free of litter and increase on the go recycling. This has been complemented by introduction of 'Smart' solar compacting bins have been installed in Hemsby, which alert waste collection services when each bin is reaching capacity, thereby preventing over-flowing and increasing the collection efficiency to reduce vehicle related emissions.

2.5 **Payments to Districts and Others for the Recycling They Collect**

- 2.5.1 In 2021/22 the County Council made payments of around £10.5m to the District, City and Borough Councils, which are referred to as recycling credits. These payments, which are detailed in the table below, were for the recycling they collected, such as mixed dry recyclables, food or charged for garden waste collections. The largest changes last year were that 4,576 tonnes more garden waste was collected and that the amount of mixed dry recyclables collected reduced by 2,041 tonnes.

Waste Collection Authority	Tonnes	£
Borough Council of King's Lynn and West Norfolk	28,458	£1,835,715
Breckland Council	23,650	£1,553,236
Broadland District Council	28,325	£1,859,902
Great Yarmouth Borough Council	13,388	£883,010
North Norfolk District Council	22,576	£1,387,732
Norwich City Council	19,420	£1,280,973
South Norfolk Council	26,751	£1,699,725
Total	162,568	£10,500,293

- 2.5.2 In 2021/22 the following payments were made by the County Council to charities, parish councils and other organisations for the materials they collected in each Waste Collection Authority area as below.

Waste Collection Authority Area	Tonnes	£
Borough Council of King's Lynn and West Norfolk	330	£21,121
Breckland Council	660	£42,195
Broadland District Council	132	£8,479
Great Yarmouth Borough Council	209	£13,412
North Norfolk District Council	662	£42,391
Norwich City Council	412	£26,392
South Norfolk Council	162	£10,367
Total	2,567	£164,356

2.6 **Norfolk Waste Partnership**

- 2.6.1 The Norfolk Waste Partnership is how all Norfolk's councils (ie the District, City, and Borough Councils together with the County Council www.norfolkrecycles.com/about) work together to provide efficient and complimentary services and to help ensure a collective focus on shared interests, such as:

- Reducing waste (www.norfolkrecycles.com/reduce-my-rubbish).
- Increasing recycling (www.norfolkrecycles.com/bins-at-home/my-recycling-bin).
- Fighting the scourge of fly-tipping (www.norfolkrecycles.com/communityaction/fly-tipping-report).

- 2.6.2 In 2022 the Partnership has been looking at the composition of left-over rubbish and recycling, which established that as well as paper, many plastic items such as pots, tubs and trays are still ending up in rubbish bins and not recycling bins, and that

around a third of rubbish is food (of which around half is packaged food), information which is also presented in the Partnership's recent annual report which is included in '*Appendix B: Norfolk Waste Partnership Annual Report*' of this report.

Consequently, the Partnership is taking a targeted and evidence led approach on communications on the issues that matter using a range of platforms (ie not just social media but also print, radio and at events etc). As part of this focus the Partnership is adopting the County Council's Food Savvy campaign (www.norfolkrecycles.com/reduce-my-rubbish/food-waste) to help reduce food waste, and also because, at levels of around 9%, food is a common contaminant in the recycling which is collected from householders. The Partnership is also going to focus on food waste in its Christmas campaign, as the focus in recent years on reducing contamination from wrapping paper which contained foil and plastic, has proven effective in reducing the amounts of this type of material in materials collected from householders for recycling, whereas the amount of food in recycling has increased.

- 2.6.3 The Partnership has a strong focus on driving down further the amount of fly-tipping (ie waste that is dumped illegally). The Partnership's recent annual report, which is presented in '*Appendix B: Norfolk Waste Partnership Annual Report*' of this report, highlights actions taken by individual councils in Norfolk, the successful Scrap campaign (www.norfolkrecycles.com/communityaction/fly-tipping-report/scrapflytipping), and makes reference to the Partnership lobbying the Sentencing Council, together with local authorities and waste partnerships from across the country, for greater penalties in relation to fly-tipping, so that councils could take stronger action to drive the crime out of our countryside and communities.
- 2.6.4 A service providing free disposal of sharps waste has been delivered by the County Council on behalf of all the District, City and Borough Councils in Norfolk, to provide a service for residents who administer their own injected medication (eg insulin). Originally delivered as a pilot, in the summer of 2021 the service was rolled out to over 70 pharmacies across Norfolk and is proving successful and will be further developed with the Norfolk Waste Partnership to improve awareness of its availability and evolved to ensure that it provides the right level of capacity.

2.7 **National Policy Considerations**

- 2.7.1 Defra presented its [Resources and Waste Strategy for England](#) in December 2018, which led to consultations on the direction of national waste policy in 2019 and 2021, which were presented in three themes summarised below:

- 1) Extended Producer Responsibility (EPR): producers paying councils directly for dealing with packaging.
- 2) Consistency: Government telling councils what they need to do and how it will be funded.
- 3) Deposit Return Scheme (DRS): producers taking materials back directly.

The Environment Act 2022 gives enabling powers for Government to progress its national waste policy agenda, however so far Defra has responded to only one of the three consultations it held in 2021, which was a response to the Extended Producer Responsibility consultation and some expected dates of change have already been delayed by a year.

- 2.7.2 The emerging issues from proposed Extended Producer Responsibility scheme for packaging are that payments would be made directly from a scheme administrator to councils for the full net costs for dealing with packaging in the collection, management, recycling and disposal of wastes. These payments to councils would be funded by

producers which would have to make payments to the scheme administrator to place different types of packaging on the market.

Payments to individual councils are currently expected from 01 April 2024, however amounts are currently unknown, although Defra has been indicated that payments to councils would be paid quarterly in arrears and maybe six-monthly in 2024/25. This approach to payments is expected to be reviewed after two years, to further align and limit payments to councils to the '*necessary costs*' of '*effective and efficient services*'.

Whilst it is currently uncertain how the necessary costs of effective and efficient services would be established, it is expected that metrics such as the amount recycled per household, contamination levels in recycling per household, costs per tonne and cost per % point of recycling rate could be used. This would be in a process where each council's cost and performance was compared to best in class and could lead to the development of improvement plans where appropriate, with an allowance made for any particularly significant operational considerations (such as length or nature of existing contracts) and within a model that is expected to consider key factors such as rurality and levels of deprivation in an area.

Whilst there is a widespread expectation that recycling credits would change or end alongside the introduction of Extended Producer Responsibility scheme for packaging, this has not yet been confirmed.

2.7.3 It is unclear when requirements under the Consistency agenda are expected to start, as Defra has not yet given a response to its consultation in 2021. However, from that consultation process we know that Defra's expectation is that councils will have to:

- a) Collect core materials for recycling:
 - i) Glass bottles and containers.
 - ii) Paper and card.
 - iii) Plastic bottles.
 - iv) Plastic pots tubs and trays.
 - v) Steel and aluminium cans.
 - vi) Aerosols.
- b) Collect plastic films and flexibles by 31 March 2027.
- c) Provide food waste collections from 2024.
- d) Provide free garden waste collections.

This set of intentions could have major implications not just for the nature of services delivered by Waste Collection Authorities such as the District, City and Borough Councils in Norfolk, but also for the County Council's statutory responsibilities to pay for the cost of dealing with left over waste, for providing recycling centres and for paying the District, City and Borough Councils for the recycling they collect. And until there is further clarity it is uncertain what the full implications in terms of costs and timeframes of change will be for any council.

2.7.4 The prospects, detail and timing of any Deposit Return Scheme (DRS) are also unclear, as Defra has not yet given a response to its consultation in 2021, however in its 2022 response on the Extended Producer Responsibility consultation, Defra clarified that in England any DRS would cover PET (polyethene terephthalate) bottles and steel and aluminium cans, but not include glass. It was also clarified that the size of containers in scope would be up to 3 litres and although reference has been made to an earliest start date of late 2024, as there has not yet been a response by Defra to its 2021 consultation, and as it is not yet clear whether a DRS would be based on either reverse vending or a digital / scanning approach, it is reasonable to expect any DRS introduction date to be later.

2.7.5 In 2022 Defra held a '[Consultation on preventing charges for DIY waste at household waste recycling centres and call for evidence on booking systems at household waste recycling centres](#)', which included a proposal to allow householders to freely disposal of up to 300 litres of DIY type construction and demolition waste a week, whilst also indicating that no additional funding would be provided to councils to meet the cost of this proposal if it were to become a requirement; Defra is yet to make its response to the consultation.

2.7.6 In 2022 Government also consulted on [Developing the UK Emissions Trading Scheme](#), and as part of this process called for evidence on expanding the UK scheme to include emissions from waste incineration and energy from waste, with any developments in this area possibly having financial considerations for the County Council in the longer term, depending on the nature of any inclusion, how it was funded and to what extent any of the waste the County Council was responsible for was incinerated.

2.8 **County Council Waste Policies**

2.8.1 Full Council agreed twenty waste policies on 15 December 2014 (minutes and the agenda of that meeting are available here: [Full Council, 15 December 2014, 'Waste Advisory Group Policy and Strategy Recommendations', p38 on the agenda and p9 on the minutes](#)). The twenty policies relate to the County Council in its role as a Waste Disposal Authority and are listed in '*Appendix A: Waste Policies of the Waste Disposal Authority*' and were developed as a combination of nine key objectives established by the Norfolk Waste Partnership, with additional considerations from the County Council, showing a clear emphasis on waste reduction, reuse, recycling and recovery.

2.8.2 The County Council provides a free service for household waste from householders for items such as garden waste, furniture, carpets, general waste, electrical items, cardboard, paper, metals, textiles and cooking oil, with a full list available on its website at: <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/rubbish-and-recycling/types-of-waste-we-accept>. Alongside this provision of a free service the County Council's recycling centre service has policies on charging and service provision that are provided in '*Appendix A: Waste Policies of the Waste Disposal Authority*'.

A key recycling centre policy is that charges are required for accepting all DIY type construction and demolition waste, an approach that is in line with the provisions of the Controlled Waste Regulations, 2012. There are also policies to:

- a) Provide a charged trade waste service for small businesses Monday to Friday.
- b) Provide services for hazardous waste via annual Household Hazardous Waste Days.
- c) Accept a limited amount of litter from organized litter picks.
- d) Provide a recycling centre service where over 90% of residents are within a twenty-minute drive of a recycling centre where economically practicable.

2.8.3 The County Council, as Waste Disposal Authority, is required to pay a reasonable contribution towards a Waste Collection Authority's costs (ie a District, City or Borough Council), if it is directed by the County Council to deliver the residual waste it collects to a place that is unreasonably far from its own administrative area. The County Council's Cabinet on 06 December 2010 agreed that, following a consultation with the Waste Collection Authorities in Norfolk, that a payment may be made where the distance to such a point is more than five miles beyond the administrative area of that authority.

Currently no such payments, which are referred to as tipping away payments, are made as the Waste Collection Authorities in Norfolk are provided with delivery points within, or just outside their own administrative areas.

2.8.4 The County Council has a policy to pay community groups for the material they collect for recycling at rates that increase at 3% a year, in a similar arrangement to the payments it makes to the District, City and Borough Councils in Norfolk for the materials they collect for recycling.

2.8.5 The County Council's waste policies, as outlined above and detailed in '*Appendix A: Waste Policies of the Waste Disposal Authority*', provide a clear and stable set of justifiable principles for procurements and service development, and furthermore mean that the County Council is well positioned to respond to the development of national policy. The policies also help ensure that the County Council is providing an efficient and convenient service for its customers, including the public and all the District, City and Borough Councils in Norfolk.

3. **Impact of the Proposal**

3.1 **Recycling Performance**

3.1.1 Recycling rates in Norfolk increased by 2.1% to 44.2% in 2021/22, with around 186,000 tonnes of material sent for recycling. In 2021/22 the County Council's recycling centre service achieved a diversion from disposal rate of 72.8%, which included 40,307 tonnes of material that was recycled, combined with 6,245 tonnes of timber that was treated by specialist energy recovery.

3.2 **Waste Volumes**

3.2.1 The amount of waste collected by local authorities in Norfolk increased sharply by about 8.8% in the last two years, which was due to the effects of Covid-19 on consumer behaviours and an increase in work from home practices. However, the early indications for 2022/23 are that waste levels are now reducing.

3.3 **Fly-Tipping Incident Numbers**

3.3.1 Reported incident numbers of fly-tipping in Norfolk were down by 4.5% to 10,761 in 2021/22. The percentage of incidents that were recorded as being a small van size or larger increased to around 58% from around 50% in recent years, and at around 76% the number of incidents that related to materials that could have been accepted free of charge from a householder at a recycling centre (ie items such as garden waste, electrical items and white goods, items of household waste and black bag waste), was fairly stable.

4. **Financial Implications**

4.1 The capital programme of recycling centre improvements and waste transfer station upgrades is expected to be affected by significant increases in construction costs and uncertainty on material availability affecting timescales.

4.2 Uncertainty about future behaviour changes of consumers, combined with uncertainty about the rates of economic growth and development and future prospects for work from home habits, mean that future service volumes and costs are hard to predict with precision.

- 4.3 The role of recycling credit payments is currently expected to change or end from April 2024, linked to the latest date identified for the introduction of an Extended Producer Responsibility scheme for packaging materials. The remaining scope, if any, of anything similar to recycling credits is uncertain (eg in relation to garden or food waste, or dry recyclables like magazines and newspapers that are not packaging).

There is also uncertainty on new burdens funding linked to national changes on waste policy, which it appears will be based on formulas linked to local authority groupings based on rurality and deprivation. And in terms of funding from producers via an Extended Producer Responsibility scheme, it is expected that this funding would be linked to considerations around the effectiveness and efficiency of a council's services, but it is uncertain how such payments would be made or when they would start, although an April 2024 start date is the latest identified by Defra.

Sections 7.1 and 7.2 below also highlight two operational risks within the recycling centre service which could have a significant but as yet unknown and unconfirmed financial impact. Firstly, a risk relating to DIY waste and secondly, a risk relating to persistent organic pollutants in domestic seating.

- 4.4 Commodity prices affecting values of recyclable items remain volatile and hard to predict, whilst costs of processing some items like timber and garden waste could go up further and the introduction of a tax on incineration remains a risk.
- 4.5 The County Council's waste service costs are affected by indexation risk, for example in relation to the Consumer Price Index or Retail Price Index, as well as by determinations on the national living wage and pay. Due to the scale of the costs of waste services, eg budgets for residual waste services of around £25m and for recycling centres of around £7m, the effects of these risks can be considerable.

5. **Resource Implications**

- 5.1 **Staff:** None arising from the report.
- 5.2 **Property:** None arising from the report.
- 5.3 **IT:** None arising from the report.

6. **Other Implications**

6.1 **Legal Implications**

Section 2.7 of the report outlines expected national policy directions, which are expected to lead to legislation changes that would directly affect the County Council in its role as a Waste Disposal Authority.

6.2 **Equality Impact Assessment (EqIA)**

No implications arising from the report.

6.3 **Health and Safety Implications**

Section 2.6.4 provides details on arrangements that have been made for self-medicating patients to dispose of their sharps waste and replace services that had previously been provided by NHS England.

6.4 Sustainability Implications

- 6.4.1 In 2021/22 the County Council's recycling centres achieved a diversion rate of 72.8%, which included 40,307 tonnes of materials that were recycled, made up of: 21,579 tonnes of recycling; 17,677 of composting; and 1,050 tonnes of reuse (which together generate a recycling rate of 62.98%), and 6,245 tonnes of timber that was treated by specialist energy recovery.

The countywide recycling rate for household waste increased by 2.1% to 44.2% in 2021/22. The County Council's recycling centres recycled 40,307 tonnes of material, and around 148,000 tonnes of recycling was achieved by the District, City and Borough Councils, which the County Council contributed £10.5m towards to help meet the costs of collecting and processing the materials they collected.

- 6.4.2 The County Council's second waste policy requires that arrangements for the 'incineration of waste or fuel derived from waste' outside Norfolk 'should be reviewed by Committee on an annual basis' (this is one of twenty policies that relate to the County Council in its role as a Waste Disposal Authority and which are listed in 'Appendix A: Waste Policies of the Waste Disposal Authority').

In relation to this requirement the arrangements for the financial year 2021/22 are summarised in the table below, with further information is provided in section 2.3.1.

Process	Veolia	Suffolk County Council	Total
Energy from Waste	87,868t	22,741t	110,609t
Refuse Derived Fuel	55,858t	-	55,858t
Landfill	52,748t	-	52,748t
Total	196,474t	22,741t	219,215t

6.5 Any Other implications

Officers have considered all the implications which members should be aware of. Apart from those listed in the report above and below, there are no other implications to take into account.

7. Risk Implications/Assessment

- 7.1 DIY Waste: In relation to charging arrangements for DIY type construction and demolition waste, in 2021 a national study by the national waste charity Wrap, on the ['The Relationship Between Fly-tipping Rates and HWRC Charging'](#), concluded that there is no evidence that charging for DIY type waste pushes up fly-tipping rates.

Despite this conclusion, between April and July 2022 Defra held a ['Consultation on preventing charges for DIY waste at household waste recycling centres and call for evidence on booking systems at household waste recycling centres'](#) which included a proposal to allow householders to freely dispose of up to 300 litres of DIY type construction and demolition waste a week, whilst also indicating that no additional funding would be provided to councils to meet the cost of this proposal if it were to become a requirement.

When Defra provides a response to the consultation the County Council can then consider what further changes and refinements are advisable for the service, as the proposal as presented could increase costs by in excess of £1m a year, and increase service volumes significantly enough to affect the smooth running of the service.

- 7.2 Persistent Organic Pollutants in Domestic Seating: In August 2022 the Environment Agency highlighted a requirement for the treatment by incineration of upholstered domestic seating in waste (for example: for example sofas, sofa beds, armchairs, kitchen and dining room chairs, stools and foot stools, home office chairs, futons, bean bags, floor, and sofa cushions), as these may be items that contain fire retardant treatments that include 'persistent organic pollutants', also referred to as POPs. The requirement for disposal by incineration, and not landfill, is to help prevent the release of such chemicals into the environment and to ensure that this is the case arrangements are to be made to keep these types of items separate from other waste materials, even if they are all to be disposed of at the same incinerator.

The County Council must tell the Environment Agency how it intends to comply with these requirements by 31 December 2022, with the expectation that assessments of compliance would start to be made after this date and more formally from summer 2023. Such arrangements are expected to have an impact on recycling centre operations, as space would have to be allocated to keep these items separate, reducing space for other materials and impacting additional contingency space provided for green, non-recyclable and timber waste. Further arrangements to have POPs waste shredded, so that it is suitable for incineration may also have to be made, which would add additional cost and complexity to operations that are yet to be fully quantified.

- 7.3 Financial Risk: As explained in section 4 above, there are several key financial risks that arise from current operations, which include:
- a) Capital programme: affected by increases in construction costs and uncertainty on material availability affecting timescales.
 - b) Service volumes: affected by behaviour changes of consumers, combined with the effects of economic growth and development.
 - c) Commodity values: affecting the value of materials collected for recycling.
 - d) Processing costs: items like timber and garden waste could go up and the introduction of a tax on incineration remains a risk.
- 7.4 National Policy Implications: As explained in section 2.7 above, there is uncertainty about the nature and timing of national waste policy development. As currently explained by Defra (through consultations in 2020, 2021 and 2022), there are aspects of national waste policy that could have significant implications for what services the County Council must provide, the service volume of those services and in addition how they are funded.

8. **Actions Required**

1. **To note and comment on the review including the County Council's current waste policies.**
2. **In accordance with the County Council's second Waste Policy to review the arrangements outside Norfolk for the *'incineration of waste or fuel derived from waste'* set out in section 6.4.2 of this report.**

Background Papers

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

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

Appendix A: Waste Policies of the Waste Disposal Authority

A1.1 In its role as a Waste Disposal Authority Full Council agreed 20 waste policies on 15 December 2014 which are summarised below for ease of reference:

1)	Any proposed waste treatment facility in Norfolk will reduce dependency on landfill and must be further up the waste hierarchy than incineration.
2)	Incineration of waste or fuel derived from waste is accepted outside Norfolk and any such arrangements should be reviewed by Committee on an annual basis.
3)	The delivery of area treatment plants to be facilitated by any procurement for residual waste services. Proximity to services should be a part of evaluating solutions.
4)	Waste Collection Authorities should have appropriate local delivery points within or very close to their areas as far as is practical.
5)	Operators of local delivery points should be incentivized to recover material for reuse and recycling from left over rubbish delivered by Waste Collection Authorities.
6)	The approach to the delivery of effective and affordable waste disposal and collection services in Norfolk should be reviewed with other local authorities.
7)	The County Council, as a part of the Norfolk Waste Partnership, will work with it in the development of policy, strategy and procurement decisions relating to waste services before they are implemented.
8)	County Council services and contracts should be developed in a way that would facilitate working as a virtual or actual combined waste authority or authorities.
9)	Plans and strategies are to be developed using reliable data and robust evidence to ensure the delivery of an efficient, effective and affordable waste management service that promotes the implementation of the most practical, social, environmental and economically acceptable solutions.
10)	To minimise as far as possible the residual waste requiring disposal.
11)	Services to treat residual waste are to support and allow for an increase in repair, reduction, re-use and recycling of waste.
12)	Processes to treat residual waste are to divert high levels of waste from landfill.
13)	To improve and increase recycling of waste and support improving the effectiveness of recycling collection systems.
14)	To work on reducing the growth in municipal waste by promoting waste and food waste reduction and reuse initiatives and education programmes.
15)	To promote waste awareness through public education and awareness campaigns and to develop the understanding of the full range of options available for dealing with waste including County Council Recycling Centres.
16)	Food waste collections by Waste Collection Authorities linked to treatment by anaerobic digestion process to be supported.
17)	Processes to treat residual waste must deliver guaranteed reductions in the costs of dealing with left over rubbish.
18)	Residual waste processes, including innovative solutions, must satisfy due diligence processes and be capable of securing funding or already operational.
19)	The County Council should explore the full range of funding options for the delivery of waste treatment services.
20)	The carbon footprint is to be part of the evaluation of any proposal to treat waste that the County Council is responsible for as a Waste Disposal Authority.

