

Environment, Transport and Development Overview and Scrutiny Panel

Date: **Wednesday 21 July 2010**

Time: **10.30am**

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

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

Membership

Mr A D Adams	Mr B Iles
Dr A P Boswell	Mr J M Joyce
Mr A J Byrne	Mr M C Langwade
Mrs M Chapman-Allen	Mr B W C Long
Mr P G Cook	Dr M Strong
Mr P Duigan	Mr J M Ward
Mr N D Dixon	Mr A M White
Mr T East	Mr R J Wright
Mr M Hemsley	

Non Voting Cabinet Members

Mr A J Gunson	Travel and Transport
Ms A Steward	Sustainable Development

Non Voting Deputy Cabinet Member

Mr B H A Spratt	Travel and Transport
Mr J Mooney	Sustainable Development

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

Julie Mortimer on 01603 223029
or email Julie.mortimer@norfolk.gov.uk

A g e n d a

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

2. **Election of Chairman**

3. **Election of Vice-Chairman**

4. **Minutes**

To confirm the minutes of the meeting held on 3 March 2010

(Page **1**)

To confirm the minutes of the meeting held on 30 March 2010.

(Page **15**)

To confirm the minutes of the **Economic Development & Cultural Services meeting held on 19 May 2010**. The Economic Development & Cultural Services Overview & Scrutiny Panel has been disbanded and amalgamated into the Environment Transport and Development remit.

(Page **23**)

5. **Members to Declare any Interests**

Please indicate whether the interest is a personal one only or one which is prejudicial. A declaration of a personal interest should indicate the nature of the interest and the agenda item to which it relates. In the case of a personal interest, the member may speak and vote on the matter. Please note that if you are exempt from declaring a personal interest because it arises solely from your position on a body to which you were nominated by the County Council or a body exercising functions of a public nature (e.g. another local authority), you need only declare your interest if and when you intend to speak on a matter.

If a prejudicial interest is declared, the member should withdraw from the room whilst the matter is discussed unless members of the public are allowed to make representations, give evidence or answer questions about the matter, in which case you may attend the meeting for that purpose. You must immediately leave the room when you have finished or the meeting decides you have finished, if earlier. **These declarations apply to all those members present, whether the member is part of the meeting, attending to speak as a local member on an item or simply observing the meeting from the public seating area.**

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

7. **Public Question Time**

15 minutes for questions from members of the public of which due notice has been given.

Please submit your question(s) to the person named on the front of this agenda by Friday 16 July 2010. For guidance on submitting public questions, please refer to the Council Constitution Appendix 10, Council Procedure Rules or www.norfolk.gov.uk/reviewpanelquestions

8. Local Member Issues/Member Questions

15 minutes for local members to raise issues of concern of which due notice has been given.

Please submit your question(s) to the person named on the front of this agenda by 5pm on Friday 16 July 2010.

9. Cabinet Member Feedback on previous Overview and Scrutiny Panel comments

Joint Report by the Cabinet Member for Travel and Transport and the Cabinet Member for Sustainable Development.

Items for Scrutiny

10. Use of Civilian Traffic Marshals. (Page 29)

Members are asked to note the progress since March and endorse the approach to minimising expenditure.

11. Forward Work Programme Overview & Scrutiny. (Page 37)

The Director, Environment Transport and Waste to give a short verbal presentation about the new Environment Transport and Waste Department.

To review and develop the programme for scrutiny.

Items for Review

12. Environment, Transport and Development Department Integrated Performance and Finance Outturn Report 2009/10. (Page 45)

Members are asked to comment on Environment Transport and Development's 2009/10 outturn position and consider whether any aspects should be identified for further scrutiny.

13. Local Economic Assessment for Norfolk (Page 59)

Members are requested to note progress to date and to consider the emerging key findings.

14. Highway Asset Performance. (Page 83)

Members are asked to comment on the report and on retaining the 2009 priorities and the "Budget Need" for 2011/12 and to support the Transport Asset Management Plan for 2010/11 for approval by Cabinet and the County Council.

- 15. Local bus service annual reliability and performance report April 2009 to March 2010.** (Page **93**)
The Committee is invited to comment on the annual report.
- 16. The Wash Shoreline Management Plan and North Norfolk Management Plan (Hunstanton to Kelling).** (Page **105**)
Members of the Panel are invited to consider and comment on the final version of the Shoreline Management Plans for The Wash and North Norfolk. The Panel supports the recommendation for Cabinet to endorse both The Wash and North Norfolk Shoreline Management Plans for adoption by the Secretary of State.
- 17. Civil Parking Enforcement** (Page **111**)
The Panel is asked to endorse the actions as set out in the report.
- 18. Strategic Review.** (Page **123**)
Members are asked to comment on the report agree the proposed actions.
- 19. Concessionary Bus Travel.** (Page **141**)
Members are asked to consider the information and offer their views on concessionary travel in Norfolk.
- 20. Exclusion of the Public**

The committee is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involve the likely disclosure of exempt information as defined by Paragraph 3 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemptions outweighs the public interest in disclosing the information.
- 21. Exempt Minutes of the Meeting held on 30 March 2010** (Page **149**)
To confirm the exempt minutes of the meeting held on 30 March 2010

Group Meetings

Conservative	9.30am	Colman Room
Liberal Democrats	9.30am	Room 504
Green	9.30am	Room 532

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

Date Agenda Published: Tuesday 13 July 2010



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Use of Civilian Traffic Marshals

Report by the Director of Environment, Transport and Development

Summary

At the March meeting of the Panel, Members expressed some concern about funding arrangements for civilian traffic marshals who are deployed to manage traffic queues during events. Where it is not possible to identify an event organiser who should bear the cost, the council has been the major funding source. Members agreed that the council should continue to take the lead in their deployment and should seek contributions from beneficiaries to the traffic management activity.

The Council has a statutory duty under the Traffic Management Act (TMA) to reduce congestion. Our corporate objectives also include supporting a vibrant economy and improving travel and transport. The cost of traffic marshals is relatively low, and their deployment supports the economic well being of the county and city. It improves the reliability of public transport and the traffic network in general. We receive good feedback from local residents and others who have appreciated the marshals being on hand to provide assistance with traffic queues, broken down vehicles and in helping blue light services through congestion.

Given the benefits of using marshals, we have been exploring alternative ways to reduce the cost. The Cabinet Member, Councillor Adrian Gunson, met with Sir Moir Lockhead, the Chief Executive of First Group in May and raised the possibility that we might work together to improve the situation. As a result, First has agreed to fund training for a team of their staff to be deployed later this year. The training will be fully accredited by Norfolk Police.

Whilst we need to agree the exact funding mechanism, our early discussions suggest that we should be able to cut the Council's previous funding contribution by 50%, whilst maintaining the same level of provision. This approach tries to strike an appropriate balance between delivering our statutory duty to manage traffic congestion, reduce our financial liability and maintain a service that is well received by residents and businesses.

The report recommends that we conclude negotiations with First and continue to press other beneficiaries for contributions.

Action Required

- Members are asked to comment on the progress since March and endorse the approach to minimising expenditure.

1. **Background**

- 1.1 This report was requested at the March meeting of the Panel. It includes details of what is needed to comply with the Traffic Management Act 2004 in relation to event planning, options for the funding of traffic marshals and outlines views of Norwich's retail group of how this can be funded.

2. **Compliance with Statutory Network Management Duty**

- 2.1 Section 16(1) of the Traffic Management Act (TMA) 2004 states;

“it is the duty of a local traffic authority to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives –

- (a) securing the expeditious movement of traffic on the authority's road network; and
- (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

It should be remembered that traffic is defined in the act as including pedestrians.