A1.2 **Recycling Centre Policies**

A1.2.1 Norfolk's recycling centres are provided for the free disposal of household waste by Norfolk residents in line with the requirement of the Environmental Protection Act 1990. Opening times and terms and conditions for using the sites are found at www.norfolk.gov.uk/Recyclingcentres. The recycling centre service has several waste policies which apply directly to this service and are explained below.

A1.2.2 The County Council policy to charge for DIY type construction and demolition waste policy has been in place since 2001 and reviewed several times by the County Council since then. This type of DIY type waste is legally classed as construction and demolition waste and is therefore not something that councils are required to accept or provide a free service for.

In Norfolk householders can dispose of DIY type construction and demolition waste at all 20 recycling centres through a 'Pay As You Throw' scheme. In April 2018 it was agreed to extend charges, by removing a free weekly concession for one item or 80 litre sack, and therefore charge for all DIY type construction and demolition waste arriving at sites. A list of items and charges can be found at www.norfolk.gov.uk/rubbish-recycling-and-planning/rubbish-and-recycling/diy-waste and prices are set to only cover the cost of dealing with this type of material and not to make a profit.

A1.2.3 A trade waste service for small businesses has been provided at eight of Norfolk's recycling centres since 2016, where for a payment waste is accepted Monday to Friday from traders. Prices are in line with those set for householders via the 'Pay As You Throw' scheme and are set to cover the costs of disposal or recycling.

A1.2.4 For hazardous waste services at recycling centres, the County Council has a policy of providing a free service for such material (eg paint, household chemicals, preservatives, pesticides and fertilizers) via Household Hazardous Waste Day Events that are currently held at seven sites across Norfolk on different weekends during September and October. This is a more costs effective and efficient approach than providing a service at sites all year around.

A1.2.5 For litter from organized litter picks, the County Council has a policy to accept up to three bags of litter at recycling centres.

A1.2.6 In September 2015 the County Council established a recycling centre service standard with the aim that over 90% of residents would be within a twenty-minute drive of a recycling centre where economically practicable. This allows convenient infrastructure to be developed for householders along suitable road networks, and currently around 94% of residents are within this distance of their nearest service.

A1.3 **Payments to District Councils for Delivery of Waste Outside their Areas**

The County Council has a duty under the Environmental Protection Act 1990 to pay to a Waste Collection Authority, ie a District, City or Borough Council, a reasonable contribution towards the expenditure reasonably incurred by a Waste Collection Authority in delivering waste to a place which is unreasonably far from its area.

The County Council's policy, developed in consultation with the District, City and Borough Councils via the Norfolk Waste Partnership, is that it may make these payments, commonly referred to as tipping away payments, where a Waste Collection Authority is directed to a delivery point over five miles outside its administrative boundary.

A1.4 **Payments to Community Groups for Materials Collected for Recycling**

The County Council has a policy to pay community groups for the material they collect for recycling at rates that increase at 3% a year, in a similar arrangement to the payments it makes to the District, City and Borough Councils in Norfolk for the materials they collect for recycling.



Norfolk Waste Partnership Annual Report 2021 / 22



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Foreword



Foreword - Cllr Nigel Lloyd, Chair of the Norfolk Waste Partnership

Firstly, I would like to record thanks from the Norfolk Waste Partnership and myself to Councillor Andy Grant for chairing the Partnership over several challenging years. I have been a member of the Partnership Board since 2019 and am proud to have been asked to Chair this important partnership of Norfolk's District, City, County and Borough Councils.

The past few years have been heavily influenced by Covid-19 and our response to it. Looking forward, the Partnership will shift its focus toward enhancements in our overall environmental performance. COP 26 acted as a wake-up call to the world; we all need to do our bit towards lowering the carbon footprint of our activities. If we all make small changes in our lifestyles and business practices, it becomes significant, and the Partnership will continue to play its own part in reducing the impact of dealing with your waste and recycling. In relation to this, Norfolk Councils have been reviewing their collection services which has led to the introduction in some areas of fully electric vehicles a continued shift to more efficient vehicles, and the use of plant-based fuels, all combined with refinements to collection routes to make them more cost and environmentally effective. Our strong focus on waste reduction and reuse will continue, including through collaborations with

organisations that work towards reducing waste, or repurposing or recycling waste items such as Freegle and Podback which have prevented large amounts of materials entering the waste disposal streams.

The waste composition analysis data included within this document show improvement in many areas but also show that there remains much to do. Overall levels of waste and recycling increased in recent years, and to help address this we will provide advice and support to residents and businesses to help them reduce their waste, increase the amount they recycle, and to reduce the amount of contamination in their recycling. As dealing with the wrong things that end up in recycling is costly to deal with and can be addressed by ensuring that all items for disposal go into the correct coloured bins.

By improving what we all do everyone can contribute to a more sustainable future for our children and grandchildren, by taking simple steps to minimise their waste and by recycling waste responsibly. Thank you for playing your part and for making the difference that you do.

The Norfolk Waste Partnership

The Norfolk Waste Partnership is made up of the eight local authorities in Norfolk working together on waste management services, these are:

Borough Council of King's Lynn and West Norfolk, Breckland Council, Broadland District Council, Great Yarmouth Borough Council, Norfolk County Council, North Norfolk District Council, Norwich City Council, South Norfolk Council.

In Norfolk, we collected **63,997.50** tonnes of waste last year from **432,660** households.

We have 20 recycling centres and 15 reuse shops.

The Norfolk Waste Partnership works to reduce the amount of waste generated by households. We support residents to reduce their waste through education, introducing reuse initiatives and in some areas expanding our service to offer kerbside textile, WEE and battery collections. This year we have a further 2 reuse shops at our recycling centres across the county, diverting items from disposal to reuse. At the Norfolk Waste Partnership, we understand the importance of collaboration. This is why we are

working with organisations such as Freegle and Podback, to offer the residents of Norfolk more opportunities of repair, reuse and recycling within the county.

If you have any questions or would like further information about the Norfolk Waste Partnership, please contact Heidi Beaumont-Preston Marketing and Communications Officer at heidi.beaumont-preston@great-yarmouth.gov.uk or Taymer Mason, Development Officer at taymer.mason@great-yarmouth.gov.uk who will be happy to help you with your queries.

2020/21

An overview



of all cardboard found in general waste could be recycled.

Waste Composition Analysis.

This year Councils across Norfolk together carried out a waste composition analysis. Samples of general rubbish and recycling were taken and audited. Samples were taken across a four-week period in October 2021 and again in March 2022. From the results, we can understand what residents are throwing away, what rubbish is ending up in recycling bins and the items which can be recycled but are being thrown away as general rubbish. The findings will help us support residents to reduce their waste and recycle correctly.



Across Norfolk **25%-30%** of all plastics found in the rubbish bin could go in your recycling bin.

What's in Norfolk's rubbish bins

Results from 2021/22*
36% of the contents of general waste across Norfolk was organic catering, this is the food waste and liquids put into bins. **48%** of this was package food. Such as leftover hummus, uneaten ham or surplus bread.



In some areas of Norfolk **99%** of glass found in general waste could be recycled in your recycling bin. **56%** of glass in general waste across Norfolk was glass bottles.

What's in Norfolk's recycling bins

Results from 2021/22*



What is contamination?

Contamination is all the items which can't be recycled but are found in recycling bins.

Contained liquids made up 5% of contamination within recycling. This means, though a plastic bottle can be recycled. It must be empty and clean. Liquids can spoil all recycling around it.



8%

of contamination
in recycling was
textiles.



2%

of what was found in a
recycling bin was general
waste, this included nappies,
ceramics and electricals.



9%

of contamination found in
recycling bins was food
waste.



Changes to the Waste Landscape

In 2022 Government gave us more detail about its future plans for funding the services we provide for dealing with all the packaging in the recycling and waste we collect, which is to make producers pay for this, an approach which is currently expected to start in 2024.

Alongside this we're awaiting more detail on how Government wants to make recycling services across the country consistent, but from the early indications of what might be required we know that the Partnership's Councils are all well ahead of these plans with the recyclables they collect already (ie the plastics, glass, cans, paper and card), but that at some point in coming years food waste collections will be required in all areas.

A lot of focus in recent years has been given to a Government proposal to introduce a deposit return scheme for containers, and helpfully this year Government clarified that any such scheme would be for a large range of bottles and cans but that it wouldn't include glass, which would be an approach that would fit well with the services the Partnership's Councils already provide.

The Partnership continues to be involved in national policy development and lobbying for change, for example by working with Councils and Partnerships across the country to lobby the Sentencing Council for greater penalties in relation to fly-tipping, so that Councils could take even stronger action on their combined agenda to drive out this crime from our countryside and communities. Government also consulted on issues around how recycling centre services are provided, for example exploring issues about what can be charged for and whether booking systems are a good thing. We now await a Government response to that consultation, and further information about the other wider changes Government wants to introduce in relation to its waste policy agenda, so that the Partnership's Councils can continue to refine and step change services in the right direction.

Individual Council Projects

Christmas 2021

The NWP Christmas 'Scrunch it' campaign had a new look for 2021. The campaign included a video demonstrating the 'Scrunch Test' and how residents know which wrapping paper goes into which bin at Christmas. The campaign ran across social media, in print including a full-page editorial and 8 waste-related pages on the Norfolk Recycles Website. This main messaging was joined by information on waste-free alternatives, a reduced waste gift guide and how to dispose of the waste we see more over the festive period.



Recycle Right

Contamination is an ongoing issue and as such Recycle Right has been a rolling campaign. This year we refreshed the campaign with insight from the waste composition analysis. In past years this campaign has been very much online, due to the pandemic making events unsafe. But this year we have taken Recycle Right across the county, educating residents of Norfolk to help them put the right thing in the right bin. Through events such as local fetes and attending the Royal Norfolk Show, to talks and visiting member groups.

We have continued to support this campaign online, through our social media channels. The online campaign has used a theme of 'Thank you for recycling' and 'oops that's not quite right.' We understand the confusion around recycling and hope through this gentle approach we can work with residents to put the right thing in the right bin.



Broadland District Council launches kerbside WEEE, textiles and batteries service to all households.

From April 2022 all resident in Broadland can recycle their small electricals, batteries and textiles at the kerbside. So far, the council has collected over 41 tonnes of materials since April.

Great Yarmouth Borough Council works with Keep Britain Tidy to tackle Contamination.

Great Yarmouth Borough Council was chosen by Keep Britain Tidy to trial a new approach to address contamination within recycling. Working with the team from our Material Sorting Facility, who sort our recycling by hand. The trial aims to use their experiences to highlight to residents the impact when the wrong thing goes into the wrong bin. Results from the trial will be available later in the year. The findings will also inform future contamination projects which are planned across the borough, starting later in the year.

North Norfolk District Council install BBQ disposal bins.

North Norfolk district Council have installed ten BBQ disposal bins at their Blue Flag beaches and around the district. These bins are made from galvanised steel and provide a safe way to dispose of takeaway BBQs, reducing the risk of fire and to safely contain hot ash.

Breckland Council supports residents to recycle right.

Breckland Council has been working with the local community in an area of Thetford to help them correctly dispose of their waste. This has included working with local school children with litter picking the local area, installing more litter bins and a new textile bank while also educating residents on how to dispose of their waste to reduce fly-tipping.

Norwich City Council - Reducing contamination in our neighbourhoods

Norwich City Council along with Biffa are in the process of changing over 60+ bin lids on communal recycling bins to 'reverse lids' in the Heathgate area of Norwich. These lids have the aperture on the front as normal but the bracket for the bin is also on the front making it more difficult for them to be forced open. Previously the standard aperture lids on communal recycling bins were frequently forced open resulting in mass contamination of bins. Hackney Borough Council have used these and it has shown there to be a 4% reduction in contamination since they have been in place.



BBQ disposal bins in North Norfolk

NEW electrical, battery and textile collection service

Starting week
commencing 4 April



Collected weekly on your rubbish
and recycling bin collection day

 **Broadland**
District Council
Community at heart

Podback – recycling coffee pods in Norfolk

Podback is a recycling service for used coffee pods. Coffee pods are not recyclable through our local service because they are made up of mixed materials, previously pods would be disposed of as general waste and sent to our energy from waste facility. Podback, the collaboration of leading coffee companies, currently gives residents the opportunity to compile their pods and send it back to a recycling service by dropping them off at participating collection locations. However, The Norfolk Waste Partnership are working with Podback to offer a kerbside recycling scheme. All members of the NWP are working with Podback and hope to have this service in place soon. In the interim you can log on to www.podback.org and start recycling.

Freegle and the Norfolk Waste Partnership

This year the Norfolk Waste Partnership partnered with Freegle. The NWP are looking at ways to support residents of Norfolk to reduce their waste, and initiatives such a Freegle help residents to give away items which might otherwise be binned. These items which may no longer be useful to one person, can be reused or repurposed by someone else.

Across Norfolk we have 20 different Freegle communities, where items can be offered for free as well as residents advertising for items they are looking for, saving items from going into waste and reusing before buying something new.



tonnes have been reused



tonnes of CO2 saved

Norfolk growing Reuse Shop Network

Two brand new bespoke Reuse Shops opened in 2021/22 bringing the network to 15 shops across the recycling centre service. Norwich North and Norwich South shops are both bright, spacious, purpose-built spaces with dedicated staff and are set to save quality second-hand items from being thrown away each year.

Last year the reuse shops were recovering from a difficult period of closures during the pandemic, however they managed to reuse over 1,000 tonnes of materials; typically items such as books, furniture, ornaments and bikes but also more unusual items including a wedding dress and precious stone globe.

Norfolk's reuse shops welcome donations of good quality second-hand pieces and sell these on at car boot prices. Helping to give things a new home reduces the amount of unwanted items going to waste and income from sales in the shops helps to offset the cost of providing the recycling centre service.

The reuse shops are proud to support a local charity and have so far raised over £35,000. Most recently this went towards the East Anglian Air Ambulance until March 2022. The new charity chosen for 2022/23 is Big C. www.norfolk.gov.uk/reusesshops



Fighting Waste Crime Together

Scrap fly-tipping

The Norfolk Waste Partnership work together to end waste crime and protect our beautiful countryside. Households in Norfolk contributed to 76% of fly-tipping incidents. The fly-tipped items ranged from black bagged waste, white goods, electrical waste and garden waste, these items could have gone to the recycling centre for free. Alongside individual projects, all councils support the SCRAP campaign which aims to educate the public on their responsibility and potential repercussions of fly-tipping.

North Norfolk District Council

North Norfolk has worked to address a growing issue of the waste left by campervans. Coordinating with the National Trust, The Wash and North Norfolk Marine Partnership they have developed a campaign to remind campervan users to be more responsible with their waste, so the area can be enjoyed by all visitors.

Great Yarmouth Borough Council

Following several incidents of oil being fly tipped into communal bins, 17 different food businesses were inspected to investigate their waste disposal documents. Two of the businesses we visited were found to not have the appropriate documentation and consequently were issued a fixed penalty notice. We have recently had several successful prosecutions for fly-tipping, a double prosecution for fly-tipping in service roads and another after a resident fly-tipped their general waste in the street.

Borough Council of King's Lynn and West Norfolk

Work is underway to identify and apply interventions to known fly-tip hotspots. Interventions include signage, partnership working, door-to-door enquiries, education and letter drops. A longer-term project is underway to help us identify unknown fly-tip hotspots. We want to be able to recognise trends in waste types, timings and geographical areas to aid us in addressing waste crime. We are also looking into the use of temporary CCTV for hot spot areas, and reviewing signage so they remain current and effective.

YOUR DUTY OF CARE

- S**uspect ALL waste carriers
- C**heck with the Environment Agency on 03708 506 506 that the provider taking your waste away is registered
- R**efuse unexpected offers to have waste taken away
- A**sk what will happen to your waste
- P**aperwork should be obtained – get a full receipt

Let's S.C.R.A.P. fly-tipping
norfolkrecycles.com/scrapflytipping

Norfolk
Waste
Partnership





Norwich City Council

The Scrutiny Committee on 24 June 2021 decided that a Task and Finish Group would be formed to investigate the council's approach to managing fly-tipping, particularly within its own housing estates. Subsequently, an online survey was published to gather residents' opinions on the group's recommendations. A report was collated to provide the outcome of the Task and Finish Group's work, and the high-level outcomes of the online survey.

Recommendations:

- a. To review the council decision in 2007 to discontinue waste amnesty collections in areas of highest fly-tipping.
- b. The number, locations and types of bins in communal areas are reviewed in fly-tipping hotspots, and develop designs for storage areas that prevent and deter fly-tipping
- c. Pre-Covid enforcement arrangements for fly-tipping are re-established.
- d. Arrangements for engaging with residents with regards to fly-tipping are reviewed and improved, This should include improved partnership working between citywide services and housing estate management

e. Local facilities for upcycling and reuse of unwanted items are considered in partnership with the County Council as Waste Disposal Authority

f. The workflow and processes for managing fly-tipping between Norwich City Services Ltd (NCSL), Biffa and the council are reviewed and streamlined

g. The charging structure for the bulky uplift service is reviewed to make accessing the service easier for residents on low incomes and Universal Credit

h. The service considers the use of an app for reporting fly-tipping

i. Review the manner in which the council records and analyses environmental antisocial behaviour.

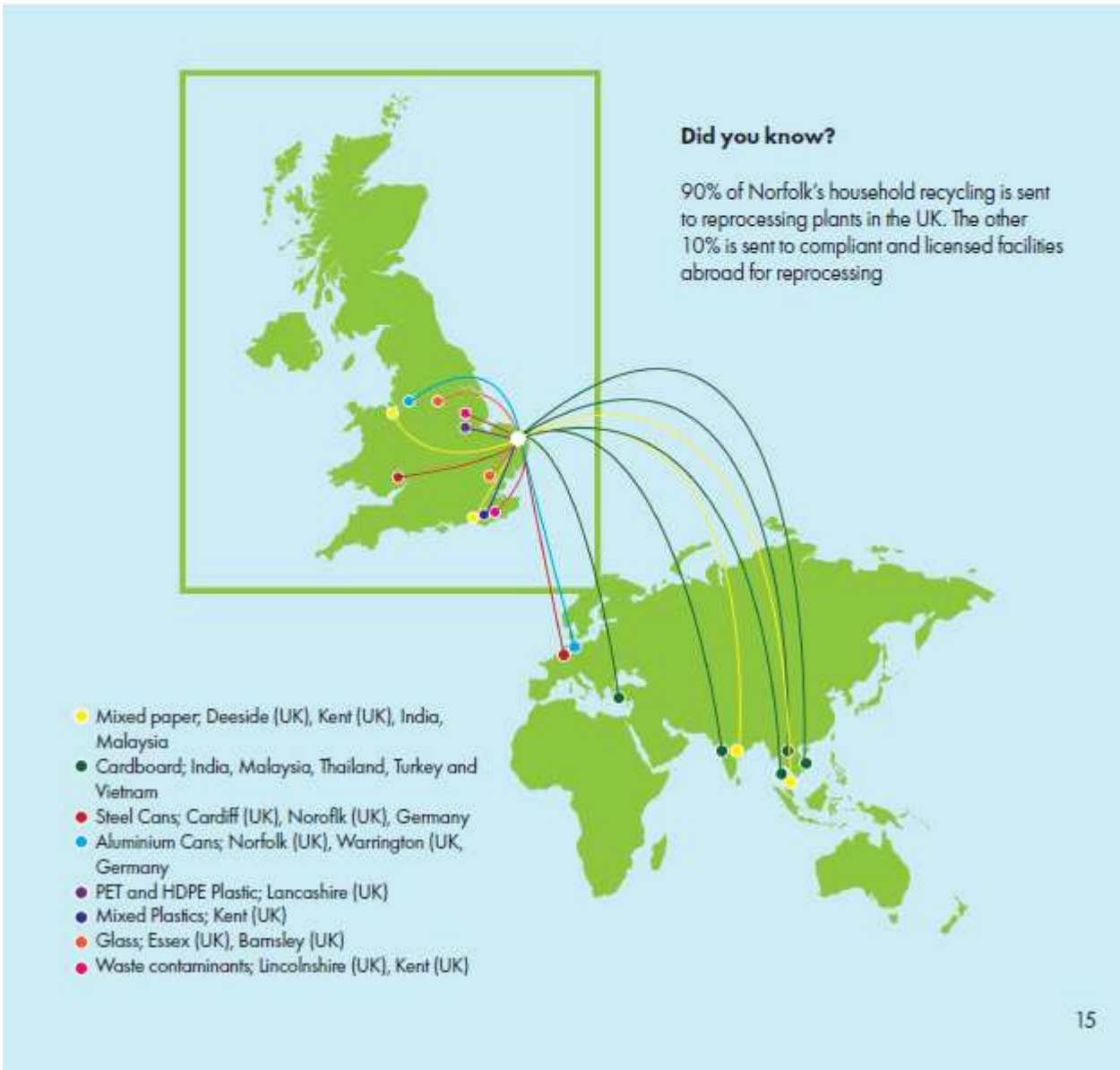
j. The service continues to review best practice elsewhere

k. That the council reviews current enforcement arrangements to ensure that the full range of sanctions available to the council are used more effectively

City centre trade waste enforcement

We will shortly be engaging with businesses in 59 streets and alleyways within the city centre to improve the general cleanliness of the city centre, this will include putting conditions in place as to when businesses can present their trade waste on the public highway for collection. As part of this we will also engage with all trade waste collection providers at the same time.