- 2.2 There is no specific mention of event planning in the legislation but it is covered within the 'Network Management Duty Guidance' November 2004, which is reproduced in the Members room.

- 2.3 The report to this Panel in July 2007 brought to Members' attention that:

'Off highway events can affect the highway and the street works co-ordinator in each area considers the impact of events on the highways.

However some events are of major impact and specific event management strategies are being developed with the emergency services, event organisers and other stakeholders. Practice has shown that practical measures can be introduced to ease congestion and minimise disruption.

Proposals are being developed for the following events:

- pre Christmas shopping in Norwich
- Norwich City Football Matches & other major events at the football ground.
- Closure of Haven or Breydon Bridges in Great Yarmouth
- Summer peak traffic on A47/A149 in Kings Lynn ‘

- 2.4 The network management statutory duty does not require us to micro manage every event that occurs in the county. Our responsibilities are strategic and we have to use our best endeavours to ensure processes and plans are in place. To that end we work with Police and event organisers to apply the Health and Safety Executive guidance and try to ensure reasonable plans are in place.

- 2.5 As with most statutory duties we make a judgement as to the extent that we use our powers. The judgement so far is to work at the strategic level collecting information about events and helping event organisers prepare traffic management plans where necessary.

3. Events requiring intervention

- 3.1 Where events listed have no specific organiser; we have taken the lead in trying to minimise congestion and disruption, which affects all road users, including public transport. Members endorsed this approach at the March Panel meeting.
- 3.2 The main action has been to procure the deployment of civilian traffic marshals to reduce the impact of queuing and therefore blocking parts of the highway network in the pre-Christmas period in Norwich. The focus has been on routes impacting on bus and other transport services including emergency services.
- 3.3 Civilian traffic marshals are accredited with police powers. They use police powers under the Police Reform Act 2002, bestowed after a period of formal training with the police service.
- 3.4 At the A149 north of Kings Lynn no measures have yet been identified which, we judge, could assist reduce the disruption. There are plans to increase the capacity of the A149 Queen Elizabeth Hospital roundabout but these are not in the capital programme at present.
- 3.5 At Breydon Bridge in Great Yarmouth we are working with the Highways Agency to agree a contingency plan to be used when the bridge has to be closed. A similar contingency plan will be developed for Haven Bridge.
- 3.6 Norwich City Football Club is the event organiser for football matches. We have taken care to treat the club the same as any other event organiser. We have continued to make clear to the club and to the police that we are concerned that the crowd leaving the game should be managed as it has in previous seasons. The efforts to resolve this issue continue.

4. Options for funding of traffic marshals

- 4.1 Members expressed concern that the council was exposed to the majority of the funding commitments where civilian traffic marshals were deployed when no specific event organiser exists.
- 4.2 We have been in contact with the retail members of the City Centre management partnership, stakeholders and beneficiaries. Chapelfield and First Bus were the only private sector organisations to contribute to this scheme in 2009/10. No other organisation has volunteered contributions and we have no powers to compel organisations to contribute. We will continue to try to broker an agreement which includes other retail organisations and are hopeful that we will be able to gain some additional funding.
- 4.3 The Cabinet Member, Councillor Adrian Gunson met with Sir Moir Lockhead, the Chief Executive of First Group plc in May and raised the possibility that we might work together to improve the situation. As a result, First East England, the local bus company, has agreed to fund training for a team of their staff to be deployed later this year. The training will be fully accredited by Norfolk Police.
- 4.4 Whilst we now need to agree the exact funding mechanism between the council and First, our early discussions suggest that we should be able cut the previous funding contribution of £16,000 by 50% whilst maintaining the same level of provision.

5. **Resource Implications**

5.1 **Finance** : The direct cost of procurement of civilian traffic marshals can be funded from existing budgets. The new arrangement with First will help to reduce the council's contribution to the deployment of marshals.

5.2 **Staff** : Our TMA duties require us to direct reasonable resource to meet our obligations under the Act.

5.3 **Property** : None

5.4 **IT** : None

6. **Other Implications**

6.1 **Legal Implications** :

6.2 The County Council's approach to the requirements of the Traffic Management Act (TMA) 2004 fully meets the spirit and letter of the regulations.

6.3 The approach to off highway event management is consistent with the requirements of the TMA 2004.

6.4 **Human Rights** : None

6.5 **Equality Impact Assessment (EqIA)** : The deployment of traffic marshals falls within the statutory network management duty and applies to all equally. However the access problems to the shop mobility scheme within the Chapelfield car park in 2008 were not repeated in 2009 following deployment of the traffic marshals. Shop mobility clients were able to make access using facilities at the bus station and no problems were reported.

6.6 **Communications** : There is a reputational risk to the authority if the perception exists that we are not fulfilling our traffic management responsibilities. There has been a positive reaction from residents, visitors to the city and the media when traffic marshals have been employed on previous occasions.

6.7 **Health and safety implications:** No change since report of March 2009.

7. **Section 17 – Crime and Disorder Act**

7.1 The accreditation scheme for traffic marshals is part of a scheme to help combat low level crime and disorder

8.0 **Conclusion**

8.1 The council's current approach to the requirements of the Traffic Management Act (TMA) 2004 fully meets the spirit and letter of the regulations. It is also consistent with strategic corporate objectives.

8.2 Our current approach is to ensure that event organisers meet the cost of traffic management, including traffic marshals where deployed. In situations where there is no obvious "organiser" to meet the cost, such as Christmas shopping, we will continue to seek contributions to costs, from beneficiaries of the scheme.

- 8.3 The council and First Bus recognise the need for this important service to combat congestion. First Bus has shown the initiative to seek accreditation for staff to act as civilian traffic marshals, to provide the service in the city centre. We will work up firm arrangements with First over the summer but would aim to reduce the county contribution to a level that is affordable, given the value we place on this activity.
- 8.4 We have had good feedback from local residents and others who have appreciated the marshals being on hand to provide assistance with broken down vehicles and in helping blue light services through congestion. The feedback from car park operators is that the deployment has helped to improve car parking operation.
- 8.5 A decision not to use traffic marshals in the pre Christmas period is likely to increase congestion and reduce public satisfaction. There will be more congestion in Norwich affecting bus punctuality and the economic well being of the city. It may also damage the reputation of the city as the premier regional centre for shopping. It would also remove the possibility of providing similar support in King's Lynn.

Action Required

- Members are asked to comment on progress since March and endorse the approach to minimising expenditure.

Background Papers

Traffic Management Act 2004 and Statutory Network Management Duty – PTEW Review Panel, 18 July 2007.

Officer Contact

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

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Appendix 1

Extract from Department for Transport, Traffic Management Act 2004, Network Management Duty Guidance, November 2004

Dealing with planned events

106. A significant portion of traffic congestion is caused by the effect on traffic of planned events such as sporting events, demonstrations, carnivals, parades and street markets. LTAs should establish effective event planning and management processes, which also take into account known roadwork. These event planning processes should include:

- acquiring accurate information about all events that will affect network operation through good communication channels, contact points, awareness reports, meetings, etc;
- collecting this information at a single point so that effects and interactions can be determined. Events can be co-ordinated and programmed and reviewed where conflicts are identified;
- gaining a sound understanding of the event and likely effects to inform network management decisions;
- where appropriate, holding planning discussions to ensure that the events take place at a time and in a manner that has the minimum effect on network operations;
- being aware of the possibility that a road user hierarchy for a particular road may change at certain times and deciding how best to deal with this e.g. after large spectator events. There may well be substantial pedestrian flows and authorities should balance increased, short-term pedestrian demands with those of motor vehicle traffic. A further factor to take into account may be the higher number of bus passengers travelling from the event;
- preparing plans to reduce the impact of the event on overall network operation e.g. re-arranging traffic signal timings on the network around the event or working closely with public transport operators to ensure the efficient use of road space;
- disseminating information about the event early and continuously within the LTAs organisation, externally to other organisations that need to know such as the Police and other emergency services, PTEs, and other road users. This is to ensure that everyone knows what is expected and can make their own plans and preparations.

107. The event planning stage will identify the likely impact of the events and the level of ongoing event management required. Good event management practices include:

- reassessing plans as additional works in the street or events are identified;
- ensuring that arrangements to mitigate the effects of the event on the network are prepared and that they can be implemented when required;
- testing complex contingency plans in advance so that their effects are known;

- ensuring that adequate early publicity arrangements are being used;
- co-ordinating the LTA's own day-to-day activities to ensure they are compatible with the plans for the event;
- making sure that everything needed is in place at the start of the event;
- inspecting and monitoring the event to ensure that its effects are those anticipated, and taking prompt action to deal with anything unforeseen;
- providing robust real-time information on what is actually happening to those who need to know.

108. Where events occur on a regular basis, the way in which each event is planned and managed should be reviewed on completion of the event. The results of this review should be used to update the event plan and management arrangements for future events.

109. LTAs will need to work with each other and with the HA to ensure that an adequate network exists and is maintained for routes for Abnormal Indivisible Loads (AILs). Plans for development and improvement on such routes need to ensure that efficient movement of AILs can take place both during and following completion of any activities on the network.

Forward Work Programme: Scrutiny

Report by the Director of Environment, Transport and Development

Summary

This report asks Members to review and develop the programme for scrutiny.

1. The Programme

- 1.1. An Outline Programme for Scrutiny is included at Appendix A. As this is the first meeting of this Panel, the programme had been populated with the scrutiny items relating to Environment, Transport and Development Services which had previously been identified by other Overview and Scrutiny Panels.
- 1.2 Members of the Overview and Scrutiny Panel can add new topics to the scrutiny programme in line with the criteria below: -
 - (i) High **profile** – as identified by:
 - Members (through constituents, surgeries, etc)
 - Public (through surveys, Citizen's Panel, etc)
 - Media
 - External inspection (Audit Commission, Ombudsman, Internal Audit, Inspection Bodies)
 - (ii) Impact – this might be significant because of:
 - The scale of the issue
 - The budget that it has
 - The impact that it has on members of the public (this could be either a small issue that affects a large number of people or a big issue that affects a small number of people)
 - (iii) Quality – for instance, is it:
 - Significantly under performing
 - An example of good practice
 - Overspending
 - (iv) It is a Corporate Priority
- 1.3 Appendix B shows a list of the scrutiny projects relating to Environment, Transport and Development services previously undertaken by other Overview and Scrutiny Panels, for information.

2. **Section 17 – Crime and Disorder Act**

- 2.1. The crime and disorder implications of the various scrutiny topics will be considered when the scrutiny takes place

3 **Equality Impact Assessment**

- 3.1 This report is not directly relevant to equality, in that it is not making proposals that will have a direct impact on equality of access or outcomes for diverse groups.

Action Required

- (i) The Overview and Scrutiny Panel is asked to consider the attached Outline Programme (Appendix A) and agree the scrutiny topics listed and reporting dates.
- (ii) The Overview and Scrutiny Panel is invited to consider new topics for inclusion on the scrutiny programme in line with the criteria at para 1.2.

Officer Contact

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

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Outline Programme for Scrutiny

Standing Item for the Environment, Transport and Development O & S Panel: Update for 21 July 2010

This is only an outline programme and will be amended as issues arise or priorities change

Scrutiny is normally a two-stage process:

- Stage 1 of the process is the scoping stage. Draft terms of reference and intended outcomes will be developed as part of this stage.
- The Overview and Scrutiny (O&S) Panel or a Member Group will carry out the detailed scrutiny but other approaches can be considered, as appropriate (e.g. 'select committee' style by whole O&S Panel).
- On the basis that the detailed scrutiny is carried out by a Member Group, Stage 2 is reporting back to the O&S Panel by the Group.

This Panel welcomes the strategic ambitions for Norfolk. These are:

- A vibrant, strong and sustainable economy
- Aspirational people with high levels of achievement and skills
- An inspirational place with a clear sense of identity

These ambitions inform the NCC Objectives from which scrutiny topics for this Panel will develop, as well as using the outlined criteria at para 1.2 above.

Changes to Programme from that previously submitted to the Panel

This is the first meeting of the Environment, Transport and Development Overview and Scrutiny Panel.

Topic	Outline Objective	Cabinet Portfolio Area	Stage 1 (scoping report)	Stage 2 (report back to Panel by Working Group)	Requested by	Comment
Scrutiny Items - Ongoing						
1. Use of Civilian Traffic Marshals	To review the use of civilian traffic marshals in Norwich over the Christmas period to determine whether it was successful and could be extended to other areas of the county.	Travel and Transport	4 March 2009 (at the former PTEW O&S Panel)	No Working Group set up – report back to Panel 21 July 2010	7 January 2009 (at the former PTEW O&S Panel)	The former PTEW O&S Panel requested a further report when the use of accredited traffic marshals had been trialed – report included on agenda for 21 July 2010 meeting.
2. Broadband and Telecom provision in Norfolk	Provision of fully effective Broadband and mobile phone coverage for rural and urban areas in Norfolk.	Sustainable Development		19 May 2010 – update report (to ED&CS O&S Panel)	1 September 2009 (by a Scrutiny Task & Finish Group set up by the former ED&CS O&S Panel).	Being progressed by a Working Group, set up by the former ED&CS O&S Panel.
3. Environment Agency Flood Line Warning Direct Service	To identify issues in the scheme which affect public confidence and identify ways in which the public can be better informed of the service.	Sustainable Development		Select committee held 18 May	27 July 2009 Cabinet	A select committee with attendance from the Environment Agency was held on 18 May 2010. It was agreed the Scrutiny Working Group devise a plan to carry out an exercise in the community in conjunction with the EA.

continued.../

Topic	Outline Objective	Cabinet Portfolio Area	Stage 1 (scoping report)	Stage 2 (report back to Panel by Working Group)	Requested by	Comment
Scrutiny Items – Ongoing/identified for possible future scrutiny						
3. The recession	To ensure SME's remain viable during the latter half of the economic downturn and are well placed to take advantage of the forthcoming upturn.	Sustainable Development	TBC	TBC	1 September 2009 (by a Scrutiny Task and Finish Group set up by the former ED&CS O&S Panel).	
4. The recession	To keep communities and individuals support and economically engaged during the latter half of the economic downturn.	Sustainable Development	TBC	TBC		
5. Developing confident young consumers	Reviewing initiatives and supporting our approach to 'growing' successful consumers for the future.	Sustainable Development	TBC	TBC	12 January 2010 (by working group set up by the F&CP O&S Panel)	
5. Community Infrastructure Levy	TBC	Travel and Transport & Sustainable Development	TBC	TBC	14 May 2008 (at the former PTEW O&S Panel)	Identified as a topic for future scrutiny – to be considered once a body of evidence becomes available

Completed Scrutiny Items:

List title of scrutiny projects undertaken by the Panel, date of final report presented to the Panel and method of scrutiny

This is the first meeting of the Environment, Transport and Development Overview and Scrutiny Panel.

Completed scrutiny items relating to Environment, Transport and Development Services

Below is a list of the scrutiny items relating to Environment, Transport and Development Services previously undertaken by other Overview and Scrutiny Panels, for information.