What happens to Norfolk's Waste



% Household Waste Recycled, Composted and Reused

Local Authority	2021/22*	2020/21	2019/20	2018/19	2017/18	2016/17
Norfolk	44.20%	42.10%	44.40%	43.40%	45.80%	46.70%

All seven Waste Collection Authorities in Norfolk have kerbside collections for general waste, recycling and garden waste which is available to all households but incurs an additional charge. The Borough Council of King's Lynn and West Norfolk, Norwich City Council and parts of Broadland District Council all offer food waste collections.

2021/22 has seen a marginal increase in general waste rising to 228,217 tonnes, a 0.5% increase from the previous year. This reflects an opening up of society after previous years of restrictions and lockdowns. As residents return to offices, and children return to school, more waste will be generated outside of the home.

Recycling for 2021/22 is 162,568 tonnes, a 2.1% increase from the previous year. This is a positive increase and reflects the work of Councils and the Partnership to support residents to recycle more at home, through education and enforcement. As well as extending services such as additional collections for electricals, batteries or textiles and food waste collections. As routines return post-pandemic, the waste coming into households will have reduced. Along with routine, residents will be dealing with

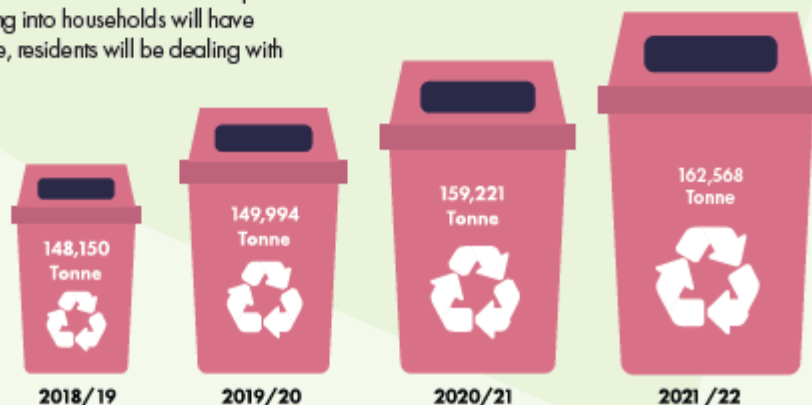
similar waste each week, and become familiar with how to correctly recycle familiar items.

Food waste increased by 15.5% as food waste services resumed and returned to pre-pandemic levels. Garden waste saw the largest increase to 8%.

In the past year across Norfolk, household waste recycling centres saw a recycling rate of 62.98% and a diversion rate of 72.8%. Diversion rate is the percentage of waste that has been stopped from going for disposal, this includes recycling, but also items such as wood sent for biofuel.

As recycling rates increase the NWP will continue to support households to continue this trajectory. Using the insight from our waste compositional analysis and our reuse initiatives, we will continue to work to reduce general waste from households in Norfolk.

The amount of recycling continues to increase year on year



The Journey to New Zero

Across Norfolk we strive to reduce the impact waste has on the environment. One area we can have a positive effect on CO2 emissions is our fleet of vehicles, the trucks which navigate Norfolk roads to move waste from collection to disposal.

Broadland District Council - All vehicles are now running on HVO fuel which reduces CO2 by c90%. As other vehicles in our fleet age, we will review options to replace with electric or hydrogen.

Great Yarmouth Borough Council are in the process of developing a fleet strategy looking at the opportunities to

make use of alternative technology and fuels with the aim of reducing the carbon footprint of our fleet.

South Norfolk Council are currently trialling a number of the vehicle fleet on HVO fuels. We are exploring electric or hydrogen options for our vehicles as part of a depot replacement.

Norwich City Council are exploring solutions towards a carbon neutral fleet in the future



Looking Forward

In anticipation of the changes to the waste landscape in the coming years, the Norfolk Waste Partnership is ready and looking forward to adapting to the changes in national policy.

The recent waste composition analysis has provided great insight into what is in the bins of Norfolk residents. This will allow us to support behaviour changes to reduce waste and understand areas of confusion when it comes to recycling.

We will be continuing the Recycle Right campaign to educate the residents of Norfolk to put the right thing in the right bin as well as activity around Christmas and Easter when waste increases.

The SCRAP campaign will continue and grow as we continue to fight waste crime across Norfolk. We have had several successful prosecutions across Norfolk and have completed targeted work in specific areas to reduce incidents of fly-tipping. This will be continued to carry on the message that waste crime will not be tolerated in Norfolk.

Together we will look to support more reuse initiatives, such as our recent partnership with Freegle and Podback. Providing solutions for residents to reduce, reuse and recycle their waste.

In Norfolk we're working together to combat fly-tipping

Norfolk Waste Partnership

NORFOLK COUNTY COUNCIL

Environment Agency

NFU

CLA

Broads Authority

Let's **SCRAP** fly-tipping
norfolkrecycles.com/scrapflytipping



Recycling Right really does make a difference.

It makes us so much easier to recycle than ever before. In fact, Norfolk's recycling rate has risen from 45% in 2010 to 55% in 2011. That's a big difference. With your help, we can recycle even more.

www.norfolkrecycles.com

www.norfolkrecycles.com

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Infrastructure and Development Select Committee

Item No: 10

Report Title: Progress with delivering the Norfolk Access Improvement Plan (NAIP)

Date of Meeting: 16th November 2022

Responsible Cabinet Member: Cllr Eric Vardy (Cabinet Member for Environment & Waste)

Responsible Director: Steve Miller, Director Culture and Heritage

Executive Summary

Norfolk County Council has set out its priorities for increasing public use and enjoyment of the Norfolk Rights of Way network in the Norfolk Access Improvement Plan (NAIP) www.norfolk.gov.uk/naip which was adopted by the Council in 2019 and runs for 10 years. As local Highway Authority, the Council has a responsibility to protect Public Rights of Way in Norfolk to enable people to secure the health and well-being benefits of access to the countryside.

This report provides an update for members of the Infrastructure and Development Committee on progress with delivering the NAIP. The report also covers advice offered by the Norfolk Local Access Forum (www.norfolk.gov.uk/nlaf) to the Council on key issues to ensure delivery of the NAIP.

The Norfolk Local Access Forum is an independent forum which advises Norfolk County Council and other organisations on ways to improve public access to Norfolk's countryside.

Action Required

The Select Committee is asked to:

1. To consider officers' ongoing work to deliver the Norfolk Access Improvement Plan (NAIP) which is presented in two monitoring reports (March 2022 (Appendix 1) and September 2022 (Appendix 2)) and processes in place to monitor the plan.
2. To consider advice from the Norfolk Local Access Forum (NLAF) regarding the need for increased resources for public rights of way

maintenance and processing of Definitive Map Modification Order (DMMO) claims. See Appendix 3 for full details of the advice and requests.

1. Background and Purpose

- 1.1 Norfolk's extensive countryside access network is a valuable resource for residents and visitors and is free to all users. Norfolk County Council has set out its priorities for increasing public use and enjoyment of Norfolk's Public Rights of Way network (PRoW) – footpaths, bridleways, restricted byways and byways open to all traffic - in Norfolk's Rights of Way Improvement Plan (ROWIP) which is referred to as the Norfolk Access Improvement Plan (NAIP)*.

*The Plan is referred to as the Norfolk Access Improvement Plan (NAIP) because in addition to Public Rights of Way, it also considers other routes and areas (not Public Rights of Way) that allow people to access the countryside such as cycle tracks, quiet lanes, unclassified county roads and permissive routes.

- 1.2 The NAIP is a 10-year plan for Norfolk, which Norfolk County Council is required to produce as local Highway Authority under the Countryside and Rights of Way Act 2000. There are 2,400 miles (3,900km) of Public Rights of Way in Norfolk (footpaths, bridleways, restricted byways and byways open to all traffic) as well as cycle tracks, quiet lanes, unclassified county roads and permissive routes. The NAIP runs from 2019 to 2029 and was adopted by Norfolk County Council in March 2019 by the Environment, Transport and Development Committee in March 2019 and is published on the NCC website : www.norfolk.gov.uk/naip

- 1.3 The NAIP sets out how NCC will:
- Increase public, economic and environmental benefit associated with the countryside access network;
 - Involve local communities in improving the countryside access network;
 - Work collaboratively and pragmatically to make best use of resources to benefit the countryside access network;
 - Increase investment in the countryside access network.

- 1.4 The NAIP includes
- a 10-year Statement of Actions organised into 8 themes
 - an Annual Delivery Plan
 - bi-annual Monitoring Reports which provide highlights of NCC activity against the Delivery Plan

- 1.5 Progress with the NAIP was last reported to this committee on March 16th 2022 <https://norfolkcc.cmis.uk.com/norfolkcc/CalendarofMeetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/1874/Committee/171/Default.aspx> and previously to that on January 28th 2021 <https://norfolkcc.cmis.uk.com/norfolkcc/CalendarofMeetings/tabid/128/ctl/View>

- 1.6 The Norfolk Local Access Forum (NLAF) www.norfolk.gov.uk/nlaf plays an important monitoring and advisory role for NCC to check progress with delivering the NAIP. Forum members are local people and experts in their specialist area of countryside access (or related interest area) who volunteer their time to provide advice to Norfolk County Council and other statutory bodies such as Natural England, district and parish councils on how to make the countryside more accessible and enjoyable for recreation and to benefit social, economic and environmental interests.
- 1.7 As independent advisory bodies but operating on a statutory basis, local access forums advise on ways to improve public access to the countryside. Forums give advice which is independent, constructive, relevant, inclusive, incisive and informed (see Guidance on Local Access Forums in England, 2007 and <https://www.gov.uk/guidance/local-access-forums-role-of-the-local-authority>)

The NLAF is an independent body, providing advice to NCC and others on improving access to the countryside <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/local-access-forum/about-the-local-access-forum>

The Forum is comprised of up to 22 people covering a range of interests in countryside access in Norfolk including: walking, cycling, horse riding, landowners, conservation and other interests (including tourism, business, heritage, education). Current membership is 19 volunteer members, including two County Councillors who have all been appointed for a 3-year term. Members are enthusiastic and proactive people with a passion for the outdoors, and good communication skills. See www.norfolk.gov.uk/nlaf for more details.

- 1.8 Members are appointed to the NLAF by NCC which also provides secretariat for the Forum. The Forum meets 4 times each year, with meetings generally held in January, April, August and October. Agendas and minutes can be viewed here http://norfolkcc.cmis.uk.com/norfolkcc/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/42/Default.aspx
- 1.9 The Forum has 3 subgroups which meet prior to each main NLAF meeting, to give more time for focussed discussion. Subgroups report into the main NLAF meetings. Current subgroups are: Public Rights of Way (PRoW) subgroup; Norfolk Access Improvement Plan (NAIP) subgroup; Vision and Ideas subgroup
- 1.10 The NLAF's Annual report for 2021/22 is appended (Appendix 4)
- 1.11 NAIP monitoring reports are produced by NCC officers for the NLAF to review every 6 months. These cover projects and services which contribute to that

year's NAIP Delivery Plan. NCC Teams contributing to the report include Environment Team; Highways; Legal Orders and Registers Team.

See Appendix 1 for NAIP monitoring report covering October 2022 to March 2022 and Appendix 2 for NAIP monitoring report covering April 2022 to September 2022.

The NLAf requested positioning on each of the NAIP's overarching targets (covering the 10-year period of the plan) for the 8 themes of the plan. The September 2022 monitoring report covers this by presenting progress against overarching theme targets.

1.12 The NLAf is generally satisfied with progress that NCC is making on the NAIP's delivery, recognising the energy and commitment of officers working on access improvement work and projects, which comes through in the NAIP monitoring reports. However, the NLAf has expressed concerns on several issues which it has requested are brought to the attention of the Infrastructure and Development Committee (see 1.13 and 1.14 below).

1.13 At its meeting on 6th July 2022 the NLAf agreed to "express concern to NCC that it seemed inevitable that statutory obligations regarding rights of way maintenance were not being met; arguably more importantly, the state of the rights of way network was preventing people from securing the health and well-being benefits of access to the countryside."
<https://norfolkcc.cmis.uk.com/norfolkcc/CalendarofMeetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/1976/Committee/42/Default.aspx>

This concern arose from increasing reporting of issues affecting Public Rights of Way and the Norfolk Trails network and reports that no additional resources had been made available to deal with them.

The Forum suggested that a small increase in what is already a comparatively small budget would be a very worthwhile investment - statistics generated from Council staff have shown that use of the access network generates value many times greater than the sums invested

The Chair of the Forum wrote to NCC recently to express these concerns in detail (Appendix 3).

1.14 The NLAf also agreed at their meeting on 6th July 2022 to "request that NCC be asked to increase the staffing responsible for work by the Legal Orders and Registers Team on Definitive Map Modification Orders (DMMOs) in order to ensure that rights of way are not permanently lost to the county merely because of a lack of allocated resource".

DMMOs are applications to amend the definitive map showing Public Rights of

Way, supported by evidence to show that it should be changed.
<https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/register-of-definitive-map-modification-applications>

See also the website link to the Definitive Map <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/map-and-statement-of-public-rights-of-way-in-norfolk>

The NLAF was concerned at reports that work related to the processing of applications for DMMOs had increased by 500% but resources by only 25% and agreed to ask that the staff complement be increased to assist the Council to process DMMO applications in the timely manner required by law, with the added benefit that more routes become available for people to use, producing increased financial income and increased levels of health and well-being.

The Chair of the Forum wrote to NCC recently to express this concern and to ask that their request for an increase in staffing was put to the Infrastructure and Development Committee (Appendix 3)

2. Proposal

- 2.1 The NAIP's actions form an important way in which the Council can deliver its Environment Policy www.norfolk.gov.uk/environmentpolicy, our ambitious plan to tackle the Council's carbon emissions (to achieve net zero by 2030) and deliver exemplar natural capital projects.

Public Rights of Way contribute to people's wellbeing, offer sustainable and non-polluting transport opportunities, support the rural economy and provide green corridors of direct benefit for wildlife and which connect habitats.

As a local highway authority, NCC has a number of statutory duties and responsibilities regarding Public Rights of Way which are given here:
<https://www.gov.uk/guidance/public-rights-of-way-local-authority-responsibilities>

- 2.2 The Committee is asked to consider progress with delivering the NAIP which is presented in form of two monitoring reports (Appendix 1 and 2)
- 2.3 The Committee is also asked to consider the requests put forward by the Norfolk Local Access Forum regarding the need for increased resources for public rights of way maintenance and processing of DMMO claims to improve opportunities for accessing the countryside (Appendix 3).

3. Impact of the Proposal

- 3.1 Support officers' work on delivery of all aspects of the NAIP to improve countryside access in Norfolk.

4. Evidence and Reasons for Decision

- 4.1 Please see Proposal

5. Alternative Options

- 5.1 None

6. Financial Implications

- 6.1 None arising from this report, although advice offered by the NLAF recommends increasing resourcing for Public Rights of Way Maintenance and Definitive Map Modification Order Claims processing.

7. Resource Implications

- 7.1 **Staff:** None arising from this report
- 7.2 **Property:** None arising from this report
- 7.3 **IT:** None arising from this report

8. Other Implications

- 8.1 **Legal Implications:** None arising from this report
As a local highway authority, NCC has a number of duties and responsibilities regarding Public Rights of Way which are given here:
<https://www.gov.uk/guidance/public-rights-of-way-local-authority-responsibilities>
These include the production of a Rights of Way Improvement Plan and the monitoring of progress towards implementing it (see 1.1)
- 8.2 **Human Rights Implications:** None arising from this report

8.3 Equality Impact Assessment (EqIA) (this must be included):

None arising from this report

8.4 Data Protection Impact Assessments (DPIA): None arising from this report

8.5 Health and Safety implications (where appropriate): None arising from this report

8.6 Sustainability implications (where appropriate): None arising from this report

8.7 Any Other Implications: None arising from this report

9. Risk Implications / Assessment

9.1 None arising from this report

10. Recommendations

The Select Committee is asked to:

1. To consider officers' ongoing work to deliver the Norfolk Access Improvement Plan (NAIP) which is presented in two monitoring reports (March 2022 and September 2022) and processes in place to monitor the plan.
2. To consider advice from the Norfolk Local Access Forum (NLAF) regarding the need for increased resources for public rights of way maintenance and processing of Definitive Map Modification Order (DMMO) claims. See Appendix 3 for full details of the advice and requests.

11. Background Papers

11.1 None

Officer Contact

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

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Email: matthew.hayward2@norfolk.gov.uk



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

Norfolk Access Improvement Plan (NAIP) 2019 - 2029

Monitoring Report **October 2021 to March 2022**

Thornham access improvements

Norfolk County Council

Environment Team | Floor 6, County Hall, Norwich, NR1 2SG | Email: environment@norfolk.gov.uk [norfolk](https://www.norfolk.gov.uk)

Introduction

This report provides a summary of progress with delivery of the Norfolk Access Improvement Plan <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/norfolk-access-improvement-plan> which is Norfolk County Council's 10 year plan for increasing public use and enjoyment of the county's countryside access network.

The report:

- Provides a summary of progress against each of the NAIP's 8 Statement of Action themes, showing the number of NCC projects and services that contribute to the theme for this year (2020/2021) and theme highlights.
- Covers the period September 2021 to March 2022;
- Covers Norfolk County Council projects and services
- Has been produced for the Norfolk Local Access Forum (NLAF) to enable them to monitor the plan in association with Norfolk County Council;
- Indicates where objectives are S= started; O = ongoing; NS = not started; A = achieved
- Demonstrates the wide range of activities ongoing to deliver against NAIP objectives.

Many of the highlights relate to long distance paths and associated circular routes promoted under the Norfolk Trails banner which have been financed through bids to external funding bodies.

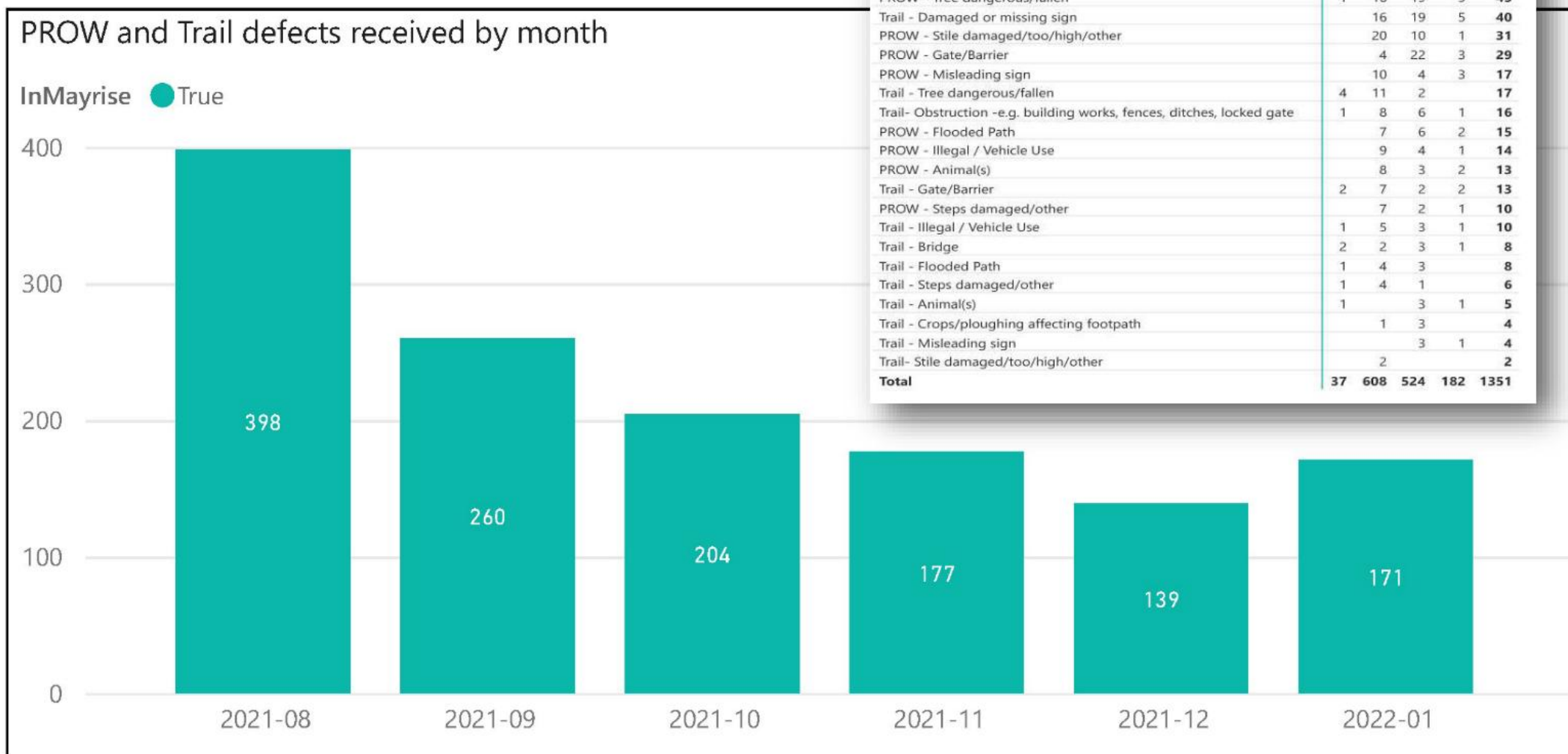
PRoW maintenance is directed at an operation level by NCC's Transport Asset Management Plan (TAMP) which identifies optimal allocation of resources under increasing pressures including limited budgets.



Work on the Bure Valley Path has been funded through the Experience Project

Faults on Public Rights of Way. Between 1st August 2021 and 31st January 2022, 1351 faults were logged by the public on the Customer Relationship Management (CRM) enquiries system. Most enquiries received continue to be regarding damaged or missing signs, non-reinstatement, obstructions, overgrown surface, overgrown hedges/ trees and surface condition.

The inset graphic shows faults by area (North, South, West)



Theme 1: Well-managed Access Network

Description of theme

We will manage a well-signed and maintained network of multiuse routes efficiently and economically (Public Rights of Way and promoted Norfolk Trails and the National Trail in Norfolk) providing access to coastal, rural and urban areas, using good systems and standards .

Challenge

The consequence of reduced public funding has meant less resource to manage the access network with poor satisfaction rates in comparison with some other highway authorities.

The challenge is to find innovative and new ways to help deliver network management, working with partners and communities

Target (by 2029)

Improve the Highways and Transport Network Survey Key Benchmark Indicator for Public Rights of Way KBI15 to 57 (from 54) (to match or exceed the national average)

Improve the Highways and Transport Network Survey Key Indicator for Public Rights of Way (Aspects) KBI16 to 55 (from 51) (to match or exceed the national average)

Improve all component Benchmark Indicators for KBI 16 to match or exceed the national average (see Appendix 8.5 of NAIP)

Increase volunteer involvement with PRow management (see target under 'Community-led access network')

Improve our standing against other Highway Authorities in the National Highways and Transport network survey.

Statement of Action Objectives (text shortened)

1.1	Manage signage	O
1.2	Manage path surfaces	O
1.3	Manage linear woodlands	O
1.4	Improve Access for All	O
1.5	Better landowner relationships	O
1.6	Effective fault reporting	A
1.7	Address access-related faults	O
1.8	Maintain the Definitive Map for Norfolk	O
1.9	Manage Norfolk Trails and the National Trail/ Coast Path establishment	O
1.10	Create new access in growth areas	O
1.11	Train volunteers in path maintenance	O



Drayton Ramp improvement on the Marriott's Way Trail to improve accessibility.

Theme 1: summary of progress October 2021 to March 2022

Highlights

- **Faults on Public Rights of Way.** See graphics on previous pages regarding faults reported between 1st August 2021 and 31st January 2022.
- Three **PROW Technician posts** commenced their roles in mid September to support the three Countryside Access Officers who deal with PROW maintenance. In addition to the many faults reported through CRM, the team dealt with further reports and correspondence from members of the public.
- **PRoW maintenance funding is £117,000 per annum (North and South: £46,800 each; West £23,400) with an additional capital maintenance fund for the National Trail and Norfolk Trails network of £400,000. Individual Norfolk County Councillor Member budgets have been increased to £10,000 each: funding can be put towards PRoW works in Councillor wards, or on other environmental projects**
- **Non-reinstatement notices and obstructions.** Since March 2021, 95 Section 131a, 134—137 non-reinstatement notices (or emails) were issued to landowners. The majority were resolved without recourse to further enforcement action. There are significant resource pressures associated with serving and following up on notices. Over the same period, one Section 130 (obstructions) or s56 (out of repair) notice was received by NCC. Processing any legal notices is time consuming for NCC staff. Similarly, when NCC receives FOI requests, these are a drain on limited resources.
- Nine parishes are now **cutting vegetation on their PRoW network** having taken up a Service Delegation Agreement (SDA) with NCC, with payment made directly to the parish (payment matches that made through a contractor).
- At Cley next the Sea, NCC have contributed to **path restoration** works undertaken by the Environment Agency.
- **Proposals for Stretch 3 (Weybourne to Hunstanton) of the England Coast Path** have been published but not yet approved. Stretch 4 (Hunstanton to Sutton Bridge) is approved in part with establishment in progress but not yet open. Norfolk County Council provides advice to Natural England during route development and is responsible for route establishment following consultation with local interests. Check for updates here: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/999374/coastal-access-england-map.pdf. And here: <https://www.gov.uk/government/publications/england-coast-path-in-the-east-of-england>.
- NCC is making progress with improving the **National Highways and Transport Network Survey Key Benchmark indicators (KBI)** for Public Rights of Way. Results from the most recent survey (2021) recorded 56% for KBI15 (Public Rights of Way overall), matching the national average, with KBI16 (Public Rights of Way aspects) recorded as 50%, just one percentage point lower than the national average.

The score for component indicators for KBI16 matched the national average in 3 instances out of 6, with footpaths for walking and running (WCBI17) recorded at 61%, exceeding the national average (60%). Overgrown footpaths and bridleways led to a low score for this indicator (WCBI23) at 37% reflecting excessive vegetation growth last summer, and ease of use by those with disabilities also scored lower than the national average although matching the NCC score from 2020 . Full results can be downloaded here <https://www.nhtnetwork.co.uk/isolated/page/793>

Theme 2: Well-connected Access Network

Description of theme

We will develop an integrated green network of routes and paths that provides opportunities for all users; improves ecological resilience; creates opportunities to connect with green space and places of natural and cultural heritage; improves connections for work/education/ recreation for residents and addresses other gaps with demonstrable need where possible, both within and outside targeted 'growth' areas .

Challenge

Norfolk's population is predicted to grow from 898,4000 (mid 2017) to 1,002,300 by 2041 (Norfolk Insight). The challenge is to ensure that people can connect with places and green space sustainably from where they live. .

Target (by 2029)

Increase the number and length of all-abilities routes connecting people and places by 10 routes and 100 kilometres by 2029.

Statement of Action Objectives (text shortened)

2.1	Improve connectivity through planning	O
2.2	Create circular walks in growth areas	A
2.3	Increase the number / length of multi-modal routes	O
2.4	Re-purpose disused railways for green access	O
2.5	Improve connectivity for wildlife	O
2.6	Encourage applications to register unrecorded paths	O
2.7	Retain and create new permissive access	O

Before



After



After

CIL funded improvements to 3.5km Marriott's Way Trail (Costessey, Hellesdon and Drayton sections). This route is available for all users and is hugely used for commuting.

Theme 2: summary of progress October 2021 to March 2022

Highlights

- **Kett's Country Long Distance Trail was launched** in March 2022. The 18 mile fully waymarked linear trail stretches between Wymondham and Eaton on the outskirts of Norwich and includes five circular walks. The Trail was funded by the Greater Norwich Growth Board through the Infrastructure Investment Fund. <https://www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/long-distance-trails/ketts-country>
- Through the **Greenways to Greenspaces** themed work Norfolk County Council continues to improve Norfolk's green travel networks for the benefit of both people and environment. Greenways improve connectivity between market towns by providing safe, low-carbon travel options while also functioning as linear habitats, linking the county's Greenspaces into an extensive network and integrating biodiversity enhancement. The following strategies have or are being developed in support of Greenways to Greenspaces:
 - ⇒ A Pollinator Action Plan for Norfolk and the future development of a Pesticide Policy for the County Council;
 - ⇒ Designation of 112 roadside nature reserve sites with an extension to 300 over the next three years;
 - ⇒ A Walking and Cycling Strategy 2021-2030;
 - ⇒ A Norfolk Active Travel Programme Plan;
 - ⇒ Local cycling and walking infrastructure plans for Great Yarmouth, King's Lynn and Norwich;
 - ⇒ A Norfolk-wide Local Cycling and Walking Infrastructure Plan to create connectivity between existing schemes and form the basis of a clearly defined Active Travel Plan to be completed in the next 12 months.



Establishing the new long-distance Kett's Country Trail involved improvements to the route.

Theme 3: Well-Protected Environment

Description of theme

We will protect the biodiversity and archaeology of the access network, improve understanding of Norfolk's landscape, archaeology and the natural and historic built environment that can be accessed from the network and manage the impact of visitors on protected sites

Challenge

Population growth and increased visitor numbers to Norfolk's landscapes could have a detrimental impact on special habitats and species. The challenge is to minimise this threat by managing access to the most sensitive sites and promoting it where and when it will have least impact, but not direct people totally away from sensitive sites.

Target (by 2029)

Reduce visitor pressure which is affecting 10 protected natural sites and 5 historic sites which can be reached from the access network by 2029.

Improve visitor experience at the same sites through well-designed access infrastructure (e.g. path improvements) and signage.

Create and promote 5 new opportunities for visitors to experience the natural and historic environment away from protected nature conservation sites or outside peak visitor months by 2029.

Reach 1,000 people to improve their understanding of the natural and historic environment that can be reached from the access network.

Statement of Action Objectives (text shortened)

3.1	Protect the historic environment	O
3.2	Protect the natural environment	O
3.3	Develop opportunities for sustainable transport	O
3.4	Improve integration with public transport	S
3.5	Protect and enhance biodiversity	O
3.6	Improve resilience of tree features	O
3.7	Develop shared goals for access in the Broads	S
3.8	Increase understanding of the natural and historic environment	O



A boardwalk at Thornham was repaired by Norfolk Trails by constructing a new boardwalk over the top of the old structure to retain the habitat.

Theme 3: summary of progress October 2021 to March 2022

Highlights

- **Marriott's Way and Weavers' Way** long distance Norfolk Trails were surveyed in the summer to assess the situation with **ash dieback disease** and work has now been completed on five different areas of the Marriott's Way and at one site on Weavers' Way. There is no particular change regarding the disease; NCC Arboriculture Officers are still only removing the worse trees in the busiest areas and trees in poor condition appear in patches whilst many healthy ones remain. Tree removal is viewed as an opportunity for diversity rather than an issue and mainly achieved through natural regeneration alone. Timber deadwood is retained on site for habitat, dead-hedges are created with the brash where possible and for the first time this season, regrowth from previous felling has been cut back to create a more diverse edge habitat using a technique known as 'scaloping'.



Regeneration following removal of diseased ash trees on Marriott's Way. Left: February 2019; Centre: June 2020; Right: regrowth in 2021.

- Through its **Environmental Policy** www.norfolk.gov.uk/environmentpolicy Norfolk County Council continues to work for the protection of the county's rich biodiversity, conserve areas of natural beauty such as the Norfolk Broads and Norfolk Coast, promote the

efficient use of our natural resources and, working with our partners, achieve 'Net Zero' carbon emissions across our estates by 2030.

- In the protected landscape of the **Norfolk Coast Area of Outstanding Natural Beauty (AONB)**, farming supports important habitats and wildlife and helps to sustain tourism. Farming in Protected Landscapes (FiPL) is a 3 year Defra funded programme for projects that support nature recovery; mitigate the impacts of climate change; provide opportunities for people to discover, enjoy and understand the landscape; or protect or improve the landscape. The programme funds creating new access opportunities, links to the rights of way network, and interpretation of farming and of the natural and historic features on the land. Applications can be made now and funding is awarded throughout the application window from July 2021 to March 2024. <https://www.norfolkcoastaonb.org.uk/project/farming-in-protected-landscapes/>

A new **Environmental Hub** has been established at Gressenhall Farm and Workhouse to act as a centre for learning about Environmental Policy aims and empower residents and communities to make positive changes in their own natural environments. Plans for a trail linking the Gressenhall Environmental Hub to Dereham town centre are underway to provide a sustainable and direct route for visitors on foot and bike <https://www.edp24.co.uk/lifestyle/heritage/platinum-jubilee-trails-in-norfolk-8665860> The Trail will link with the Wendling Beck Exemplar Project, a 2,000 acre pioneering habitat creation, nature restoration and regenerative farming project to the north of Dereham.

Theme 4: Well-Promoted Access Network

Description of theme

We will promote Norfolk's access network, the outstanding countryside and heritage that can be reached from it, and the benefits of outdoor activity, developing a communications plan to reach key user groups (visitors, walkers, cyclists, horse-riders, motorised vehicle users, disabled users and new users).

Challenge

The access network is well used by dedicated access groups across the high season summer months. However there are large sections of the population which do not use the network. Furthermore, the network has capacity for greater use outside the summer season.

The challenge is to increase use of the network by people who do not use it and out of peak season. .

Target (by 2029)

Increase use of the network by people who currently do not use it and at times outside the summer months by 20% by 2029 (from 2010 baseline), targeting areas able to sustain an increase in footfall (no detrimental environmental impact) and promoting sustainable travel to the network.

Baseline and monitoring measured through a combination of people counter data and targeted surveys.

Statement of Action Objectives (text shortened)

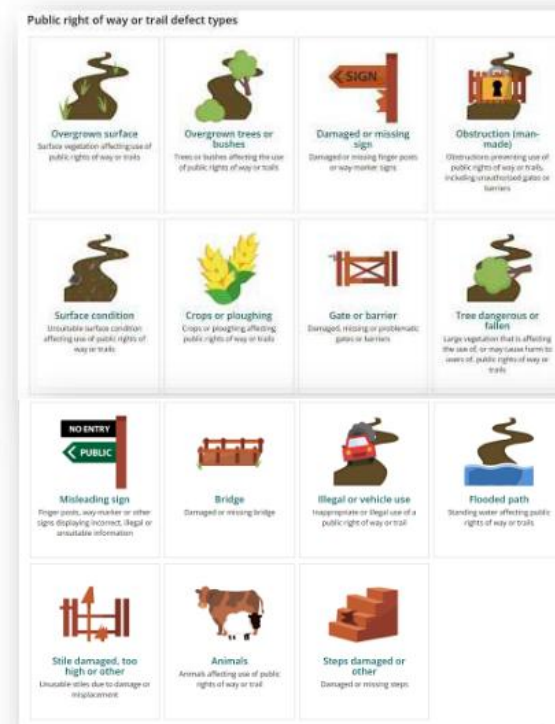
4.1	Develop a communications plan	S
4.2	Develop / maintain websites	O
4.3	Develop printed and pdf leaflets	O
4.4	Develop good media relationships	O
4.5	Develop / maintain social media	O
4.6	Develop interpretative panels and organise events	O
4.7	Develop a photo and video library	S
4.8	Develop apps and audio visual projects	A/O
4.9	Encourage schools' use of the access network	A/O
4.10	Promote the Great Walking Trails	NS
4.11	Promote access to a range of audiences	O
4.12	Develop 'etiquette' for multi-use routes	S
4.13	Increase understanding of the natural and historic environment	S

The Norfolk Coast Partnership's refreshed website now includes an activity map which includes access for all walks. <https://www.norfolkcoastanb.org.uk/exploring/access-for-all-walks/>

Theme 4: summary of progress October 2021 to March 2022

Highlights

- **Twitter accounts** for Norfolk Trails @NorfolkTrails and the National Trail in Norfolk @NatTrailNorfolk continue to post regularly to update followers on social media and it's now possible to walk some Trails virtually using Google Trekker imagery:
 - ⇒ Walk the coast path on **Google Trekker** [here](https://www.google.com/maps/@52.9662176,0.524142,3a,90y,246.47h,95.55t/data=!3m6!1e1!3m4!1s3TjQpcWbQlcMUeyElcf3Lg!2e0!7i13312!8i6656) <https://www.google.com/maps/@52.9662176,0.524142,3a,90y,246.47h,95.55t/data=!3m6!1e1!3m4!1s3TjQpcWbQlcMUeyElcf3Lg!2e0!7i13312!8i6656>
 - ⇒ Walk Marriott's Way on **Google Trekker** [here](https://www.google.com/maps/@52.7908809,1.2524362,3a,75y,242.28h,85.2t,357.62r/data=!3m6!1e1!3m4!1sTlzgV12QNu2JaHWhJ9R7sQ!2e0!7i13312!8i6656) <https://www.google.com/maps/@52.7908809,1.2524362,3a,75y,242.28h,85.2t,357.62r/data=!3m6!1e1!3m4!1sTlzgV12QNu2JaHWhJ9R7sQ!2e0!7i13312!8i6656>
- **Pathmakers CIO**, the Norfolk Local Access Forum's charity is developing a **communications plan** to reach Norfolk audiences about its work to improve countryside access in the county.
- Norfolk County Council's **websites** providing information about Public Rights of Way and Norfolk Trails are well maintained, offering the public large amount of information. Reporting faults on the footpath network is straightforward using the online Customer Relationship Management system <https://www.norfolk.gov.uk/roads-and-transport/roads/report-a-problem> and enables those who register with the system to receive updates on progress to rectify the fault:



Theme 5: An Access Network Underpinned by Excellent Information Management

Description of theme

We will maintain paper, GIS, and web-based versions of definitive and interactive maps and other access network information and integrate datasets spatially to identify opportunities where PRow/Trails can deliver gains for the economy, health and communities.

Challenge

Managing accurate spatial information and data about the access network is a legal duty. The challenge is to manage updates and make available and use digital versions of spatial data (GIS) to make links between access and other relevant information (such as health, economy and growth) to create, share and use 'opportunity' maps (to identify opportunities that will deliver a number of benefits), essential for strategies and planning. See also healthy access network and valuable access network themes.

Target (by 2029)

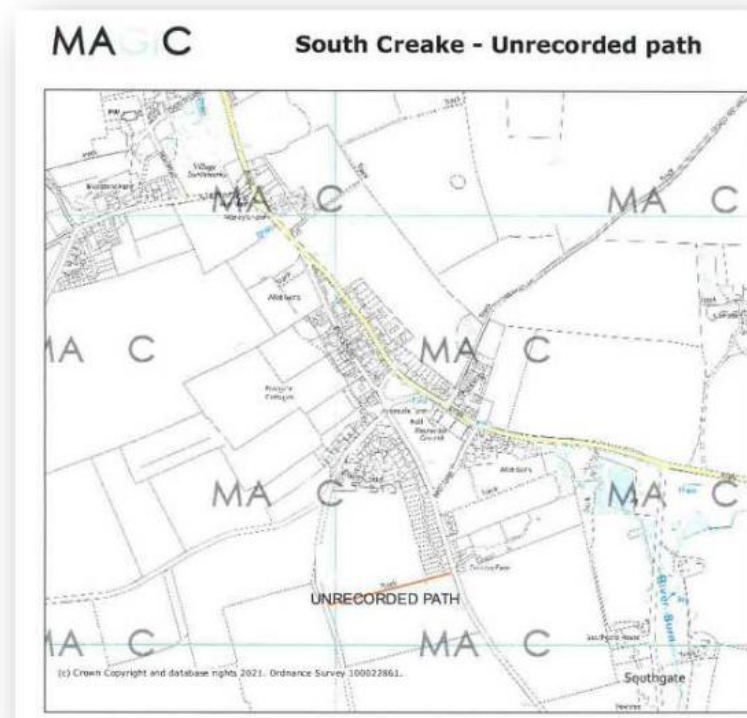
Keep the Definitive Map up to date and the register of claims concerning the 2026 deadline

Process DMMOs.

NCC Legal Orders Team registers **Direct Map Modification Orders (DMMO) applications** and ensures the NCC online registers are up to date <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/register-of-definitive-map-modification-applications>. Although the **2026 deadline** for registering unrecorded rights of way has been **scrapped** following public pressure NCC has a significant backlog of claims to process: there are currently 186 (March 2022) on the register such as the one pictured to the right for an [unrecorded path in South Creake](#). Administering claims is a lengthy and complex process.

Statement of Action Objectives (text shortened)

5.1	Maintain the Definitive Map	O
5.2	Maintain interactive maps	O
5.3	Use spatial mapping to seek opportunities to improve green infrastructure	O
5.4	Use spatial mapping to link access and other data	O
5.5	Develop Google Streetmap for Norfolk Trails	A
5.6	Share counter data	O



Theme 5: summary of progress October 2021 to March 2022

Highlights

- **Paper and digital records** relating to modification applications, dedication agreements and public path orders updated on target;
- **Dedication agreements** under the Highways Act 1980 investigated and managed on target;
- **Map statements** can be viewed via the interactive map, which also permits viewing of **cutting contract** routes and for users to directly report faults. <http://maps.norfolk.gov.uk/highways/>. This functionality has greatly improved the amount of information available to the public, and has been well received by user groups.
- **Data counters** on Norfolk Trails have shown increased use of the walking network throughout the pandemic, and higher than usual peak-season activity but lower off-season use on the coast.
- Route improvements inland (such as the Bure Valley Path and Kett's Country Trail) will help draw visitors away from honeypot areas in peak season
- Increased trends in leisure trips (walking and cycling) throughout the pandemic may inspire more people to choose active travel for commuting in the future – we therefore need the infrastructure to support this e.g. continuing to seek investment in commuter belts such as the Marriott's Way and the Green Loop; and continuing to provide opportunity for active travel, such as the Beryl Bikes and clearly waymarked routes.



Norfolk Trails footfall. See also Theme 8 for the economic impact of these trends.

Theme 6: A Community-led Access Network

Description of theme

We will increase the involvement of communities in the development of and care for their local access network, working with parish councils, volunteers and other community organisations. .

Challenge

As public funding reduces, the role of communities in helping to manage their local access becomes more important.

The challenge is to support and co-ordinate the large number of people willing to help from user groups and community groups .

Target (by 2029)

Provide support for 20 community-based user groups (via training) in the management of the network by 2029 Process DMMOs.

Statement of Action Objectives (text shortened)

6.1	Support the NLAF	O
6.2	Support user groups manage PROW	O
6.3	Engage communities in projects that improve / manage access	O
6.4	Attract funding for local projects	S
6.5	Work with large scale projects on community access	O
6.6	Support the development of Pathmakers	O



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MAR 16

Getting out there in 2022 - Countryside Access

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Greenways to Green Spaces - towards a greener, healthier and more connected Norfolk

About this event

Join the team from Norfolk County Council team who are developing the Greenways to Greenspaces approach to make Norfolk a greener, healthier, and more vibrant place for humans and wildlife.