Date completed	Topic	Panel/Method
5 December 2002	Trading on the highway	PTEW/Full Panel
5 December 2002	Safer Journeys to School	PTEW/Task & finish group
23 January 2003	Norfolk Waste Partnership	PTEW/Full Panel
23 January 2003	20mph speed limits	PTEW/Task & finish group
14 April 2003	Draft Local Performance Indicators for 2003/04	PTEW/Full Panel
14 April 2003	Accident rates for different modes of transport	PTEW/Full Panel
4 March 2004	S106 Agreements – phase 1	PTEW/Task & finish group
15 July 2004	Snow situation 28 January 2004	PTEW/Full Panel
16 September 2004	Trading on the highway	PTEW/Full Panel
16 September 2004	Impact of Castle Mall and future developments on city centre traffic	PTEW/Task & finish group
16 September 2004	Effectiveness of walking & cycling schemes	PTEW/Task & finish group
25 November 2004	Signage to local business and tourist destinations	PTEW/Task & finish group
9 March 2005	County Council travel plan	PTEW/Full Panel
8 June 2005	Residual waste treatment and disposal contract	PTEW/Full Panel
8 November 2005	Concessionary travel schemes	PTEW/Task & finish group
15 March 2006	Temporary road closures & cost implications of H&S legislation- phase 2	PTEW/Task & finish group
17 May 2006	S106 Agreements – phase 2	PTEW/Task & finish group
19 July 2006	Safer and Healthier Journeys to School – school travel plans	PTEW/Full Panel
24 January 2007	Operation of intelligent transport systems	PTEW/Full Panel
18 July 2007	Coastal protection and the Marine Bill	PTEW/Task & finish group
18 July 2007	County parking standards for new development	PTEW/Task & finish group
18 July 2007	Management of commuted sums	PTEW/Full Panel
26 September 2007	Hethel Engineering Centre	ED&CS/Full Panel

Date completed	Topic	Panel/Method
14 November 2007	Casualty reduction strategy	PTEW/Full Panel
14 November 2007	Effectiveness of new waste recycling contracts	PTEW/Full Panel
14 November 2007	Validity of financial forecasts for waste budgets	PTEW/Full Panel
9 January 2008	Drainage protocol between district councils, Environment Agency and NCC	PTEW/Full Panel
9 January 2008	Bus Net system cost effectiveness and use of information	PTEW/Full Panel
17 January 2008	Business Waste Management in Norfolk	ED&CS/Full Panel
13 May 2008	The Cultural Contribution to Economic Development in Norfolk	ED&CS/Full Panel
13 May 2008	The Growth Agenda in Urban Centres in Norfolk	ED&CS/Full Panel
14 May 2008	Environmental impact of grass cutting on highway verges	PTEW/Full Panel
16 September 2008	Business enterprise in education and work experience	ED&CS/Full Panel
7 January 2009	Diplomas for 14-19 year olds – transport implications	PTEW/Full Panel
4 March 2009	Delays occurring on county and trunk roads as a result of accidents & incidents	PTEW/Task & Finish group
4 March 2009	Drainage protocol	PTEW/Full Panel
24 March 2009	Firework sales	F&CP/Full Panel
8 July 2009	Waste and recycling (including business waste and recycling markets)	PTEW/Full Panel
22 July 2008	Norfolk Celebrating Talent: maximising benefit of the 2012 Olympics	ED&CS/Full Panel
9 September 2009	Climate related decisions of Norfolk County Council	PTEW/Full Panel
4 November 2009	Partnership Working	PTEW/Full Panel
4 November 2009	HGV Route Hierarchy	PTEW/ Working Group
15 January 2009	Norfolk Tourism – review the effect of NCC involvement in tourism	ED&CS/Full Panel
6 January 2010	Transfer of Landfill Sites to the county Council	PTEW/Full Panel
6 January 2010	Street lighting	PTEW/Full Panel
6 January 2010	Trading on the Highway	PTEW/Full Panel
3 March 2010	Carbon Reduction Commitment	PTEW/Full Panel
3 March 2010	Grit bins	PTEW/Full Panel

**Environment, Transport and Development Department
Integrated Performance and Finance Outturn Report
2009/10**

Report by the Director of Environment, Transport and Development

Summary

This report summarises 2009/10 performance across the Environment, Transport and Development (ETD) Department. Due to the recent organisational changes this report draws together relevant outturn financial and performance information that would previously been reported separately to the 'Planning and Transportation the Environment and Waste' and 'Economic Development and Cultural Services' Overview and Scrutiny Panels.

Revenue: The outturn for Planning and Transportation for 2009/10 was an underspend of £0.635m. The Emergency Planning service reported an outturn of £0.037m underspent and Trading Standards reported a breakeven budget position.

Reserves: The Department's opening reserve balances at 1st April 2009 totalled £14.812m. During 2009/10 these increased by £3.365m to £18.177m. This was due to the inclusion of the Street Lighting Private Finance Initiative (PFI) credits at the year end of £2.009m and the addition of Future Jobs Fund monies for future years of £1.088m.

Capital: The Highways capital programme reported an underspend of £0.200m. The Norwich Northern Distributor Road (NDR) scheme resulted in a £0.160m overspend and this may result in a re-profile of funding for the coming year. The Planning and Transportation other capital had a balanced out-turn. However, a number of schemes have slipped into 2010/11. The Public Rights of Way Corporate Minor works were affected by the bad weather and were unable to get under way in time for 31 March 2010 year end. The closed landfill sites are long term projects which will take a number of years to complete. The Drainage Improvement programme has been slipped because of bringing the work in-house and therefore there is a need to reprogramme

National Indicators: A tabular summary at appendix D shows the latest available data with regard to ETD's 2009/10 NI out-turns. Further returns are expected in the coming months. Of the 14 NI results known at the time of writing, some 64% achieved their target.

Service Plan Actions: 82% of actions were delivered as planned. 16% delivered some of their planned outcomes. Just 2% of actions weren't delivered as planned.

Risks: Planning and Transportations total number of risks identified (including group level risks) for 2009/10 was 45 at the start of the financial year and rose to 56 at the end of the year. Most risks have remained fairly static with no significant escalation shown to either likelihood or impact.

Action Required

Members are asked to comment on ETD's 2009/10 outturn position and consider whether any aspects should be identified for further scrutiny.

1. **Background**

1.1. This report does not intend to duplicate the Director of Corporate Resources' "Integrated Performance and Finance Monitoring Report - Quarter 4 2009-10" to Cabinet of 14 June that covered the whole authority position. Instead it gives more detail of performance specifically within ETD – this includes the former Planning and Transportation Department and the most significant additions of Trading Standards and Emergency Planning. Included are:

- Financial statements of outturn for revenue, reserves and capital;
- National Indicator out-turns and comparison;
- Local Performance Indicators;
- Service Plan actions;
- Risk mitigation.

2. **Revenue summary**

2.1. The revised final budget for 2009/10 for P & T was £105.247m. The total outturn for 2009/10 was £104.612m, resulting in a £0.635m underspend for the department. This represents 0.6% of the revised budget saved. This underspend is built up from £0.044m in P & T and £0.628m from Environment and Waste and a £0.037m overspend in Economic Development.

2.2. The Emergency Planning service out turn for 2009/10 was an underspend of £0.034m and Trading Standards reported a balanced outturn.

2.3. **Revenue detail by group**

2.4. Passenger Transport

The group result was a £0.520m overspend. The outturn was £0.720m overspent but was reduced by a drawdown from reserves to cover infrastructure costs. There were reduced fee paying passengers on Park & Ride this year (effect £0.547m), which is a trend noted also in York and Cambridge. It is anticipated that this could be due to the recession. The local bus subsidy increased its funding of the Coasthopper service by £0.070M increasing passenger journeys from 170,000 to 470,000 and other general subsidies by a further £0.030m. During the year it had been anticipated that all of the Park & Ride income could be reported gross. However, following advice from corporate finance £0.073m was allocated as a VAT liability. In addition there was an error in forecasting the savings for the new timetable arrangements which started in January when a full years' savings was forecast rather than 3 months. The local Bus Subsidy and Park & Ride had previously reported overspends of £0.500m reducing to £0.350m in year.