Date and time
Wed, 16 March 2022
19:00 - 20:30 GMT

Location
Online event

Greenways online webinar with NALC

Theme 6: *summary of progress October 2021 to March 2022*

Highlights

- **Two Norfolk Local Access Forum (NLAF) meetings** supported by NCC took place within the reporting period: in October 2021, January 2022. The October meeting was held in person whilst the January meeting was held informally and online (due to Covid restrictions). Regular updates from the NLAF's subgroups and NCC's Countryside Access Team, reports on major infrastructure projects that impact PROW, updates from the NCC Sustainable Transport Champion were included. The Forum received a report on the Monument project which provides training for carers of those with dementia to encourage greater outdoor access. A special meeting between the NLAF and NCC officers was held in September 2021 to explore NCC enforcement action (dealing with blockages on Public Rights of Way).
- **NLAF subgroups meetings:** The NLAF's Public Rights of Way subgroup met virtually during the reporting period (meetings in September and December 2021). The meetings discussed partnership and community working; countryside access management; claims for lost paths (2026 claims); permissive access; and put forward recommendations for the main NLAF meetings. NLAF members from the Vision and Ideas Subgroup met with NCC officers in October 2021 to clarify spend on the PROW network and detail on the Greenways to Greenspaces project to improve countryside access.
- **Five new members were recruited to the NLAF** to fill vacancies in various interest areas (health; all abilities access; land at the water's edge; ethnic groups; young people) to bring the Forum up to its full complement of 22 members. Full member refreshment has commenced as members' 3 year terms of appointment come to an end, with the hope that many will reapply for membership in 2022—24, NCC is very fortunate to have such an active group of volunteers many of whom volunteer many hours to provide advice on many aspects of countryside access. Forum members are local people and experts in their specialist area of countryside access (or related interest area) who volunteer their time to provide advice to Norfolk County Council and other statutory bodies such as Natural England, district and parish councils on how to make the countryside more accessible and enjoyable for recreation and to benefit social, economic and environmental interests www.norfolk.gov.uk/nlaf
- Building on previous **Greenways to Greenspaces** online webinars, Norfolk County Council's Greenways team with the Norfolk Association of Local Councils (NALC) has delivered 2 informal online webinars (January and March 2022) with a third to follow in June 2022. Aimed at parish/town councils the sessions have covered local Public Rights of Way and the Norfolk Trails network, exploring partnership working with NCC to encourage communities to enjoy their local footpaths more. <https://www.eventbrite.com/o/norfolk-association-of-local-councils-37190543133> A refreshed information 'toolkit' has been re-issued to those attending the webinar to help them get started with community action.
- **Pathmakers CIO (the NLAF's charitable arm)** began planning for a Norfolk Walking Festival which will run during the summer 2022 Jubilee week. The trust also worked on parish signboards showing local Public Rights of Way and is hoping to attract further grant funding for access projects www.pathmakers.org.uk

Theme 7: An Access Network that Supports / Delivers Health Outcomes

Description of theme

We will improve the health and wellbeing of residents and visitors through initiatives which promote and demonstrate the benefits of physical activity to those not currently using the access network or who would benefit from additional physical activity as identified in the Norfolk Public Health Strategy.

Challenge

In Norfolk, unhealthy lifestyles and obesity are estimated to contribute to 23,000 hospital admissions per year. We also face the challenges of an ageing population as there will be more elderly people in Norfolk in the future. If levels of ill health remain the same in the population, this will increase demand on health and social care services.

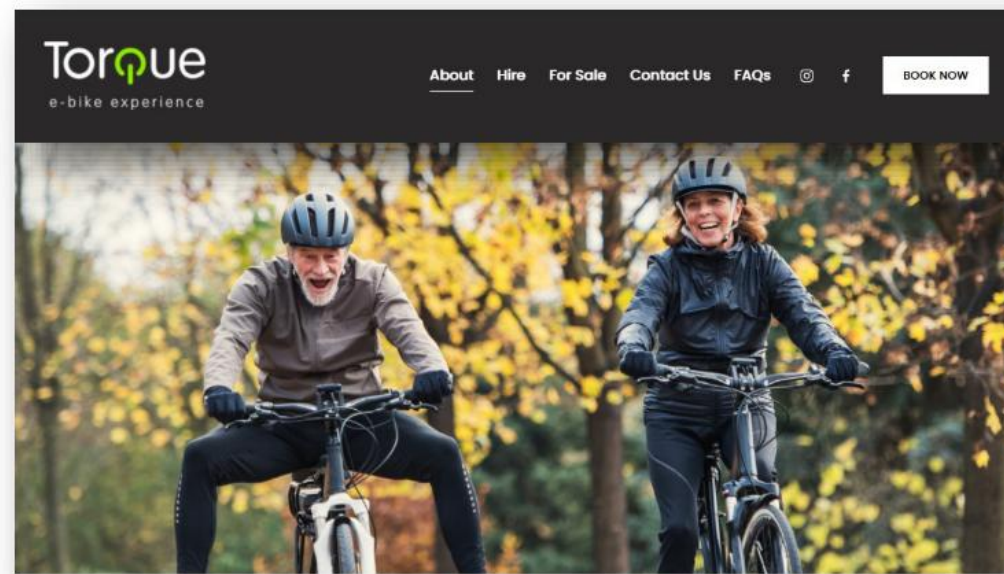
The challenge is to increase numbers of people using the access network to benefit their health and to make improvements to make access easier. .

Target (by 2029)

- Liaise with partners to create a baseline in 2019 to monitor activity of people in target groups.
- Increase the number of people from target groups who are active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.
- Increase the number of people who say they have improved health from being active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.

Statement of Action Objectives (text shortened)

7.1	Evaluate the health value of the access network	O
7.2	Increase use of the access network for health	O
7.3	Develop active travel	O
7.4	Develop routes for health and to reduce carbon	O

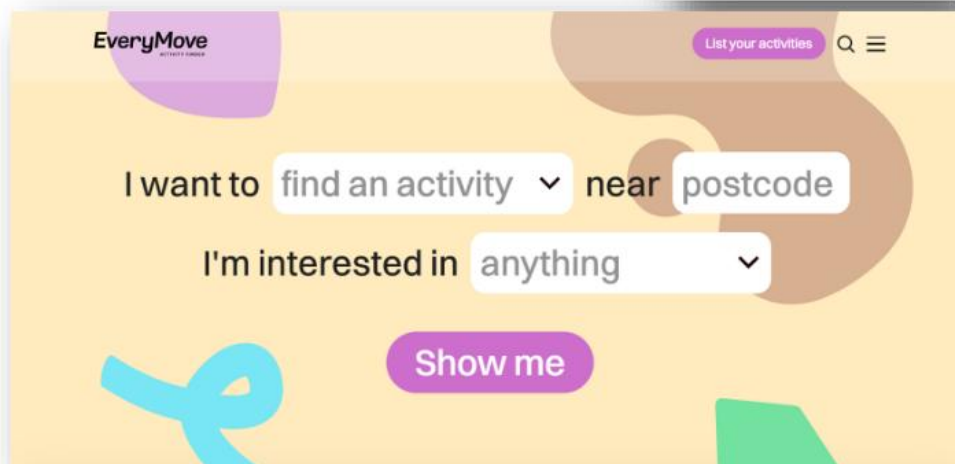


E bike hire in partnership with local business Torque

Theme 7: summary of progress October 2021 to March 2022

Highlights

- The Active Norfolk Activity Finder '**Every Move**' easy-to-use website <https://www.everymove.uk/> has been launched making it easy to list activity sessions, while also making them easy to find for those looking to become more active. <https://www.activenorfolk.org/>



- The **Pushing Ahead** Access Fund programme promoting Active Travel in Norwich and Great Yarmouth continued until December 2021 providing bike loans, employee engagement and community cycle hubs with Cycling UK. The e cycle scheme continues across Norfolk during 2022 with an e-bike loan offer already live in North Norfolk and plans to extend the Beryl Hire e-bike scheme to Wymondham, Hethersett and Drayton.
- Norfolk County Council continues to work in partnership with local authorities to complete **Local Cycling and Walking Infrastructure**

Plans (LCWIPs) for towns and cities across the region. Plans are already published for Great Yarmouth, King's Lynn, Norwich and Dereham and a successful bid to the DfT's Capability Fund will enable NCC to progress an LCWIP covering all of Norfolk. Cycling and walking infrastructure plans play an important part in the delivery of the Council's transport strategy for Norfolk and support the Government's ambition for "Cycling and walking to be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030." LCWIPs provide information about proposed cycling and walking networks and prioritised improvements which can be delivered over the short, medium and long term.

- In June 2021 NCC was invited by the DfT to bid for further capital funding for cycling and walking infrastructure schemes which align with LCWIPs to be delivered in 2022/23. NCC submitted a bid to DfT comprising 11 schemes totalling £2.465m
- Active Travel Fund** money has also allowed NCC to expand employee engagement through **Mobilityways** <https://www.mobilityways.com/> which provides tools for zero carbon commuting, and to pilot **School Streets**, an initiative run by the charity Sustrans at six schools in Norfolk (Wymondham, Costessey and Norwich) <https://www.edp24.co.uk/news/education/reaction-to-norfolk-school-streets-trial-8689296>. The scheme will see roads next to schools closed to traffic twice a day during pick up and drop off times.

Theme 8: A valuable access network

Description of theme

We will maximise the economic benefits to Norfolk that are generated through the access network by working with businesses, tourism agencies and Destination Management Organisations (DMOs) etc .

Challenge

The Access network is of increasing value to the visitor economy with the environment and walking key attractions and reasons for people coming to Norfolk. However, currently, most visitors come for a day or less and their visitor spend is limited.

The challenge is to work with businesses, tourism agencies and local government to maximise visitor spend, ensuring that local businesses are well informed about the potential of the access network. This target must be considered in conjunction with Theme 3 (a well protected access network) to ensure that increased visitor footfall is managed sustainably.

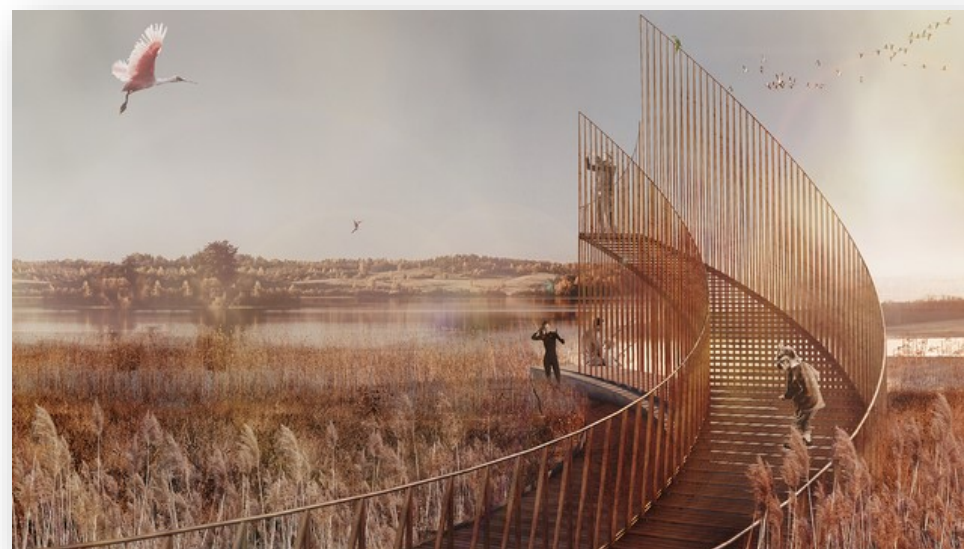
Target (by 2029)

- Increase the number of visitors by 20% in a sustainable way, targeting locations and times of year to maximize the potential to local businesses. It is envisaged that this could generate an extra visitor spend of £2m.
- Evaluation through appropriate studies, e.g. MENE

Statement of Action Objectives (text shortened)

8.1	Develop links between business and Norfolk Trails	O
8.2	Increase numbers of visitors using Norfolk Trails by 20% by 2029	A
8.3	Develop profiles for those using the access network	O
8.4	Develop visit itineraries	O/A
8.5	Work with the Broads Authority on boat moorings on PROW	NS

The **EXPERIENCE** project selected artists who will deliver 6 new artworks on a long-distance walking route in Norfolk known as the Norfolk Way Art Trail <https://norfolkwayarttrail.co.uk/> to encourage visitors between the October to March low visitor season. The Trail will be launched in Dec 2022/Jan 2023. <https://www.edp24.co.uk/news/local-council/norfolk-way-art-trail-shortlist-revealed-8569104>



Artwork proposal for Reedham Ferry by Maetherea Cristina Morbi and Aurora Destro ©



Theme 8: summary of progress October 2021 to March 2022

Highlights

- EXPERIENCE** has continued to collaborate with Cycling UK to progress the Norfolk cycling hubs project by identifying market towns with the potential to create improved access to the countryside through a series of new cycling loops from each hub. Cromer and Wroxham/Hoveton will be designated first, with Swaffham, Fakenham and Diss following, with an Autumn 2022 launch date. Around the same time the round Norfolk 200 mile 'hero' route will be launched that utilises off-road options such as bridleways where possible and showcases the best that the country has to offer. Find out more here: <https://www.cyclinguk.org/article/experience-norfolk-bike>
- Google Mobility Data** on use of parks suggested that Norfolk was impacted more seasonally than the UK as a whole during the pandemic in 2021. There were fewer trips to parks between January-March 2021 (compared to the baseline of January 2020), however, these figures change significantly in April, and surge in June 2021 – a trend which continued throughout the summer. An ONS report suggests that Cornwall, Norfolk, Devon and East Yorkshire were most impacted by the surge in domestic tourism, and greenspace in Norfolk has clearly been widely visited compared to nearby Suffolk and the UK overall.
- Footfall on Norfolk Trails** has been analysed recently, and their economic impact evaluated. Using a spend factor of £6 for inland trails and £18 for the coast path, the value of the Norfolk Trails rose to £17million in 2020/21, with further health benefits over a 10 year period for those using the routes estimated using the WHO [Health Economic Assessment Tool](#) (HEAT) at £337million.

Counter Data	2017/18	2018/19	2019/20 estimate (applying % changes from data cross-section)	2020/21 estimate (applying % changes from data cross-section)
Angles Way	77,618	82,437	79,140	101,299
Boudicca Way	24,661	26,870	25,795	33,018
Marriott's Way	515,242	559,415	537,038	687,409
Nar Valley Way	44,868	46,080	44,237	56,623
Norfolk Coast Path	333,099	658,009	565,888	622,477
Paston Way	40,711	35,546	34,124	43,679
Peddars Way	25,537	25,973	24,934	31,916
Weavers' Way	60,748	53,788	51,636	66,095
Wensum Way	8,608	6,148	5,902	7,555
Wherryman's Way	40,133	28,231	27,102	34,690
Little Ouse	15,096	16,740	16,070	20,570
TOTAL	1,186,321	1,539,237	1,411,867	1,705,329

Economic value of Norfolk Trails (2018/19)	MENE 2019-20	MENE 2020-21	HEAT*
Angles way	£474,837	£607,792	£18,304,000
Boudicca way	£154,771	£198,107	£6,190,000
Marriott's way	£3,222,230	£4,124,455	£84,228,000
Nar Valley way	£265,421	£339,739	£11,006,000
Norfolk Coast Path	£10,185,979	£11,204,577	£175,749,000
Paston Way	£204,745	£262,074	£9,297,000
Peddars way	£149,604	£191,494	£9,742,000
Weavers' way	£309,819	£396,568	£15,230,000
Wensum way	£35,412	£45,328	£1,456,000
Wherryman's way	£162,611	£208,142	£6,688,000
Little Ouse Path	£96,422	£123,421	£XXX
Total all counters	£15,261,853	£17,701,695	£337,890,000

New signage



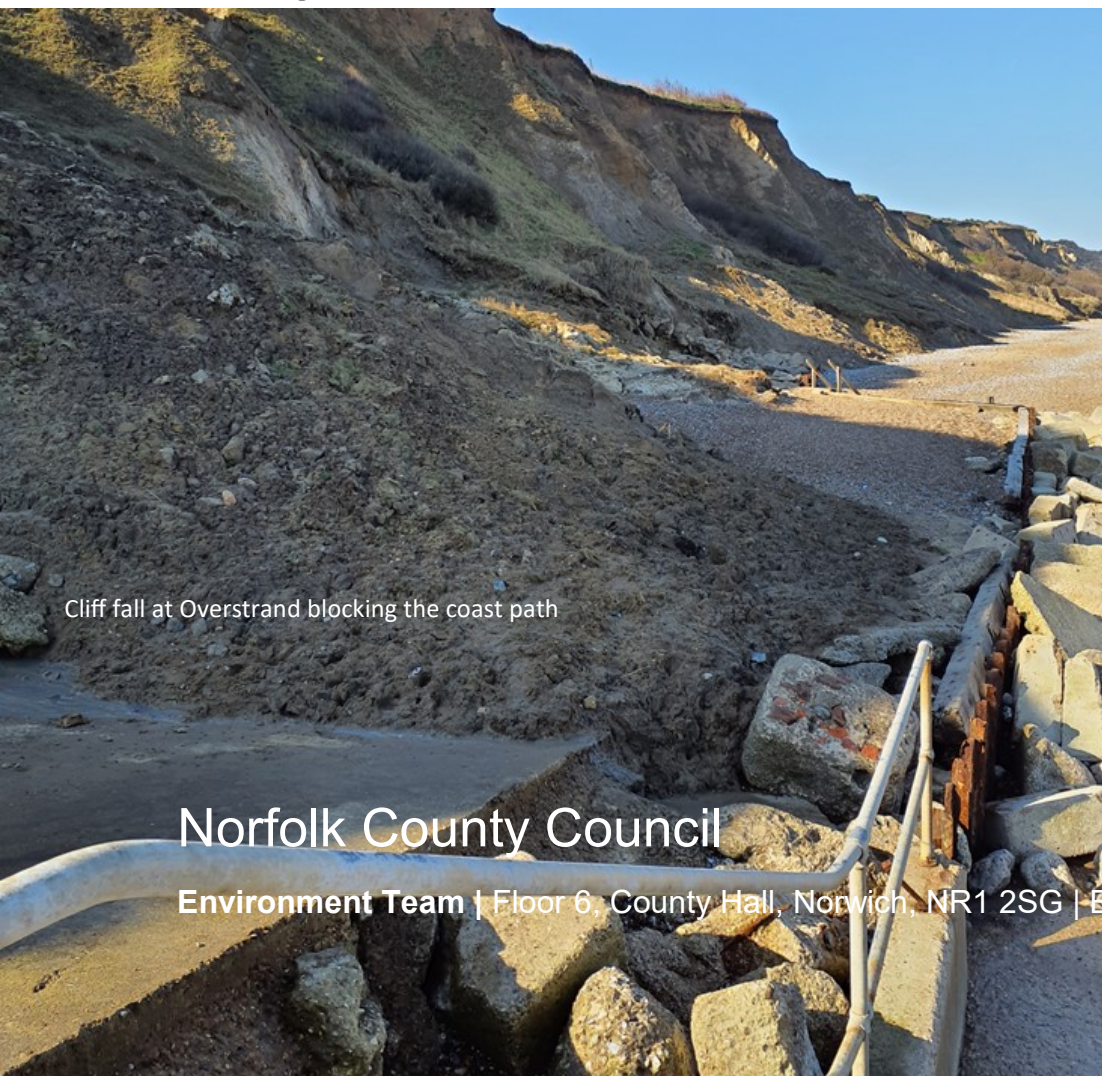
The NAIP is supported by:



Community & Environmental Services
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E: environment@norfolk.gov.uk
W: www.norfolk.gov.uk

Norfolk Access Improvement Plan (NAIP) 2019 - 2029

Monitoring Report **April 2022 to September 2022**



Cliff fall at Overstrand blocking the coast path

Norfolk County Council

Environment Team | Floor 6, County Hall, Norwich, NR1 2SG | Email: environment@norfolk.gov.uk norfolk.gov.uk



Repairs completed

Introduction

This report provides a summary of progress with delivery of the Norfolk Access Improvement Plan <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/norfolk-access-improvement-plan> which is Norfolk County Council's 10 year plan for increasing public use and enjoyment of the county's countryside access network.

The report:

- Provides a summary of progress against each of the NAIP's 8 Statement of Action themes, showing the number of NCC projects and services that contribute to the theme for this year (2020/2021) and theme highlights.
- Covers the period April 2022 to September 2022;
- Covers Norfolk County Council projects and services;
- Has been produced for the Norfolk Local Access Forum (NLAF) to enable them to monitor the plan in association with Norfolk County Council;
- Indicates where objectives are S= started; O = ongoing (i.e. business as usual); NS = not started; A = achieved;
- Demonstrates the wide range of activities ongoing to deliver against NAIP objectives.

Many of the highlights relate to long distance paths and associated circular routes promoted under the Norfolk Trails banner which have been financed through bids to external funding bodies.

PRoW maintenance is directed at an operation level by NCC's Transport Asset Management Plan (TAMP) which identifies optimal allocation of resources under increasing pressures including limited budgets.

Each theme carries a summary of progress against its overarching target, and a separate document provides the detail behind this information.



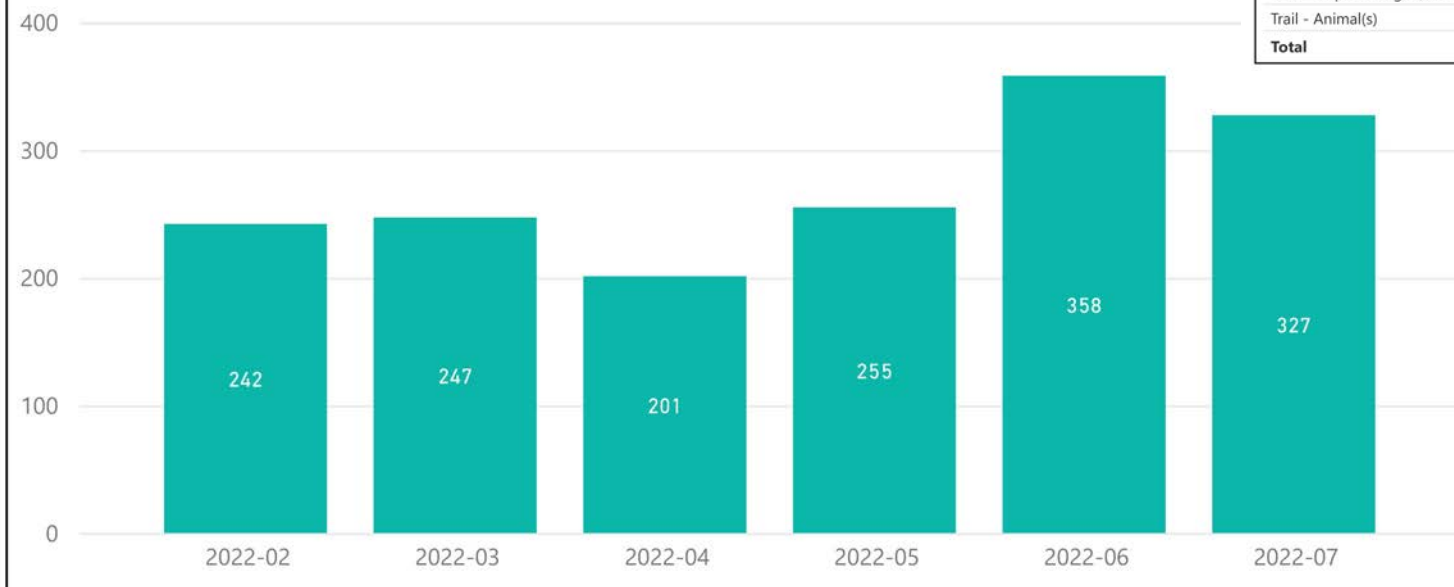
Improvements to the Wherryman's Way (River Chet) received funding of £445,148 from CIL (Greater Norwich Growth Board). Improvements will include: dredging; rebuilding of bridges and restoration of the bird hide at Hardley Flood; footpath improvements at Rockland Staithe; riverbank stabilisation and restoration of footpaths.