2.5. Programme Management Group

The group result was an underspend of £0.750m increased from the previous forecast underspend of £0.550m. The increase was due to increased network management income for Works on the Highway and underspends on feasibility studies and HMF not previously forecast. The initial underspend forecast was from

an insurance saving and underspends from the Safety Camera Partnership.

2.6. Highways Maintenance Budget and City Agency

The result is a £0.309m overspend for Highways Maintenance, which includes the £0.371m provision allowed for the installation of Part Night Lighting. The deferment of routine spend together with reserves drawdown has offset winter costs. There has also been a £0.216m underspend in Intelligent Traffic Systems costs. The underspend was in systems, energy and maintenance expenditure. The City Agency is reporting a small overspend of £0.028M.

In total, the bad weather over recent months has resulted in an overspend of £1.017m, consisting of additional Operations costs of £0.863m, and additional Salt usage of £0.154m. This was funded from appropriate reserves and a reduction in routine maintenance activities.

2.7. Highways Operations

The Highways Operations result was a £0.071m overspend. The diversion of activity from Routine to Winter maintenance programmes, together with increased winter vehicle maintenance costs, has adversely affected the performance of the Operations group.

2.8. Initiatives

Initiatives reported an increased surplus of £0.129m. There has been an increased contribution from the gain share from target costed schemes.

2.9. Strategy & Performance

Strategy & Performance reported an underspend of £0.195m which was a £0.026m reduction on previous forecasts. Savings have been achieved through vacancy management and better work planning, which supports the additional work on the NATS programme.

2.10. Service Development and Support

The result for Service Development and Support was an underspend of £0.266m. This was an increase on previous forecasts of £0.120m. The increase occurred as IS new appointments were charged to Corporate codes and IT underspends had not been previously reported in year. The initial underspend had resulted from cross department efficiencies and vacancy management.

2.11. Finance

A small underspend of £0.002m was reported at year end.

2.12. Environment Operations

Environment Operations reported an outturn of £0.092m underspent. This was a result of ecology work reprioritisation and vacancy management through the year.

2.13. Environment Partnership and Policy

The underspend as previously reported for Environment Partnership and Policy was £0.030m. This was due to vacancy management.

2.14. Waste

There is a significant increase in the waste underspend at year end to £0.505m due to a higher than expected reduction in waste going to landfill, where there was a reduction of 5,500 tonnes. Additionally revised clinical waste and out of District payments in respect of South Norfolk and Great Yarmouth have contributed to £0.140m of the underspend. It should be noted that recycling has neither increased nor decreased significantly this year.

2.15. Economic Development

Economic Development's outturn was a £0.037m overspend as EPIC was unable to secure forecast Grant revenue incomes within the timescale of 31 March 2010.

More detailed reports concerning EPIC will be made available throughout 2010 / 11.

2.16. Reserve Summary

2.17. The Department's opening reserve balances at 1 April 2009 totalled £14.812m. The reported balances at 31 March 2010 are £18.177m. The £3.365m change is mainly due to the inclusion of the Street lighting Private Finance Initiative (PFI) credits at the year end of £2.009m and the addition of Future jobs fund monies for future years of £1.088m. Other key movements were the drawdown of the Waste Partnership Fund to cover the costs of the Partnership and an increase in the contributions to the Commuted sums Highways Maintenance Reserve. £0.371m has been transferred to a Street lighting reserve from the revenue as reported above.

2.18. Trading Standards' opening reserve balances at 1st April 2009 totalled £0.176m. The reported balances at 31 March 2010 are £0.204m. The £0.028m change is mainly due to the inclusion of a £0.030m provision for Legal Fees, as a result of an ongoing Crown Court Case which has been scheduled for trial in January 2011.

2.19. Amalgamation of Reserves

At the request of Corporate Finance an exercise was undertaken to review the Department's reserves. An amalgamation of some of the reserves was carried out.

- The Environment R & R reserve of £0.025m was amalgamated with the Waste Vehicle R & R reserve of £0.040m to create an Environment and Waste Vehicle R & R fund totalling £0.065m.
- A new Highways Maintenance Reserve was created transferring £0.250m from Commuted Sums Highways Maintenance, the total £0.437m from Section 74 – Works on the Highways, the total £0.260m from HOps Appropriations account, the total £0.082m from HOPS/PMG reserve and £0.072m from PMG R & R funds. With an allocation of £0.300m from the HMF revenue account and the £0.371m ring fenced for Part Night Lighting

this has created a reserve totalling £1.772m to be used to support future works as required and future increased costs of winter maintenance.

- A new Depot R & R reserve has been created with the balance on the HOPS Depot R & R reserve of £0.251m being increased with the transfer of the balance of £0.017m sitting in the Depot decommissioning reserve and the total £0.225m from Highways R & R General reserve being added. The Depot R & R reserve now has a total of £0.493m to be spent against identified improvement works.
- The current HOPS R & R Vehicles Reserve of £2.724m has had £0.069m added from the PMG R & R funds to create a new Highways Vehicles Reserve. The £0.069m was to fund Casualty Reduction vehicles. This reserve now totals £2.793m and will be spent on identified future vehicle replacements in the Group and £0.200m has been ring fenced for work on the Strategic Review of which Fleet is an area being discussed.

2.20. **Capital Monitoring**

2.21. Highways – Appendix A

The Highways capital programme reported an underspend of £0.200m. The NDR scheme resulted in a £0.160m overspend and this may result in a re-profile of funding for the coming year.

2.22. P & T Other – Appendix B

The Planning and Transportation other capital had a balanced out-turn. However, a number of schemes have slipped into 2010/11. The Public Rights of Way Corporate Minor works were affected by the bad weather and were unable to get under way in time for 31st March 2010 year end. The closed landfill sites are long term projects which will take a number of years to complete. The Drainage Improvement programme has been slipped because of bringing the work in-house and therefore there is a need to reprogramme.

2.23. Economic Development – Appendix C

The Economic Development capital programme has carried forward £0.429m of funding. The main areas this affects are Hethel Engineering Centre, which is carrying forward £0.097m which will be spent in 2010/11 and the Genome Analysis Centre carrying forward £0.250m because grant claims had not been submitted in 2009/10.

3. **National Indicators – Appendix D**

3.1. The tabular summary shown gives a range of views of ETD's NI results. Our quartile position is based on the most recent national statistics, along with the difference between our result and that of the best performing English authority. There is also an indication of whether our performance has improved or declined over the previous year.

3.2. A number of the NIs that ETD has connections with are reported by external organisations. We are therefore reliant on them for the performance data although, in many instances, this goes via central government departments for processing and

normalization. This can therefore introduce a lag of some nine months or more in reporting – hence the lack of current year outturn data in many instances.

3.3. Of the 14 NI results known at the time of writing, some 64% achieved their target.

4. **Service Plan actions – Document available in Members’ room**

4.1. The individual actions from the 2009-12 service plans are shown in a document available in the Members’ room. The Prism symbols shown against each action are based on the judgement of managers in the relevant service area, with regard to progress against individual actions. The following table is an overall summary of service plan action performance:

★	●	▲
Actions fully achieved	Actions partially achieved	Actions not achieved
136 (82%)	26 (16%)	4 (2%)

4.2. The significant majority of actions have been achieved and their outcomes will be built upon during the 2010-13 Service Plan. Some of the actions that were partially or not achieved are being carried over for investigation or action in 2010/11.

4.3. Those actions that were not achieved are:

- Introduce a new flexibus service, by March 2010, to increase public transport availability and accessibility;
- Deliver Park & Ride service within budget for 2009/10;
- Improve access for blind and visually impaired people at Norwich Bus Station, by March 2010;
- Implement the EBSR (electronic bus service registration) system to all operators, by March 2010.

5. **Risks – Document available in Members’ room**

5.1. The progress against mitigation measures for the department’s risks is shown in a document available in the Members’ room. In some instances risks have been completely mitigated and thus closed during the year.

5.2. Planning and Transportation total number of risks identified (including group level risks) for 09/10 amounted to 45 at the start of the financial year and rose to 56 at the end of the year. Most risks have remained fairly static with no significant escalation shown to either likelihood or impact scores.

5.3. As of year end P&T had four corporate level risks, rising from two at the start of the year. The additional risks are both associated with the climate change/sustainability agenda. ‘Failure to divert biodegradable waste’ started 09/10 showing a prospect of ‘weakening’ but has finished on ‘improving’. This reflected the issues around Contract B at the start of the year. The risk will be carried forward to 10/11 and is still seen as ‘improving’ due to two bidders reaching final tender stage. ‘Failure to implement the Norwich Northern Distributor Route (NNDR)’ started 09/10 showing a prospect of ‘good’ against mitigation. At the end of 09/10 prospect had changed to ‘uncertain’ reflecting the potential for a Public Inquiry with respect to the Side Roads Order for Postwick junction which could have a significant effect on being able to deliver the NNDR within timescales.

6. **Resource Implications:**

6.1. **Finance:**

All financial implications have been outlined in the report.

6.2. **Staff:**

None.

6.3. **Property:**

None.

6.4. **IT:**

None.

7. **Other Implications:**

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

7.2. **Legal Implications:**

None.

7.3. **Equality Impact Assessment (EqIA):**

A full programme of equality impact assessments has been carried out covering all Environment, Transport and Development activities, which will include those whose progress is reported here as appropriate. However, this report is not directly relevant to equality in that it is not making proposals which may have a direct impact on equality of access or outcome.

7.4. **Communications:**

None.

7.5. **Health and safety implications:**

None.

7.6. **Any other implications:**

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

8. **Section 17 – Crime and Disorder Act:**

8.1. None.

9. Risk Implications/Assessment:

- 9.1. Progress against the mitigation of those risks currently identified as of corporate significance has been detailed within the report. Other risks are managed at either departmental or group level within the department. There has not been any areas of significant change against risk mitigation; all continue to be monitored on a monthly basis.

Action Required

- (i) Members are asked to comment on ETD's 2009/10 outturn position and consider whether any aspects should be identified for further scrutiny.

Background Papers

None.

Officer Contact

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

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

Summary - Capital: Highways												
Scheme Name	Project	Spend project to date (Prior years)	Original Programme 2008/09	Revised 2009/10 Programme	2009/10 Forecast Out-turn	2009/10 Variance	2009/10 Carry Forward	Spend to date - current year	Over/ (Under) Spend	2010/11 Out-turn	2011/12 Out-turn	Total Spend for project
Bridge Strengthening	PM8		3,000,000	2,080,000	2,144,892	64,892	64,892	2,144,892		1,935,108	2,000,000	6,080,000
Bus Infrastructure Schemes	PB		1,270,000	1,250,800	1,342,175	91,375	91,375	1,342,175		1,078,625	900,000	3,320,800
Bus Priority Schemes	PA		350,000	1,723,985	1,591,821	-132,164	-132,164	1,591,821		736,074	375,000	2,702,895
Cycling	PE			1,654,717	1,707,849	53,132	53,132	1,707,849		984,758	887,000	3,579,607
Local Road Schemes	PK		1,235,000	4,824,513	4,481,989	-342,524	-342,524	4,481,989		2,163,902	1,775,000	8,420,891
Local Safety	PG1			2,964,374	2,539,124	-425,250	-425,250	2,539,124		1,940,976	1,250,000	5,730,100
Other Schemes	PM9			190,570	182,099	-8,471	-8,471	182,099		38,471	125,000	345,570
Park & Ride	PD		2,785,000	438,160	371,652	-66,508	-66,508	371,652		2,129,998	100,000	2,601,650
Public Transport Interchanges	PC		1,445,000	565,000	484,896	-80,104	-80,104	484,896		855,104	600,000	1,940,000
Road Crossings	PH			1,091,423	1,387,352	295,929	295,929	1,387,352		525,372	750,000	2,662,724
Safer & Healthier Journeys to School	PG0		1,033,000	941,625	1,146,288	204,663	204,663	1,146,288		722,379	750,000	2,618,667
Structural Maintenance	PM1		180,000	25,891,455	25,437,582	-453,873	-453,873	25,437,582		29,547,873	28,803,000	83,788,455
Traffic Management & Calming	PJ		600,000	2,411,588	2,467,590	56,002	56,002	2,467,590		1,149,408	1,141,000	4,757,998
Walking Schemes	PF			6,527,805	6,910,688	382,883	382,883	6,910,688		1,343,172	900,000	9,153,860
			875,000									
			801,000									
Gt Yarmouth - Eastport Access Section 1	PM2921	838,040	24,715,000									838,040
Gt Yarmouth - Eastport Access Section 2	PM2922	241,682	2,003,000									241,682
A140 Long Stratton Bypass	HC0197	483,202	1,050,000									483,202
Northern Distributor Road	PK1000	6,705,124		3,217,000	3,377,169	160,169	160,169	3,377,169		28,556,831	46,000,000	84,639,124
Northern Distributor Road-Blight Notices	NDRBLIGHT											
Norwich - A47 Postwick Hub	PK5072	490,852		1,097,676	1,097,676			1,097,676		17,976,149		19,564,677
Great Yarmouth 3rd River Crossing Blight Notices	3RXBLIGHT											
NCC P&T Strategic Partnership - Rechargeable Contract Costs												
TOTAL		8,758,900	41,342,000	56,870,691	56,670,842	-199,849	-199,849	56,670,842		91,684,200	86,356,000	243,469,942