Faults on Public Rights of Way. Between 1st February 2022 and 31st July 2022, 1635 faults were logged by the public on the Customer Relationship Management (CRM) enquiries system. Most enquiries for the reporting period relate to damaged or missing signs, overgrown surfaces, overgrown hedges, obstructions and crops/ ploughing affecting footpaths.

The inset graphic shows faults across Norfolk (further reports are available for specific Highways areas (North, South, West))

PROW and Trail defects received by month

InMayrise ● True



Volume of PROW/Trail defects by type					
DescriptionOfFault	C	N	S	W	Total
PROW - Damaged or missing sign		106	130	28	264
PROW - Overgrown surface -e.g. grass/weeds	2	139	71	37	249
PROW - Overgrown hedge/tree	4	67	53	29	153
PROW - Obstruction -e.g. building works, fences, ditches, locked gate		58	57	24	139
PROW - Crops/ploughing affecting footpath		65	58	14	137
PROW - Tree dangerous/fallen	1	47	41	13	102
PROW - Surface condition		34	25	15	74
Trail - Overgrown surface -e.g. grass/weeds	2	42	19	4	67
Trail - Overgrown hedge/tree	5	28	12	6	51
Trail - Damaged or missing sign		19	21	4	44
Trail - Tree dangerous/fallen	3	29	9	3	44
Trail - Surface condition	1	15	19	8	43
PROW - Bridge		12	26	4	42
PROW - Gate/Barrier		11	14	9	34
PROW - Misleading sign		16	11	1	28
PROW - Stile damaged/too/high/other		11	12	1	24
Trail- Obstruction -e.g. building works, fences, ditches, locked gate		9	10	3	22
PROW - Illegal / Vehicle Use		9	3	4	16
Trail - Gate/Barrier	1	6	4	4	15
Trail - Crops/ploughing affecting footpath		7	6		13
PROW - Animal(s)		4	6	2	12
PROW - Flooded Path		3	8	1	12
Trail - Bridge		3	6	3	12
Trail - Illegal / Vehicle Use		5	4	2	11
PROW - Steps damaged/other		4	3	2	9
Trail - Misleading sign		4	2	1	7
Trail - Steps damaged/other		5		1	6
Trail - Animal(s)		3			3
Total	19	762	631	223	1635

Theme 1: Well-managed Access Network

Description of theme

We will manage a well-signed and maintained network of multiuse routes efficiently and economically (Public Rights of Way and promoted Norfolk Trails and the National Trail in Norfolk) providing access to coastal, rural and urban areas, using good systems and standards .

Challenge

The consequence of reduced public funding has meant less resource to manage the access network with poor satisfaction rates in comparison with some other highway authorities.

The challenge is to find innovative and new ways to help deliver network management, working with partners and communities

Target (by 2029)

Improve the Highways and Transport Network Survey Key Benchmark Indicator for Public Rights of Way KBI15 to 57 (from 54) (to match or exceed the national average)

Improve the Highways and Transport Network Survey Key Indicator for Public Rights of Way (Aspects) KBI16 to 55 (from 51) (to match or exceed the national average)

Improve all component Benchmark Indicators for KBI 16 to match or exceed the national average (see Appendix 8.5 of NAIP)

Increase volunteer involvement with PRow management (see target under 'Community-led access network')

Improve our standing against other Highway Authorities in the National Highways and Transport network survey.

Statement of Action Objectives (text shortened)

1.1	Manage signage	O
1.2	Manage path surfaces	O
1.3	Manage linear woodlands	O
1.4	Improve Access for All	O
1.5	Better landowner relationships	O
1.6	Effective fault reporting	O
1.7	Address access-related faults	O
1.8	Maintain the Definitive Map for Norfolk	O
1.9	Manage Norfolk Trails and the National Trail/ Coast Path establishment	O
1.10	Create new access in growth areas	S
1.11	Train volunteers in path maintenance	S

Progress with Theme Target (2019 to 2022)

National average scores for KBI 16 have followed a downward trend, with a score of 51 recorded in 2021 (from 55 recorded in 2018). NCC scores although always lower year on year than the national average have improved over the same period, with a difference of only one point (with the national average) in 2021. NOT ON TARGET

National average scores for KBI 15 have remained almost static year on year at 57 (56 in 2021). From 2019 onwards, NCC scores have either exceeded the national average, or been within one point of it. ON TARGET

Component benchmark indicators for KBI 16 have remained below the national average for NCC although showing improvement year on year. The area of greatest discrepancy with the national target is WCBI 21 (ease of use by those with disabilities) which was 3 points below the national average in 2021 from 6 points below in 2018) NOT ON TARGET

Increase volunteer involvement with PRow management (see target under 'Community-led access network')

Theme 1: summary of progress October 2021 to March 2022

Highlights

- **Faults on Public Rights of Way.** See graphics on previous pages regarding faults reported between 1st February 2022 and 31st July 2022
- Three **PROW Technician posts** commenced their roles in mid September to support the three Countryside Access Officers who deal with PROW maintenance. In addition to the many faults reported through CRM, the team dealt with further reports and correspondence from members of the public.
- **Non-reinstatement notices and obstructions.** Between April 2022 to July 2022 42 Section 131a, 134—137 non-reinstatement notices (or emails) were issued to landowners. The majority were resolved without recourse to further enforcement action. There are significant resource pressures associated with serving and following up on notices. Over the same period, no Section 130 (obstructions) and three Section 56 (out of repair) notices were received by NCC. Processing any legal notices is time consuming for NCC staff. Similarly, when NCC receives FOI requests, these are a drain on limited resources.
- NCC committed to delivering the Norfolk Access Improvement Plan (Policy 18 of the recently adopted Local Transport Plan 4) at their [July 2022](#) Council meeting .
- Highways team carried out resurfacing at Brundall with £15,000 funds coming from the 'urban paths' allocation
- **Proposals for Stretch 3 (Weybourne to Hunstanton) of the England Coast Path** have been published but not yet approved. NCC officers are providing Natural England with expert local advice to ensure full consultation with local interests during development of the 60km route.
- **Proposals for Stretch 4 (Hunstanton to Sutton Bridge) of the England Coast Path** have been approved with establishment in progress but not yet open. Check for updates here: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1096845/ECP-east-map.pdf
- NCC is making progress with improving the **National Highways and Transport Network Survey Key Benchmark indicators (KBI)** for Public Rights of Way, a public perception questionnaire. As reported previously, results from the 2021 survey recorded 56% for KBI15 (Public Rights of Way overall), matching the national average, with KBI16 (Public Rights of Way aspects) recorded as 50%, just one percentage point lower than the national average although the national average score is declining. More detailed analysis from the 2021 survey reported to the NCC Infrastructure and Development Committee in [July 2022](#) (page 93) shows that in 2021, NCC was ranked 48 for KBI15 and 70 for KBI16.
- Many footbridges were replaced by NCC Highways Bridges Team over the last 6 months, such as the one shown below at West Acre. Further photographs of footbridges replaced or repaired by the Team appear on the back page of this report.



New footbridge at West Acre

Theme 2: Well-connected Access Network

Description of theme

We will develop an integrated green network of routes and paths that provides opportunities for all users; improves ecological resilience; creates opportunities to connect with green space and places of natural and cultural heritage; improves connections for work/education/recreation for residents and addresses other gaps with demonstrable need where possible, both within and outside targeted 'growth' areas .

Challenge

Norfolk's population is predicted to grow from 898,4000 (mid 2017) to 1,002,300 by 2041 (Norfolk Insight). The challenge is to ensure that people can connect with places and green space sustainably from where they live. .

Target (by 2029)

Increase the number and length of all-abilities routes connecting people and places by 10 routes and 100 kilometres by 2029.



Vegetation on Procession Lane on Peddars' Way at Swaffham was cut back and the deadwood used to create habitat refuges either side of the route.

Statement of Action Objectives (text shortened)

2.1	Improve connectivity through planning	O
2.2	Create circular walks in growth areas	A
2.3	Increase the number / length of multi-modal routes	S
2.4	Re-purpose disused railways for green access	S
2.5	Improve connectivity for wildlife	S
2.6	Encourage applications to register unrecorded paths	O
2.7	Retain and create new permissive access	O

Progress with Theme Target (2019 to 2022)

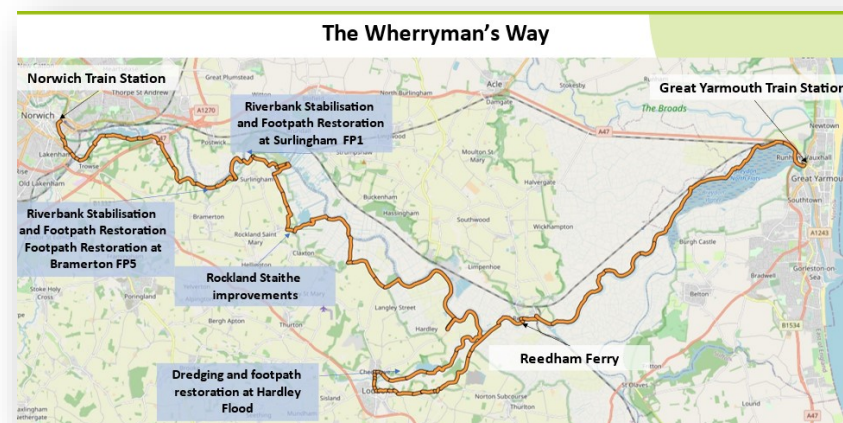
21 separate sections of Norfolk Trails have been upgraded on Norfolk Trails to all-abilities standard, totalling 81km in length. These include circulars and access improvements on the Weavers' Way; Wherryman's Way; Angles Way; Marriott's Way; Norfolk Coast Path and for the Breaking New Ground Brecks project. GOOD PROGRESS

30 circular routes created on Norfolk Trails totalling 153km in length (length figure excludes BVP circulars). These circulars provide improved interpretation and integration with the wider access network helping people to connect with places, heritage and nature. New circulars are on Weavers' Way; Wherryman's Way; Kett's Country; Norfolk Coast Path; Bure Valley Path. ON TARGET

Theme 2: summary of progress October 2021 to March 2022

Highlights

- Norfolk County Council has been working with all district and borough councils to develop Local Cycling and Walking Infrastructure Plans (LCWIP) across the county. LCWIPs have been completed for Norwich, Great Yarmouth and King's Lynn, outlining where changes could be made to deliver more than a hundred miles of new or improved walking and cycling routes. <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/local-cycling-and-walking-infrastructure-plans>. Schemes identified through the LCWIP process are more likely to secure external funding
- Development of a Norfolk-wide LCWIP funded through the DfT Capability fund is well underway, taking account of responses to a survey run in April and May. A further opportunity to review and comment on details proposals will be available in autumn 2022. The plan will comprise: a map of priority Active Travel routes; a prioritised list of infrastructure improvements in short (1-2year); Medium (3-5 year) and long term (5 plus years) timescales; a report covering the details of stages needed.
- LCWIPs are an important of the Local Transport Strategy for Norfolk and support the government's ambition for cycling and walking to be the natural first choice for many journeys, with half of all journeys in towns and cities being cycled or walked by 2030.
- Norfolk County Council continues to promote active travel through revenue funding from the Active Travel Fund awarded by DfT. Development of school streets continues, working with Sustrans in 6 schools across Greater Norwich to promote active travel to school, and includes timed road closures around schools to help tackle congestion. The pilots started in April 2022 and will run over an 18 month period.
- Following a successful application to the Greater Norwich Growth Board Norfolk County Council was awarded £216,500 from the Infrastructure Investment Fund for access improvements on the Wherryman's Way, working alongside the Broads Authority. The project will create access and bank stabilisation improvements at: Surlingham, Bramerton and Hardley Flood, the installation of bidges at Hardley Flood, the upgrading of footpaths, the restoration of the Bird Hide on Hardley Flood and improvements to the moorings at Rockland Staithe (see photos on page 2 of this document).
- The Countryside and Rights of Way Act 2000 introduced a provisional cut-off date of 1st January 2026 for the recording of historic rights of way not recorded on the Definitive Map. After this date, the intention was to prevent claims solely based on documentary evidence that the rights existed before 1949, from being made. Subsequently, measures to simplify administration associated with Rights of Way procedures were included in the Deregulation Act 2015. Defra announced in February that it had abolished the 2026 cut off date to allow more time for paths to be identified and added to the public rights of way network.



Theme 3: Well-Protected Environment

Description of theme

We will protect the biodiversity and archaeology of the access network, improve understanding of Norfolk's landscape, archaeology and the natural and historic built environment that can be accessed from the network and manage the impact of visitors on protected sites

Challenge

Population growth and increased visitor numbers to Norfolk's landscapes could have a detrimental impact on special habitats and species. The challenge is to minimise this threat by managing access to the most sensitive sites and promoting it where and when it will have least impact, but not direct people totally away from sensitive sites.

Target (by 2029)

Reduce visitor pressure which is affecting 10 protected natural sites and 5 historic sites which can be reached from the access network by 2029.

Improve visitor experience at the same sites through well-designed access infrastructure (e.g. path improvements) and signage.

Create and promote 5 new opportunities for visitors to experience the natural and historic environment away from protected nature conservation sites or outside peak visitor months by 2029.

Reach 1,000 people to improve their understanding of the natural and historic environment that can be reached from the access network.



Clay boardwalk improving access and protecting reedbed habitat

Statement of Action Objectives (text shortened)

3.1	Protect the historic environment	O
3.2	Protect the natural environment	O
3.3	Develop opportunities for sustainable transport	S
3.4	Improve integration with public transport	NS
3.5	Protect and enhance biodiversity	O
3.6	Improve resilience of tree features	O
3.7	Develop shared goals for access in the Broads	S
3.8	Increase understanding of the natural and historic environment	S

Progress with Theme Target (2019 to 2022)

Visitor pressure reduced at 7 sites protected for nature conservation through interventions on Trails and PRow to prevent straying off the path and improve visitor interpretation: Holkham (path improvements); Paston Way (signage); Holme, Brancaster, Holkham and Horsey (route signposting and coastal action plans through ENDURE); Redwell Marsh SSSI signage and footpath improvements. GOOD PROGRESS

8 new experiences created through EXPERIENCE <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/campaigns/experience-norfolk-sustainably> to enable visitors to enjoy the natural and historic environment away from protected sites, outside peak visitor months: Bure Valley Path new cycling provision; Observatory at Hunstanton; new artwork installations across 6 sites. ON TARGET

Recreation Avoidance Mitigation study (Limits of Acceptable Change) commissioned by the Wash and North Norfolk Marine Partnership.

Extensive reach through the Norfolk Trails Website: 353,000 unique page views over 6 months (February 2022 to July 2022).

Theme 3: *summary of progress October 2021 to March 2022*

Highlights

- The Cley boardwalk (part funded by NCC but led by the Environment Agency) was completed ahead of the busy Jubilee weekend in June. Part of Environment Agency floodwall improvements, the boardwalk is 215 metres long and based on recycled lumber and low slip boards as it is in an intertidal zone. The boardwalk provides access along the sea wall and allows users to get very close to the reedbed habitat in the area.
- The Farming in Protected Landscapes (FiPL) grant scheme for farmers and land managers to support nature recovery and provide opportunities for people to discover and enjoy the landscape has funded a number of projects which improve public access in the **Norfolk Coast Area of Outstanding Natural Beauty (AONB)** :
 - ⇒ In 2021/2022 FiPL contributed £11,725 of funding toward permissive access improvements at Holkham National Nature Reserve. Full list of projects funded here: <https://www.norfolkcoastaonb.org.uk/wp-content/uploads/2022/07/Norfolk-Coast-AONB-Summary-of-Year-1-FiPL-Projects-2021-2022.pdf>
 - ⇒ In 2022/2023 the programme contributes £1,400 funding to a Norfolk Ornithologists' Association project making access improvements across Redwell Marsh Site of Special Scientific Interest (SSSI), Holme to ensure the public footpath is accessible in the winter and improving signage to encourage users to remain on the path at all times to reduce disturbance to ground-nesting birds. Full list of projects funded here: <https://www.norfolkcoastaonb.org.uk/wp-content/uploads/2022/08/Norfolk-Coast-AONB-Summary-of-Year2-FiPL-Projects-2022-2023.pdf>
- The Wash and North Norfolk Marine Partnership (WNNMP) <https://wnnmp.co.uk> which works with local communities and regulatory and district authorities to protect the remarkable nature and culture of the area has commissioned a Limits of Acceptable Change Study (LACS) to better understand how to address visitor pressures in the north Norfolk/Wash coastal strip. Access to the coast brings a wide range of benefits but can also damage the nature conservation interest. In West Norfolk, developers pay a levy of £50 per dwelling built to mitigate the adverse effects of increasing visitor numbers to Natura 2000* sites resulting from the development. The collective fund is managed by the Norfolk Coast Partnership for projects that mitigate or monitor increasing visitor numbers <https://www.norfolkcoastaonb.org.uk/what-we-do/west-norfolk-habitats-monitoring-and-mitigation-hmm-fund/> Measures on PRow and Trails to mitigate the impact of increased footfall can include new signage and education. *Natura 200 sites are either/both designated as Special Areas of Conservation (SAC) or/and Special Protection Areas (SPA)
- Work on a county-wide Recreational Avoidance Mitigation Strategy (RAMS) is underway <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/25-january-2021/duty-to-cooperate-member-forum-25th-january-minutes.pdf>. Three types of mitigation were proposed: (i) enhanced green infrastructure on development sites providing for on-site informal recreation and countryside access; (ii) improvements to specifically identified existing visitor designations which are not designated as international wildlife sites; (iii) specific visitor management measures (rangers, signage, car parks etc) on the designated sites themselves.

Theme 4: Well-Promoted Access Network

Description of theme

We will promote Norfolk's access network, the outstanding countryside and heritage that can be reached from it, and the benefits of outdoor activity, developing a communications plan to reach key user groups (visitors, walkers, cyclists, horse-riders, motorised vehicle users, disabled users and new users).

Challenge

The access network is well used by dedicated access groups across the high season summer months. However there are large sections of the population which do not use the network. Furthermore, the network has capacity for greater use outside the summer season.

The challenge is to increase use of the network by people who do not use it and out of peak season.

Target (by 2029)

Increase use of the network by people who currently do not use it and at times outside the summer months by 20% by 2029 (from 2010 baseline), targeting areas able to sustain an increase in footfall (no detrimental environmental impact) and promoting sustainable travel to the network.

Baseline and monitoring measured through a combination of people counter data and targeted surveys.

Statement of Action Objectives (text shortened)

4.1	Develop a communications plan	S
4.2	Develop / maintain websites	S
4.3	Develop printed and pdf leaflets	S
4.4	Develop good media relationships	S
4.5	Develop / maintain social media	O
4.6	Develop interpretative panels and organise events	S
4.7	Develop a photo and video library	S
4.8	Develop apps and audio visual projects	A
4.9	Encourage schools' use of the access network	A
4.10	Promote the Great Walking Trails	S
4.11	Promote access to a range of audiences	S
4.12	Develop 'etiquette' for multi-use routes	S
4.13	Increase understanding of the natural and historic environment	S

Progress with Theme Target (2019 to 2022)

Norfolk Trails people counter data from 2019/20 and 2020/21 indicates increasing use of the network outside the summer months although Covid has made interpretation more complex and there are large variations between individual locations. Data counters on Norfolk Trails have shown increased use of the walking network throughout the pandemic, and higher than usual peak-season activity but lower off-season use on the coast. ON TARGET

Route improvements inland (such as the Bure Valley Path and Kett's Country Trail) are helping draw visitors away from honeypot areas in peak season. ON TARGET

Theme 4: summary of progress October 2021 to March 2022

Highlights

- **Twitter accounts** for Norfolk Trails @NorfolkTrails and the National Trail in Norfolk @NatTrailNorfolk continue to inform a wide user base.
- The Norfolk County Council Trails website remains very popular with 353,000 unique page views over the period 1st February 2022 to July 31st 2022. Further analytics show that the most frequently visited pages were: Cycle routes (with 11,329 unique views) and Norfolk Trails short and circular walks (9,212 unique views). Popular downloads were the Kett's Country Trails map (5,220) and Peddars' Way (2,737) and Marriott's Way (2,488) maps. The new data studio software used by NCC webteam also allows further insight into online visitors such time spent on a page, and scroll depth (how far they've read).
- Pathmakers CIO, the Norfolk Local Access Forum's charity has been planning WalkNorfolk2022, a walking festival with a range of events designed to meet the needs of people who may not have thought

walking was for them, or who have difficulty getting out <https://pathmakers.org.uk/all-abilities-norfolk-walking-festival/>. There are 14 walk events to choose from across locations across Norfolk set up in partnership with a large number of partners <https://pathmakers.org.uk/events/partners-helping-to-deliver-walknorfolk2022/> and coordinated by David Atthowe, Pathmakers Project Manager. The Festival takes place in October 2022.

NCC any page report

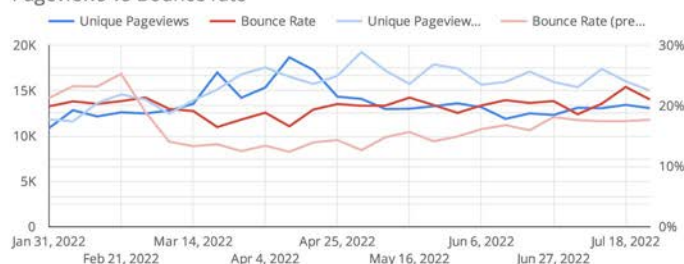
Selected page: /, /out-and-about-in-norfolk/norfolk-trails/short-and-circular-walks/norfolk-coast-path, /... (139) ▾

[Is something broken, or unclear in this report? Let us know](#)

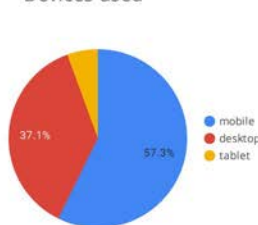
Feb 1, 2022 - Jul 31, 2022 ▾

Unique Pageviews 353.8K Entrances / Pageviews 48.68% % Exit 33.87% Bounce Rate 19.75% Avg. Time on Page 00:01:06

Pageviews vs Bounce rate



Devices used



Previous pages

Previous Page Path	Unique P...	Unique ...
1. (entrance)	246,430	69.66%
2. /out-and-about-in-norfol...	11,329	3.2%
3. /out-and-about-in-norfol...	9,212	2.6%
4. /out-and-about-in-norfol...	7,825	2.21%
5. /out-and-about-in-norfol...	4,885	1.38%
Grand total	353,778	100%

1 - 100 / 2395 < >

Theme 5: An Access Network Underpinned by Excellent Information Management

Description of theme

We will maintain paper, GIS, and web-based versions of definitive and interactive maps and other access network information and integrate datasets spatially to identify opportunities where PRow/Trails can deliver gains for the economy, health and communities.

Challenge

Managing accurate spatial information and data about the access network is a legal duty. The challenge is to manage updates and make available and use digital versions of spatial data (GIS) to make links between access and other relevant information (such as health, economy and growth) to create, share and use 'opportunity' maps (to identify opportunities that will deliver a number of benefits), essential for strategies and planning. See also healthy access network and valuable access network themes.

Target (by 2029)

Keep the Definitive Map up to date and the register of claims concerning the 2026 deadline

Process DMMOs.

Statement of Action Objectives (text shortened)

5.1	Maintain the Definitive Map	O
5.2	Maintain interactive maps	O
5.3	Use spatial mapping to seek opportunities to improve green infrastructure	O
5.4	Use spatial mapping to link access and other data	O
5.5	Develop Google Streetmap for Norfolk Trails	A
5.6	Share counter data	O

Progress with Theme Target (2019 to 2022)

The Definitive Map managed by the Legal Orders and Registers Team at Norfolk County Council is up to date and the register of Definitive Map Modification Orders (DMMO) claims is up to date. ON TARGET

There is a backlog in processing claims for claims for paths not recorded on the Definitive Map based on documentary evidence (DMMOs), owing to the extensive and complex process involved and current levels of resourcing available at NCC which has been affected by Council-wide budgetary pressures.

There are currently (August 2022) 201 registered claims awaiting processing, which when determined, may significantly increase the length of public footpath network available in Norfolk.

NOT ON TARGET

Theme 5: summary of progress October 2021 to March 2022

Highlights

- NCC Legal Orders Team registers Direct Map Modification Orders (DMMO) applications and ensures the NCC online registers are up to date <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/register-of-definitive-map-modification-applications>. Although the 2026 deadline for registering historic unrecorded rights of way has been scrapped following public pressure, NCC has a significant backlog of claims to process: there are currently 201 (August 2022) on the register. The NCC Team responsible is doing everything in its power to progress each case received, but is facing a significant increase in workload, currently without access to further resources. Administering claims is a lengthy and complex process and where initial submissions are of poor quality further time is needed to go back to the applicant. **Once determined, these claims will increase the length of the rights of way network in Norfolk significantly.**
- **Paper and digital records** relating to modification applications, dedication agreements and public path orders updated on target;
- **Dedication agreements** under the Highways Act 1980 investigated and managed on target;
- **Map statements** can be viewed via the interactive map, which also permits viewing of **cutting contract** routes and for users to directly report faults. <http://maps.norfolk.gov.uk/highways/>. This functionality has greatly improved the amount of information available to the public, and has been well received by user groups.
- **Data counters** on Norfolk Trails have shown increased use of the walking network throughout the pandemic, and higher than usual peak-season activity but lower off-season use on the coast.
- The Greater Norwich Growth Board (GNGB) is developing a new Green Infrastructure (GI) Strategy which will deliver active places for the people of Greater Norwich and places that work for nature. The new strategy will take into account new legislative changes, such as the new Environment Act and the Government's 25 year Environment Plan and will be crucial in informing the Local Nature Recovery Strategy, Biodiversity Net Gain, supporting the emerging Greater Norwich Local Plan and help to provide a strategic framework for future Infrastructure investment and funding decisions. The work uses a mapping approach developed by Natural England to map/ assess accessibility and includes mapping layers on density of PRow and also Access to Natural Greenspace Standards (ANGSt) <https://designatedsites.naturalengland.org.uk/GreenInfrastructure/Map.aspx>
- Norfolk County Council has been appointed to lead on development of the Norfolk Local Nature Recovery Strategy (LNRS) and map. The Norfolk and Suffolk Nature Recovery Partnership have agreed that access will be an important consideration for the two LNRSs that are developed (one for Norfolk and one for Suffolk) as an important 'public good' and also providing habitat connectivity across the landscape (and all the health benefits that derive from access); etc. The Partnership have set up a mapping subgroup to take this forward.
- Building on previous **Greenways to Greenspaces** online webinars, Norfolk County Council's Greenways team with the Norfolk Association of Local Councils (NALC) refreshed an information 'toolkit' developed with the Norfolk Local Access Forum to help parishes get started with community action for local rights of way [https://www.norfolkalc.gov.uk/uploads/parish-paths-information-pack-\(jan-2022\).pdf](https://www.norfolkalc.gov.uk/uploads/parish-paths-information-pack-(jan-2022).pdf)

Theme 6: A Community-led Access Network

Description of theme

We will increase the involvement of communities in the development of and care for their local access network, working with parish councils, volunteers and other community organisations. .

Challenge

As public funding reduces, the role of communities in helping to manage their local access becomes more important.

The challenge is to support and co-ordinate the large number of people willing to help from user groups and community groups .

Target (by 2029)

Provide support for 20 community-based user groups (via training) in the management of the network by 2029

Statement of Action Objectives (text shortened)

6.1	Support the NLAf	O
6.2	Support user groups manage PROW	O
6.3	Engage communities in projects that improve / manage access	O
6.4	Attract funding for local projects	S
6.5	Work with large scale projects on community access	S
6.6	Support the development of Pathmakers	O



Pathmakers CIO, the Norfolk Local Access Forum's charity is running WalkNorfolk2022 <https://pathmakers.org.uk/all-abilities-norfolk-walking-festival/>

Progress with Theme Target (2019 to 2022)

Norfolk County Council with the Norfolk Local Access Forum organised 3 in-person parish paths events during 2019 and 2020 to improve local knowledge of, and engagement with, local Public Rights of Way , with invitations sent to all Norfolk parish councils. A toolkit was issued to all who attended, and subsequently made available to all parishes in Norfolk. [https://www.norfolkalc.gov.uk/uploads/parish-paths-information-pack-\(jan-2022\).pdf](https://www.norfolkalc.gov.uk/uploads/parish-paths-information-pack-(jan-2022).pdf)

113 parishes and 226 people attended the events.

ON TARGET

3 online webinar events followed the parish paths seminars on Greenways (introduction to the NAIP and rights of way); Countryside Access (getting out there in 2022); and Greenways (connecting with the natural world)

Theme 6: *summary of progress October 2021 to March 2022*

Highlights

- **Two Norfolk Local Access Forum (NLAF) meetings** supported by NCC took place within the reporting period: in April 2022 and July 2022. Both meetings were held in person. Regular updates from the NLAF's subgroups and NCC's Countryside Access Team and Norfolk Trails Team, reports on major infrastructure projects that impact PROW, updates from the NCC Sustainable Transport Champion were included. The Forum expressed disappointment that permissive access still wasn't included in the government's Environment Land Management Scheme (replacing CAP Countryside Stewardship payments). Permissive access is included within the Farming in Protected Landscapes scheme (FIPL) <https://www.norfolkcoastaonb.org.uk/project/farming-in-protected-landscapes/> and the Forum received a report on this and the Glover Review at their April meeting. The Forum visited access improvements at Rockland St Mary with Norfolk Trails staff following their July meeting.
 - **NLAF subgroups meetings:** The NLAF's Public Rights of Way subgroup met virtually during the reporting period (meetings in March and June 2022). The meetings discussed partnership and community working; countryside access management; claims for lost paths (2026 claims); permissive access; and put forward recommendations for the main NLAF meetings. The discussion paper on the Economic and Health value of the Public Rights of Way network originating from the Vision and Ideas subgroup was re-circulated to NLAF members.
 - **Twelve members were re-appointed/appointed to the NLAF** as current members' terms lapsed, or to fill vacancies in various interest areas. The Forum has 20 members. NCC is very fortunate to have such an active group of volunteers many of whom volunteer many hours to provide advice on many aspects of countryside access.
- Forum members are local people and experts in their specialist area of countryside access (or related interest area) who volunteer their time to provide advice to Norfolk County Council and other statutory bodies such as Natural England, district and parish councils on how to make the countryside more accessible and enjoyable for recreation and to benefit social, economic and environmental interests
www.norfolk.gov.uk/nlaf
- NCC received £428,400 from the Government's Community Renewal Fund for a feasibility study for a Norfolk Sustainable Travel Network. Demonstrator studies will explore a county-wide shift towards low carbon travel and measures that support transport decarbonisation. Improvements to rural connectivity and green infrastructure will improve access to public services, businesses and natural and cultural assets.
 - NCC affirmed commitment to delivering the Norfolk Access Improvement Plan under Policy 18, Objective 7 of the adopted Local Transport Plan (LTP4) strategy, the council's overall approach to transport, showing how transport can deliver wider ambitions including reducing our impact on the environment (full council meeting 19th July 2022). Other NCC plans which fall under the overarching LTP4 include: The NCC Environmental Policy; The Norfolk Electrical Vehicle Strategy; Norfolk Bus Improvement Plan; Local Cycling and Walking Infrastructure Plans; Norfolk Rural Economic Strategy; parking guidelines for new developments in Norfolk; safe sustainable development; Transport Asset Management Plan; Norfolk Rail Prospectus; NAIP; Transport for Norwich; King's Lynn Transport Strategy; Market Town network improvement strategies.

Theme 7: An Access Network that Supports / Delivers Health Outcomes

Description of theme

We will improve the health and wellbeing of residents and visitors through initiatives which promote and demonstrate the benefits of physical activity to those not currently using the access network or who would benefit from additional physical activity as identified in the Norfolk Public Health Strategy.

Challenge

In Norfolk, unhealthy lifestyles and obesity are estimated to contribute to 23,000 hospital admissions per year. We also face the challenges of an ageing population as there will be more elderly people in Norfolk in the future. If levels of ill health remain the same in the population, this will increase demand on health and social care services.

The challenge is to increase numbers of people using the access network to benefit their health and to make improvements to make access easier. .

Target (by 2029)

- Liaise with partners to create a baseline in 2019 to monitor activity of people in target groups.
- Increase the number of people from target groups who are active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.
- Increase the number of people who say they have improved health from being active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.

Statement of Action Objectives (text shortened)

7.1	Evaluate the health value of the access network	S
7.2	Increase use of the access network for health	S
7.3	Develop active travel	S
7.4	Develop routes for health and to reduce carbon	S

Progress with Theme Target (2019 to 2022)

As reported under Themes 4 and 8, footfall on Norfolk Trails has been analysed recently, with significant increases recorded. Health benefits over a 10 year period for those using the routes has been estimated using the WHO Health Economic Assessment Tool (HEAT) at £337million. ON TARGET

Further insights from SAIL/ Pushing Ahead / Active Norfolk to be added



Beryl bike

Theme 7: summary of progress October 2021 to March 2022

Highlights

- Norfolk County Council has launched the Travel Norfolk brand to encourage people to travel sustainably around the county <https://www.norfolk.gov.uk/news/2022/07/new-travel-norfolk-identity-launched-to-help-people-get-around-the-smart-way>
- The UK's leading micromobility provider Beryl, and Norfolk County Council are celebrating a significant milestone for the region's bike, e-bike and e-scooter share scheme. Riders have now clocked up more than two million kilometres of travel across the scheme, the equivalent of almost 50 journeys around the Earth. Almost a million of these kilometres were clocked up using the city's e-scooter fleet. Feedback from Beryl users shows that over a quarter (28.7%) of the overall 649,232 journeys made in Norwich have replaced road transport journeys - including driving a car/van, being a passenger in a car/van, using a taxi or riding a motorbike or moped. This equates to almost 76 tonnes of carbon dioxide emissions saved; the equivalent of around 5,073,071 boiled kettles or more than 445 flights from London to Edinburgh. <https://www.norfolk.gov.uk/news/2022/08/two-million-kilometres-travelled-by-beryl-in-norwich>.
- NCC Environment Team has appointed a new Active Travel Team Leader Ed Parnaby, an experienced Transport Planner who has worked on new schemes for walking, cycling and passenger transport.
- The Active Norfolk Activity Finder '**Every Move**' easy-to-use website <https://www.everymove.uk/> continues to be popular for both those offering events and those who wish to be more active.
- The MONUMENT project offered a series of "Pathways into Nature" training sessions for professionals, organisations and leisure-providers looking to develop dementia-friendly opportunities that access nature.

The sessions explore the health and wellbeing benefits of nature; increase understanding of dementia; offer practical guidance to plan successful outings and provide resources

Active Norfolk offers advice about getting more active and a link through to Every Move on its website <https://www.activenorfolk.org/> (see below)



Theme 8: A valuable access network

Description of theme

We will maximise the economic benefits to Norfolk that are generated through the access network by working with businesses, tourism agencies and Destination Management Organisations (DMOs) etc .

Challenge

The Access network is of increasing value to the visitor economy with the environment and walking key attractions and reasons for people coming to Norfolk. However, currently, most visitors come for a day or less and their visitor spend is limited.

The challenge is to work with businesses, tourism agencies and local government to maximise visitor spend, ensuring that local businesses are well informed about the potential of the access network. This target must be considered in conjunction with Theme 3 (a well protected access network) to ensure that increased visitor footfall is managed sustainably.

Target (by 2029)

- Increase the number of visitors by 20% in a sustainable way, targeting locations and times of year to maximize the potential to local businesses. It is envisaged that this could generate an extra visitor spend of £2m.
- Evaluation through appropriate studies, e.g. Monitor of Engagement with the Natural Environment ([MENE](#))

Statement of Action Objectives (text shortened)

8.1	Develop links between business and Norfolk Trails	S
8.2	Increase numbers of visitors using Norfolk Trails by 20% by 2029	O
8.3	Develop profiles for those using the access network	S
8.4	Develop visit itineraries	S
8.5	Work with the Broads Authority on boat moorings on PROW	NS

Progress with Theme Target (2019 to 2022)

Footfall on Norfolk Trails has been analysed recently. Using a spend factor of £6 for inland trails and £18 for the coast path, the economic value of the Norfolk Trails rose to £17million in 2020/21 from just over £15 million in 2019-20.

As reported under Theme 4, Norfolk Trails people counter data from 2019/2020 and 2020/21 indicates increasing use of the network outside the summer months.

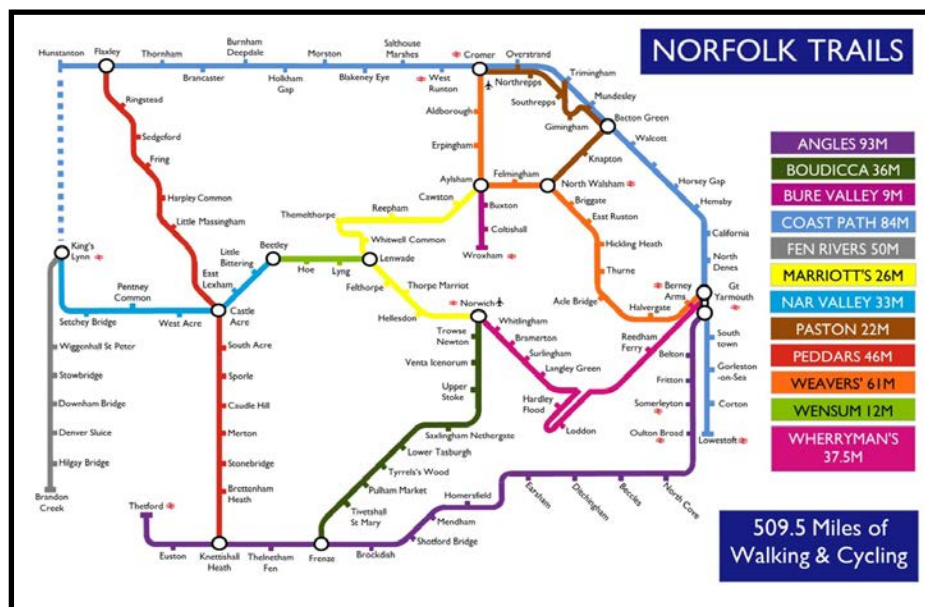
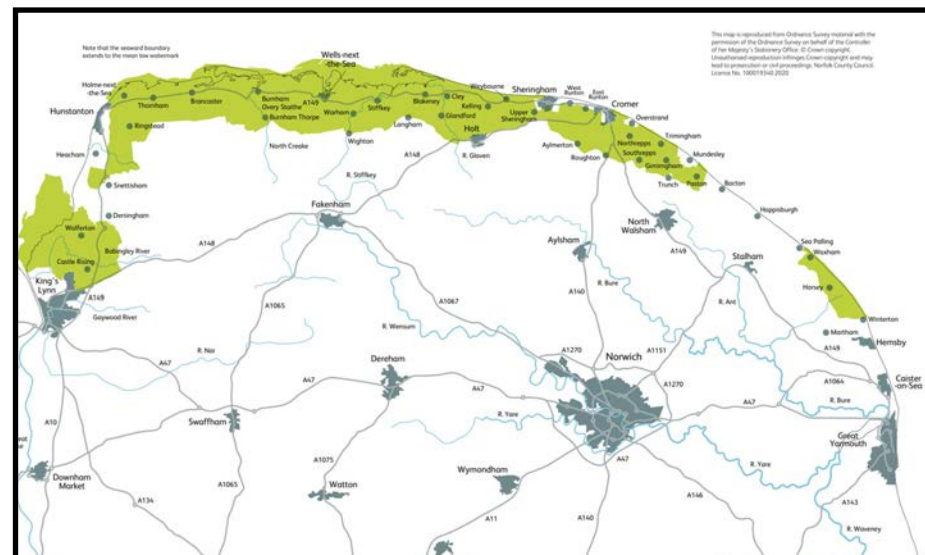
ON TARGET

The **EXPERIENCE** project selected artists who will deliver 6 new artworks on a long-distance walking route in Norfolk known as the Norfolk Way Art Trail <https://norfolkwayarttrail.co.uk/> to encourage visitors between the October to March low visitor season. The Trail will be launched in Dec 2022/Jan 2023

Theme 8: summary of progress October 2021 to March 2022

Highlights

- **EXPERIENCE**—update to follow
- **Footfall on Norfolk Trails** has been analysed recently, and their economic impact evaluated. Using a spend factor of £6 for inland trails and £18 for the coast path, the value of the Norfolk Trails rose to £17million in 2020/21, with further health benefits over a 10 year period for those using the routes estimated using the WHO [Health Economic Assessment Tool](#) (HEAT) at £337million.
- The NCC Cycling and Walking Team ran a free webinar for local businesses about the new Kett's Country 18 mile long distance Trail to help them spot benefits useful to their business. The Trail links Wymondham to Cringleford through ancient farmed landscape and villages and was established by Norfolk Trails and funded by the Greater Norwich Growth Board (GNGB). It is hoped that promoting the route will attract more money from walkers into Wymondham and surrounding villages as there are good transport links at each end of the Trail and many pubs and cafes along the way.
- Norfolk Trails publishes many themed itineraries for walking and cycling : www.norfolk.gov.uk/trails. The Norfolk Coast Partnership team has also refreshed its online activity map <https://www.norfolkcoastanb.org.uk/active-map/>



Bridge repairs/ replacements on Norfolk PRoW by NCC Bridges Team.



Top row left to right Burston and Shimpling FP40; Burston and Shimpling FP33; Kenninghall FP14; Methwold BR13



Bottom row left to right: Methwold BR13; Helhoughton FP1; Northwold RB3; Brandon Stauch (re-deck)

The NAIP is supported by:



Community & Environmental Services
Norfolk County Council
 Floor 6 County Hall | Martineau Lane | Norwich | NR1 2SG
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 E: environment@norfolk.gov.uk
 W: www.norfolk.gov.uk

Theme 1: Well-managed Access Network

Theme 2: Well-connected Access Network

Theme 3: Well-Protected Environment

Theme 4: Well-Promoted Access Network

Theme 5: An Access Network Underpinned by Excellent Information Management

Theme 6: A Community-led Access Network

Theme 7: An Access Network that Supports / Delivers Health Outcomes

Theme 8: A valuable access network

Norfolk Access Improvement Plan (NAIP) 2019 - 2029
Themes overview supplementary information
September 2022.