APPENDIX B

Summary - Capital: Other

Scheme Name	Project	Spend Project to date (prior years)	2009/10 Programme	2009/10 Out-turn	2009/10 Variance	Spend to date - current year	2009/10 Carry Forward	Over/ (Under) Spend	2010/11 Out-turn	2011/12 Out-turn	Total Spend to date for project
Closed Site Management	CSM000										
IT Schemes over £20,000 each	IT>20K								355,220		355,220
Kings Lynn HWRC Improvements	KLHWRC										
Closed Landfill Sites-Capping & Restoration	CLS000		541,062	541,062		541,062			599,886		1,140,948
PROW Programme	PQ0024	94,534	2,993	2,993		2,993					97,527
Drainage Improvements	DRIMPS		429,754	429,754		429,754			700,000	3,330,825	4,460,579
Growth Point - Catton Park	PQ4000	26,010	8,147	8,147		8,147			1,943		36,100
Pingo trail	PQ0027		18,000	17,500	(500)	17,500	(500)				17,500
Growth Point - Mousehold Heath	PQ4002								24,605		24,605
Burlingham Woodland Walks	PQ0028										
SW Econets	PQ4003										
Recycling Centre - Legal Compliance	PQXXX1										
Mile Cross Travellers Site Refurbishment	PQXXX2								80,000		80,000
Genome Analysis Centre	PQXXX3										
Caister on Sea FP3 - CMW	PQ0030		10,000	10,000		10,000					10,000
Harling FP3 - CMW	PQ0031		12,000	10,869	(1,131)	10,869	(1,131)				10,869
Blickling Boardwalk	PQ0032		9,345	9,345		9,344					9,345
Gapton Hall	PQ2008		1,273,629	1,273,629		1,273,629			66,371		1,340,000
NE & SW Econets	PQ4004		36,046	36,046		36,046			53,954		90,000
LPSA - Waste Minimisation	PQ3032		672,364	672,364		672,364					672,364
Wensum River Parkway	PQ4007		75,000	75,000		75,000					75,000
Lakenham Common & Yare Valley Connections	PQ4011		1,100	1,100		1,100			14,800		15,900
Contract B	PQ3805		68,489	68,489		68,489					68,489
PROW, Pilgrim's Way (Walsingham Disused Railway Line) - surfacing of tar chip	PQ0033								20,000		20,000
PROW, Dersingham Picnic Site - works to toilet block	PQ0034								6,000		6,000
PROW; Footpath 16, Sutton; Footpaths 7 & 9, Stalham - surface improvement	PQ0035								14,000		14,000
PROW, Footpath 17, Dereham - surface improvement	PQ0036								10,000		10,000
PROW, Dereham Rushmeadow - boardwalk installation	PQ0037		300	300		300			19,700		20,000
PROW, Footpath 1, Trunch - surface improvement	PQ0038								15,000		15,000
PROW, Brancaster - boardwalk installation	PQ0039								35,000		35,000
Hand Arm Vibration Syndrome Prevention P&T HWY	PQ5001		57,800	57,800		57,800					57,800
Catton Park Educ Bldg	PQ4001		675	675		675					675
Norwich Fringes Wooded Ridge	PQ4005		17,581	17,581		17,581					17,581
Norwich Urban Green Grid	PQ4006		20,000	20,000		20,000					20,000
TOTAL			120,544	3,252,654	(1,631)	3,252,653	(1,631)		2,016,479	3,330,825	8,720,502

Summary - Capital: Economic Development

Scheme Name	Project	Spend Project to date (prior years)	2009/10 Programme	2009/10 Out - turn Forecast	2009/10 Variance	Actual Spend to date - current year	2009/10 Carry Forward	Over/ (Under) Spend	2010/11 Out-turn	2011/12 Out-turn	Total Spend to date for project
Industrial Sites Unallocated	KE2300		18,097	16,127	(1,970)	16,127	(1,970)		1,970		18,097
Industrial Sites/Rural Enterprise Valley	KE2309		50,000	50,000		50,000					50,000
Industrial Sites/NORA	KE2303		200,000	200,000		200,000					200,000
Industrial Sites/Hethel Engineering Centre	KE2306	5,010,374	34,932	28,818	(6,114)	28,818	(6,114)		4,932		5,044,124
Rural Internet Mobility Project	KE3200	243,687	4,127		(4,127)		(4,127)		4,127		247,814
Investing in Communities	KE2050	5,330,461	895,563	889,992	(5,571)	889,991	(5,571)		5,571		6,226,024
Great Yarmouth Rail Sidings	KE2310		29,660		(29,660)		(29,660)		29,660		29,660
Genome Analysis Centre	PU2902		250,000		(250,000)		(250,000)		2,000,000		2,000,000
Heart - The Halls	PU2903		100,000	100,000		100,000					100,000
Institute of Food Research	PU2904		1,000,000	1,000,000		1,000,000					1,000,000
Hethel Engineering Centre - Phase II	PU2905		1,200,000	1,102,195	(97,805)	1,102,195	(97,805)		1,297,805		2,400,000
Direct Digital Manufacturing Centre	PU2906		248,577	248,577		248,577					248,577
Investing in Communities - Internal Allocation	EC4501		1,329,372	1,295,872	(33,500)	1,295,872	(33,500)		33,500		1,329,372
TOTAL		10,584,521	5,360,328	4,931,581	(428,747)	4,931,580	(428,747)		3,377,565		18,893,667

Queries -

- 1 IIC - where is £33,500 (10% of Fakenham £335,000) shown in c/fwd to 10 / 11 ?
- 2 Adjust HEC Ph II outturn to actual spend
- 3 DDMC small overspend
- 4 GY Rail Sidings money not yet spent in 2009 / 10 - but may still be spent prior to 30 April 2010 ?
- 5 Genome - £250k receipt from Norwich City in 2009 / 10

Planning and Transportation Department
Overview of comparative performance and 2009/10 National
Indicator summary

This section compares the most recent comparable data for Norfolk against all-England results. The 'scope to improve' column gives a numerical comparison between Norfolk's result and the best performing authority. The 'comparison with previous year' column shows how Norfolk's result has changed over the previous result.

#	Title	Service
37	Percentage who feel informed about what to do in the event of a large-scale emergency (Place Survey)	EP
47	People killed or seriously injured in road traffic accidents (% change - 3 year rolling average)	Hwys
48	Children killed or seriously injured in road traffic accidents (% change - 3 year rolling average)	Hwys
151	Overall employment rate (working age)	ED
152	Working age people on out of work benefits	ED
153	Working age people claiming out of work benefits in the worst performing neighbourhoods	ED
154	Net additional homes provided	SLU&TP
155	Number of affordable homes delivered (gross)	SLU&TP
157d	Processing of planning applications (County Matter) within 13 weeks	M&WP
159	Supply of ready to develop housing sites	SLU&TP
163	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least level 2 or higher	ED
164	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least level 3 or higher	ED
165	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least level 4 or higher	ED
166	Median earnings of employees in the area	ED
167	Congestion - average journey time per mile during the morning peak	Hwys
168	Principal roads where maintenance should be considered	Hwys
169	Non-Principal classified roads where maintenance should be considered	Hwys
171	New business registration rate	ED

Comparative performance					
Result	All-England quartile	Scope to improve	Comparison with previous year	Period to which result & quartile relates	Comments
20.20%	★	+11.50%		2008	2008 was the first year of measurement.
11.80%	1	+17.70%	+6.00%	2006-2008	2007-2009 result for NCC of 7.64%, but no comparative data yet available.
4.50%	3	+95.50%	+0.20%	2006-2008	2007-2009 result for NCC of 17.92%, but no comparative data yet available.
78%	1	+4.00%	+4.50%	Q3 2009	
11.80%	3	+7.40%	-1.30%	Q3 2009	
30.20%	2	+6.90%	-1.80%	Q3 2009	
3,518			-1,601	2008/9	Quartile comparison not relevant.
1,670			+370	2008/9	Quartile comparison not relevant.
75%			+11.17%	2009/10	No recent comparative data available.
					County comparative data not available.
65.14%	4	+31.06%	+0.41%	2008	
42.89%	4	+42.21%	-0.84%	2008	
22.86%	4	+52.54%	-0.72%	2008	
£445.20	3	£467.50	+£23.80	2009/10	
3:50			No change	2008/9	
3%	1	+2.00%	No change	2008/09	2009/10 result for NCC likely to be 3% also.
10%	4	+8.00%	-3.00%	2008/09	
39.10%	4	+300.60%	-9.30%	2008	

NI results cover a variety of time periods and many are published many months (in some cases years) after the period to which they relate. Therefore the result shown is the most recent that is available and may not actually represent the 2009/10 out-turn.