Please read in conjunction with the
NAIP www.norfolk.gov.uk/naip
and monitoring reports

The NAIP is supported by:



Community & Environmental Services
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Norfolk Local Access Forum (NLAF) requests to the I&D Committee

1. Definitive Map Modification Orders

Letter from the NLAF Chair to NCC 30th August 2022

At its meeting on 6 July 2022, NLAF agreed (10.3iii) to “request that NCC be asked to increase the staffing responsible for work on Definitive Map Modification Orders (DMMOs) in order to ensure that rights of way are not permanently lost to the county merely because of a lack of allocated resource.”

I write to ask that this request be put before the relevant Council committee for consideration.

On 6 July, Norfolk Local Access Forum (NLAF) received a report from the Council’s officers about the current status of work related to the processing of applications for Definitive Map Modification Orders (DMMOs). NLAF was informed that there has been a 500% increase in workload, but a resource increase of 25%. It is further reported that there are currently approaching 200 applications in course of being processed, while a typical processing rate for Norfolk (and any Highway Authority) is around 6 per year (because of the complexity of the work that has to be done). There has been a backlog for many years, but this has grown (1) by the impact of covid on the ability of staff to access the records needed for processing, and (2) the increase in applications provoked by the imminence of a 2026 deadline for most types of submission. The government has recently announced that it no longer plans to implement the deadline but has proposed alternative plans whose details are as yet unknown, and it is expected that the momentum generated among rights of way users in preparing applications is highly likely to continue for years to come. The expectation is therefore that numbers of applications will continue to rise at significantly more than 6 per year, so the backlog will inevitably grow. Some applications depend on user evidence, and witnesses may be required to give evidence at a public inquiry if the application is challenged; the longer the time between application and processing, the greater the likelihood that a witness may be unavailable. The DMMO process does not establish new rights of way; it simply decides on the balance of evidence, whether or not a particular route is already a right of way, but one which is not recognised as such, and is therefore not open to legal use as of right; confirmation of its status results in its inclusion on the Definitive Map, which, as its name implies, is the ultimate legal authority on what are existing rights of way. Regardless of the specific timescale, the longer it takes for an application to be determined, the longer it is not open to use (as of right), and so the longer the financial returns and health and wellbeing benefits of its use remain unavailable. [.....]

LAF accordingly asks that the staff complement be increased to assist the Council to process DMMO applications in the timely manner required by law, with the added benefit that more routes become available for people to use, producing increased financial income and increased levels of health and well-being.

2. Maintenance of Public Rights of Way

Letter from the NLAF Chair to NCC 30th August 2022

[..] the NLAF agreed at its meeting on 6 July 2022 (10.3i) to “express concern to NCC that it seemed inevitable that statutory obligations regarding rights of way maintenance were not being met; arguably more importantly, the state of the rights of way network was preventing people from securing the health and well-being benefits of access to the countryside.”

This concern arose from the report from the Council's officers about the number of reports of issues affecting public rights of way and the Norfolk Trails network. The following is an extract from that report; the emphasis has been added by NLAf. "[T]he Mayrise system of logged requests for service had at 16th June 2022, **1473** open issues for Public Rights of Way (**continues to increase**). ... Most enquiries received continue to be regarding damaged or missing signs, non reinstatement, obstructions, overgrown surface, overgrown hedges/ trees and surface condition. The **rise in cases is primarily attributed to the impact of Covid 19**. While the country went into lockdown Central Government advice was that local outdoor exercise was promoted for wellbeing and **there was evidence of significant increases in walking, running and cycling on village/local path networks** across the Country. ... Naturally, additional use has led to an increase in complaints about the condition of the local path network. There remain considerable backlogs to work through. This has been recognised within the ROW profession nationally and some LA's are now re-evaluating the importance of adequately maintaining local path networks and several Eastern Region Councils have recently reported increases in staff numbers and maintenance budgets. **Anecdotal evidence suggests that the increased use of local networks continues with people having formed new habits of getting outdoor exercise.**" It should be noted that the nature of the problems listed show that it is not the increased usage which has caused them - it is only the level of reporting that has increased.

During the discussion that followed, it was further reported that no additional resources had been made available, and the comment was made that in some cases, budgets had been reduced in actual terms, at a time when inflation was increasing, including affecting the cost of undertaking the necessary work.

NLAf is pleased to know that greater use is being made of the County's access network, as all the evidence indicates that this is to the benefit, financial and healthwise (both physical and mental) of people. NLAf is fully aware that the County Council has to make savings across the board. It nevertheless suggests that a small increase in what is already a comparatively small budget would be a very worthwhile investment - statistics generated from Council staff have shown that use of the access network generates value many times greater than the sums invested. NLAf is also concerned that statutory duties are not being performed: as the NCC website states: It is the responsibility of Norfolk County Council as Highway Authority to assert and protect Public Rights of Way in Norfolk (<https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/about-public-rights-of-way> - Our responsibilities).

In response to NLAf requests to have relevant matters reported within the Council's decision-making structure, it has been proposed that the Infrastructure and Development Select Committee (I&DSC) would be the appropriate committee to consider such matters, with the specific suggestion that they could be considered annually with the review of the Norfolk Access Improvement Plan; the first such meeting planned will be on 16 November 2022. It was also suggested that more urgent queries could be taken up directly. In reviewing the workings of the I&DSC, [the Vicechair] and I noted that the meeting on 13 July 2022 reviewed the National Highways and Transport (NHT) network survey, noting in 2.1.2.3 that in regard to the measure of satisfaction with public rights of way, Norfolk was 17th (of 29), having previously been 4th. This seems to confirm that NLAf's concern is well founded, hence the suggestion that the relevant budget(s) be reviewed and modestly increased to generate the disproportionately increased benefits that will then follow.

Norfolk Local Access Forum (NLAF) and Pathmakers Annual Report April 2021 to March 2022

The Norfolk Local Access Forum (NLAF) www.norfolk.gov.uk/nlaf provides an important role in Norfolk to champion the role and importance of access to the countryside with local authorities and at a community level. This report covers work undertaken by the Forum's 22 volunteers during 2021 - 2022, who contributed many hours on work to improve countryside access in the county.

Introduction

It is a requirement (under the Local Access Forum (England) Regulations 2002) for Local Access Forums to submit an Annual Report to the appointing highway authority and then to Natural England.

Local Access Forums are important, independent advisory bodies, not part of local government, which play a role in local decision making relating to a range of social, economic and environmental issues.

The Norfolk Local Access Forum (NLAF) operates in Norfolk: the appointing body is Norfolk County Council (NCC).

The NLAF has set up an independent charity – Pathmakers Charitable Incorporated Organisation (charity number 1161475) which has a legal identity and can make direct improvements to access (or seek funding for access improvements). The NLAF appoints 5 trustees to the Pathmakers board of up to 10 trustees and the chair of the NLAF is an ex-officio trustee.

Whilst interconnected and sharing the common aim of improving countryside access in Norfolk, the two organisations have different structures and operation.

This report is a summary of NLAF and Pathmakers' activities during 2021 – 2022

Administration for the NLAF

The Norfolk Local Access Forum is an independent body with its own logo, letterhead, email address and page on the Norfolk County Council website www.norfolk.gov.uk/nlaf. It is currently administered by NCC along the lines of a formal NCC Committee, with agendas and reports published on the Council's CMIS system

https://norfolkcc.cmis.uk.com/norfolkcc/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/42/Default.aspx.

The Forum is supported by staff from Environment Team and Democratic Services. Costs include secretariat, hire of meeting rooms (currently minimal), site visits and member expenses, recruitment of new members, production of annual report.

Summary of activities

Membership

- The Forum meets 4 times each year, with meetings held virtually or in person during 2021 in April, August and October, and January 2022. There is an active membership of up to 22 volunteer members who are appointed for a 3 year term, plus three Norfolk County Councillors. Five new volunteer members were welcomed in 2021 covering vacancies in the following areas: access for all; health, access to land at the water's edge; and engaging young people. Further refreshment of members commenced in February 2022 to renew membership where terms of appointment were coming to an end (14 member interest areas).
- The Forum receives regular updates from NCC on Countryside Access Arrangements, detailing the work of the Countryside Access Officers within Highways Team, and updates from Norfolk Trails team within Environment Team. Other regular updates from NCC to the Forum cover: Major Infrastructure Projects and Planning; and a report from the NCC Member Champion (Walking and Cycling) on walking and cycling projects.
- Forum members bring regular reports to the meeting covering: the NLAF's subgroups' work over the period since the last meeting; Pathmakers activities; forward meetings plan. Any further agenda items are agreed at the agenda-setting meeting held one month before NLAF meetings.
- Over the course of the year reported, presentations were received on:
 - Greenways to Greenspaces, outlining NCC's approach to encourage a more active lifestyle and deliver the Council's Environmental Plan and support sustainable tourism (NCC Officer report)
 - Economic and Health Value of Public Rights of Way in Norfolk (NLAF member report)
 - Monument, a project which reduces the burden on carers of those with dementia (NCC Officer report)
 - Reaching young people (NLAF member discussion)

NLAF Meetings

- 3 formal meetings (open to the public) held :
 - 14th April 2021 (held virtually under Coronavirus regulations)
 - 4th August 2021 (in person)
 - 6th October 2021 (in person)
 - 26th January 2022 (virtual informal meeting: Coronavirus prevented a public meeting in person, and remote meetings no longer legally allowed)

NLAF Meeting minutes are available here:

https://norfolkcc.cmis.uk.com/norfolkcc/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/42/Default.aspx

Subgroup meetings

- NAIP s/g 19th March 2021; 10th March 2022

- PRow s/g 15th March 2021; 14th June 2021; 13th September 2021; 6th December 2021;
- Vision and Ideas s/g 7th October 2021;

Regional/ Other LAF meetings attended by members of the NLAF

- Suffolk LAF 29th April 2021, 29th July 2021, 28th October 2021 and 27th January 2022;
- Broads LAF 9th June 2021, 1st December 2021, 9th March 2022;
- Regional LAF 8th July 2021 and 13th January 2022.

Other meetings

A special meeting was held on 9th September 2021 to explore NCC's approach to enforcement action. An officer from the Legal Orders and Registers Team attended to cover the DMMO process of registering and processing claims for paths not on the definitive map.

Permissive Access. Informal meeting 29th November 2021 with County Councillor.

Summary

- The Vision and Ideas Subgroup produced a detailed discussion paper on the Economic benefit of the Public Rights of Way (PRow) and Norfolk Trails network which was presented to the Forum at its meeting on [April 14th 2021](#). The economic benefits of the network are more than £50million per annum and the health benefits of the network at £100million per annum. The meeting discussed the benefits derived from the PRow network and resourcing required for maintenance and sustainability. Subsequently, there had been a meeting with the Head of Environment to clarify spend on Public Rights of Way and the Greenways project.
- The PRow subgroup group pressed NCC on its enforcement policy (when PRow are blocked illegally) and a separate meeting was arranged to allow time for longer discussion. Regarding the backlog of all other faults reported on the access network through the CRM system (some associated with greater usage of paths during Covid), the group were pleased that NCC planned to employ additional staff, one for each of the 3 Highway areas, although remained concerned at levels of resourcing for PRow maintenance.
- The NLAF continues to monitor progress with NCC's processing of claims to register paths not on the Definitive Map (DMMOs). The 2026 deadline (for the registering of claims) has been abolished by government, but NCC is experiencing a growing backlog of claims owing to numbers being put forward, and the complex nature of the legal processes involved.
- The Permissive Access subgroup were frustrated with the lack of clarity from government on whether permissive access would be included within the ELMS scheme. Forum members agreed to write independently to their local MPs to highlight this issue.
- The NAIP subgroup felt that the monitoring reports reflected the energy and commitment of officers working on access improvement work and projects

but recommended that future reports included positioning on each theme on progress towards overarching theme targets.

Pathmakers

- Pathmakers (the Forum's charitable arm) www.pathmakers.org started work on brand identity and a communications plan, partially funded from the National Lottery (Heritage Fund) grant, and a grant from Geovation. The trustees also requested that some of the funding from HLF was repurposed to support a Jubilee Walking and Cycling Festival.
- Trustees also started to investigate how to improve village sign boards to show local public rights of way.

Advising Norfolk County Council

The NLAF advised that the NCC Transport Asset Management Plan (TAMP) was amended relating to priorities given to addressing faults with PRoW as follows (proposed changes in bold):

- Surfaces and structures are renewed or replaced based on continual monitoring or reports from the public. These are logged for attention as follows;
 - Immediate - if it has health and safety implications
 - High - if it affects a Norfolk Trail spinal route, **if it is a well used local route or if it is a route which constitutes a key link in the wider network**
 - Medium - if it affects a Norfolk Trail associated route **or if it is one of very few routes in its locality**
 - Low - if it affects only an isolated generally unused path or one that runs alongside another path
 - **Path closures should be applied only as a last resort, and work to resolve the problem causing the closure should be given priority**
- Advised on mitigation measures for PRoW affected by major road schemes (Norwich Western Link; Long Stratton Bypass)

Consultations and letters

- Between April 2021 and March 2022, the NLAF received/ responded to 17 consultations/ queries as follows:
 - Sheringham Shoal Offshore Wind Farm and Dudgeon Extension Projects (Sep and Dep) (2 consultations). The NLAF responded to consultations concerning onshore cabling requesting that applications were not considered piecemeal and were postponed until a decision on the Offshore Transmission Network (OTN) had been made and that detailed maps were made available. They also requested detailed maps showing public rights of way that would be disrupted by cabling

activities, and that a fund was set up to make access improvements by way of compensation for the disruption.

- In-filling of redundant railway bridges
- Rural Strategy consultation (individual responses made)
- Norwich Western Link (project update received)
- Experience Project tourism survey (for information)
- Newton by Castle Acre footpath obstruction (complex issue involving Legal Orders and Registers team)
- Felthorpe Tree felling on common land. Tree felling at Sennowe and Dilham (open access land). Restriction of access for a motorbike event at Santon Downham
- Members of the NLAF met Cllr Aquarone in November 2021, who was interested in the potential for establishing permissive access routes in his ward, sharing direct experience of setting up routes, and information provided for parishes for the parish paths seminars
- East Norwich masterplan consultation. The NLAF supported proposals for walking/ cycling routes within the sites and confirmed they wished to be involved at future stages as much will depend on detailed routes proposed
- The NLAF sent comments to NCC regarding the Local Cycling and Walking Investment Plan (LCWIP) Great Yarmouth consultation
- The NLAF responded to a walking, cycling and horse-riding consultation for the Long Stratton bypass, requesting that their earlier comments made in 2019 were considered, and supporting specific points made by the Ramblers regarding parapet heights for bridges for horse riders and cyclists and regarding waiting areas for horses (to cross new roads) and parking areas for visiting walkers. They also requested that in the future, these issues should be given full consideration at an earlier stage
- A11 Thickthorn junction consultation. Detailed response sent by the Forum, proposing that the bridge joining the two parts of Cantley Lane should accommodate cyclists and horse riders in addition to pedestrians.
- The NLAF were disappointed to find out in October 2021 that their detailed representation to Natural England in January 2021 with recommendations regarding the route of the England Coast Path (Hunstanton to Sutton Bridge) requesting a northern route through King's Lynn following the river rather than inland through an industrial estate had not been followed.
- The NLAF responded to a public consultation by Transport East on the Regional Transport Strategy in January 2021, requesting that the needs of walkers, cyclists, horse riders and carriage drivers were considered when developing and promoting actions to support zero carbon means of travel
- Whilst the 2026 deadline to register lost paths was withdrawn by government, NCC is experiencing a backlog in processing of claims which is of ongoing concern to the NLAF.

Partnership working

- In March 2021, the NLA Chair and Vice Chair and Pathmakers Chair took part in a Greenways to Green Spaces webinar on footpaths organised as a follow up to the Parish Paths seminars, introducing the Norfolk Access Improvement Plan and the NLA, and exploring practical ways in which local people can be involved with public paths. The webinar was organised by Norfolk Association of Local Council (Norfolk ALC). Questions which couldn't be answered at the time were followed up, and a detailed email was sent out to all Norfolk parishes (over 500) for distribution to councillors, tree and footpath wardens etc.
- The NLA amended its constitution to include inviting a member of the Suffolk LAF and Broads LAF to meetings

Norfolk Access Improvement Plan

- With NCC, reviewed progress with the Norfolk Access Improvement Plan (NAIP) – Norfolk's Rights of Way Improvement Plan, requesting further information on progress with overarching theme targets.

Looking ahead

Priorities

- Monitor implementation of the NAIP by NCC and other organisations that can help with delivery
- Support NCC with building on the Parish Paths seminars to encourage engagement with paths at a local level.
- Ascertain and demonstrate to NCC the value of the Public Rights of Way network to the Norfolk economy and people's health and wellbeing with a view to pressing for greater investment in the network.
- Actively monitor the legislation and processes of registering unrecorded rights of way (2026) with the aim of enabling the maximum number of applications.
- Press for including permissive access within the Environmental Land Management System (ELMS).
- Raise the profile of the NLA with other LAFs (especially those in the East), other organisations and the general public.
- Support Pathmakers

Volunteer time contribution

A very conservative estimate of volunteer time spent on NLA activities (just accounting for those who attended NLA meetings, agenda-setting meetings, and the PROW subgroup meetings) comes to 286 hours, with an estimate value of over £6,000 (*£21 per hour). The actual figures are much higher

*based on a Heritage Lottery Fund volunteer rate for skilled labour of £150 per day
<https://www.heritagefund.org.uk/discussions/how-calculate-volunteer-time>

Chair's statement

The Forum was able to return to formal physical meetings after the ending of the restrictions brought about as a result of the Covid outbreak. As the year brought us to the end of the three-year cycle, NCC advertised for new members and received a very good response resulting in the appointment of five new members. The Forum continues to receive a high level of support from the staff at County Hall, and members of the Trails team, and Norfolk Highways. We have also been supported by two Councillors regularly attending our meetings.

Our Charity, Pathmakers, has continued to grow and find funding for projects. The main focus of effort was planning for WalkNorfolk 2022 which is being held in the month of October which will make the charity and the NLAF better known to the public.

Appointing authority's statement

Many thanks to all the volunteers of the NLAF for all the time and effort they have put in again this year to improve public access to the countryside and quality of life for local people. The Chair and Vice Chair especially, have put in tremendous efforts to the Forum's work – thank you.

The Forum has responded to many consultations to advise on public access; continues to monitor resourcing for path maintenance and handling of DMMO claims and has been incredibly supportive of work to progress the Norfolk Access Improvement Plan (NAIP). NCC is grateful for these insights and the Forum's help with the NAIP. The Council looks forward to working in collaboration with the Forum over the coming year on initiatives to deliver social and economic benefit from Norfolk's countryside access network wherever possible and making the very best of resources available.

Infrastructure and Development Select Committee

Item No: 11

Report Title: Forward Work Programme

Date of Meeting: 16 November 2022

Responsible Cabinet Member: N/A

Responsible Director: Tom McCabe (Executive Director, Community and Environmental Services)

This report sets out the Forward Work Programme for the Committee to enable the Committee to review and shape.

Action Required

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

1. Background and Purpose

- 1.1 This report sets out the Forward Work Programme for the Select Committee to enable the Committee to review and shape it.

2. Proposal

2.1 Forward Plan

- i. The current Forward Work Programme for the Select Committee is set out in Appendix A, for the Committee to use to shape future meeting agendas and items for consideration.

2.2 Member Task and Finish Groups

- 2.2.1 The Select Committee previously agreed that, to help ensure a manageable workload, there will be no more than two Member Task and Finish Groups operating at any one time. There are currently no active Member Task and Finish Groups established by this Committee.

3. Impact of the Proposal

- 3.1 The Forward Work Programme enables the Select Committee to shape agendas for future meetings so that they contain items which the Committee considers are the most important for them to consider.

4. Evidence and Reasons for Decision

- 4.1 As above.

5. Alternative Options

- 5.1 The Committee can shape and amend the Work Programme.

6. Financial Implications

- 6.1 None.

7. Resource Implications

- 7.1 **Staff:** None.

- 7.2 **Property:** None.

- 7.3 **IT:** None.

8. Other Implications

- 8.1 **Legal Implications:** None.

- 8.2 **Human Rights Implications:** None.

- 8.3 **Equality Impact Assessment (EqIA):** N/A

- 8.4 **Data Protection Impact Assessments (DPIA):** N/A

- 8.7 **Any Other Implications:** None.

9. Action required

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

10. Background Papers

11.1 None.

Officer Contact

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

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Forward Work Programme – Infrastructure and Development Select Committee

Draft agendas for the next three meetings.

Report title	Reason for report
18 January 2023	
Highway Transport Asset Management Plan (TAMP)	To consider proposed amendments and updates for the TAMP
Adult Learning annual plan	To review the annual plan
Norfolk Infrastructure Delivery Plan (NIDP)	To review the proposed 2022 plan
Greenways to Greenspaces - Roadside Verges and Active Travel Project	To provide an overview of the Active Travel revenue funded projects for 23/24 and progress on Transport Connectivity Corridor project for review and comment.
Forward Work Programme	To review and shape the Select Committee's forward work programme.
15 March 2023 meeting	
School Streets Trial	To provide and update and learning from the trial.
Highways Winter Service Policy Review	To review and consider the proposed policy.
Trading Standards Service Plan	To review and consider the policy elements of the service plan.
Ash Dieback	To provide an end of year progress report.
Forward Work Programme	To review and shape the Select Committee's forward work programme.
17 May 2023 meeting	
Policy and Strategy Framework – annual review	To enable the Select Committee to understand the relevant policies and strategies aligned this Committee.
Forward Work Programme	To review and shape the Select Committee's forward work programme.