2009/10 out-turn (or closest available)	Alert (did we achieve the target?)	Targets				Comments
		2009/10	2010/11	2011/12	2012/13	
Not measured in 09/10.		-	NI Deleted as of 1/4/10.			
7.64%	★	3.42%	2.74%			We are expecting new national targets for these two NIs from DfT, as the current ones expire in 2010.
17.92%	★	7.48%	2.02%			
78%						
11.80%			10.0% (48,882 claims)			
30.20%			28%			
		5,250	5,350			
		1,200	1,400			
75%	●	76%	77%	79%	81%	
			73%			
£445.20	▲	£483.20	Narrow the gap between county and regional earnings to 90.7% (£505.50)			
3:50 (2008/9)		Not required to be set.				
3%	★	3%	3%			
11%	▲	8%	8%			
			48.30%			

#	Title	Service	Comparative performance				2009/10 out-turn (or closest available)	Alert (did we achieve the target?)	Targets						
			Result	All-England quartile	Scope to improve	Comparison with previous year			Period to which result & quartile relates	Comments	2009/10	2010/11	2011/12	2012/13	Comments
172	Percentage of small businesses in an area showing employment growth	ED	14.08%	3	+3.72%	-0.75%	2007/08								
173	Flows on to incapacity benefits from employment	ED													
174	Skills gaps in the current workforce reported by employers	ED	17%	1	+5.00%	-1.90%	2009	17%		NI Deleted as of 1/4/10.					
175	Access to services and facilities by public transport, walking and cycling	SLU&TP	81.03%			+2.16%	2009/10	81.03%	★	79%	80%	80%	80%		
176	Working age people with access to employment by public transport (and other specified modes)	SLU&TP	76%	4	+18.00%	No change	2008	76% (2008)							Measure deemed unsuitable for Norfolk and thus would not be given any priority.
177	Local bus and light rail passenger journeys originating in the authority area	PT	30,089,235			+1,969,284	2008/9	29,336,574	▲	31292804	29629939	29926238	30225500		
178a	Bus services running on time	PT	81.6%			+0.60%	2008/9	81.6%	●	82.50%	85%	90%	91%		
182	Business Satisfaction with Trading Standards Services	TS	77%	3	22%		2008/9	78%	★	77%	78%				
183	Impact of local authority regulatory services on the fair trading environment	TS	0.99	2	0.79		2008/9	0.99		NI Deleted as of 1/4/10.					
185	CO ₂ reduction from local authority operations	SLU&TP													
186	Per capita reduction in CO ₂ emissions in the LA area	SLU&TP									11% (of which LAs are responsible for 3%)				
188	Planning to adapt to climate change	SLU&TP	2			+1	2009/10	2	★	2	3				
189	Flood and coastal erosion risk management	Env	100%		None		2008/9	100%	★	Achieve actions agreed with EA and DCs	Achieve actions agreed with EA and DCs	Achieve actions agreed with EA and DCs	Achieve actions agreed with EA and DCs		
190	Achievement in meeting standards for the control system for animal health	TS						2.3							
191	Residual household waste per household (Kg)	Waste	559	2	219	+47	2008/09			557.77	536.98	499.35	498.79		Outturn expected late July 2010.
192	Percentage of household waste sent for reuse, recycling and composting	Waste	43.10%	2	+18.50%	+2.64%	2008/09			46%	48%	49%	50%		Outturn expected late July 2010.
193	Percentage of municipal waste landfilled	Waste	56.79%	3	+56.79%	+2.46%	2008/09			56%	54%	52%	51%		Outturn expected late July 2010.
194	Air quality - % reduction in NO _x and primary PM ₁₀ emissions through local authority's estate and operations	SLU&TP													
197	Improved local biodiversity - proportion of local sites where positive conservation management has been or is being implemented	Env	50%	1	+36.00%		2008/09	56%	★	56%	61%	65%	68%		
198	Children travelling to school - mode of transport usually used	SLU&TP	30.20%	3	+20.90%	+1.50%	2009	29.93%	★	30.40%	29.70%				

- ★ Result is on target
- Result is within 5% of target
- ▲ Result is more than 5% off target

Local Economic Assessment for Norfolk

Report by the Director of Environment, Transport and Development

Summary

The purpose of this report is to inform Members about Norfolk's Local Economic Assessment (LEA), the process and timetable for its production and the draft executive summary of the emerging findings to date.

What is the LEA?

Legislation came into force on 1 April 2010 that placed a new duty on county and unitary councils to prepare an assessment of the economic conditions of their area. An LEA is not in itself a strategy, but will provide the evidence to inform other strategies, policy development and funding bids. Even if the new government no longer requires an LEA to be produced, we feel this is a useful document and has helped develop a better understanding of the key economic challenges facing the county.

Where are we now?

All districts have been involved in producing the LEA, particularly the local profiles, giving an overview of each district. Consultation with LSPs takes place during August/September, with the final report signed off by the County Strategic Partnership and Norfolk County Council's Cabinet by the end of December. Once the Assessment is signed off, a paper will be taken to the Norfolk County Strategic Partnership (NCSP), with prioritised proposals for actions arising from the study's findings.

Key findings to date

The emerging findings have reinforced much of our current understanding of the key challenges, rather than uncover new issues. However, it has also provided greater depth of insight on certain aspects of the economy – particularly, the impact of the recession and current economic conditions; the constraints to local economic growth; the barriers to work faced by many residents and the likely prospects for key sectors.

Action Required

Members are requested to note progress to date and to consider the emerging key findings.

1 Background – what an LEA is and why it's important

- 1.1 The Local Democracy, Economic Development and Construction Act (2009) placed a new duty on county and unitary councils to prepare an assessment of the economic conditions of their area. The duty came into force on 1 April 2010.
- 1.2 A "light touch" approach is being adopted for the initial assessment (due for completion by March 2011), with a more in-depth version proposed once the 2011 Census data is made available (sometime in 2013).
- 1.3 In two-tier areas, the county council is required to consult and seek the participation of district councils, which have a corresponding duty to co-operate. This new duty therefore provides an important opportunity for close partnership working that will underpin local authorities' power to promote the economic, social

and environmental well-being of their area. In particular, it will help ensure that all future economic and regeneration actions – addressing market failure and disadvantage - across the county are informed by a robust assessment of Norfolk’s comparative strengths and weaknesses.

- 1.4 The LEA is not in itself a strategy, but will provide the evidence to inform other strategies and future policy development - including Norfolk Ambition’s Sustainable Community Strategy and the Local Development Framework – as well as influencing future resources and helping to make the case for external funding.
- 1.5 In terms of enforcement, the previous Government did not propose to monitor or approve assessments. Rather, it expected the improved knowledge about an area’s economic profile to strengthen the ability to improve performance against a range of indicators in the local government performance framework.
- 1.6 While the Coalition Government has announced its intention to repeal the Act, it has not identified reform of this duty as a priority. The County Council and its partners consider such an assessment vital to ensuring Norfolk’s economic future – whether we are required to produce one or not. It will also inform the forthcoming refresh of the Norfolk Ambition Economic Strategy and the County Council’s own economic strategy that will support this. We will continue to ensure the work on the LEA is proportionate and relevant to Norfolk’s needs.

2 Structure of the Document

To fulfil the requirement of producing a definitive countywide evidence base which is also useful at the local level, the structure adopted for the Norfolk LEA is as follows:

- 1. Non-technical executive summary** – highlighting key findings from parts 2 and 3.
- 2. Main technical assessment (countywide)** – comparing indicators with both the regional and national picture.
- 3. Local profiles** – for Greater Norwich (including its component districts) and individually for the other four districts, with comparisons against Norfolk as a whole and the region.
- 4. Technical appendix** - containing the references, sources and associated issues with certain datasets and the regional forecasting model.

Part 1 will be available electronically and as a printed document for more generic use, while parts 2-4 will be available in electronic format only, hosted on the Norfolk Insight website.

A draft of Part 1 is attached as an appendix to this report. This provides a summary of the key findings and conclusions emerging from the work to date and will form the core for the wider consultation to be undertaken in August/September (see section 4 for the timeline).

3. Required elements of the LEA

To help ensure consistency, the guidance also indicates that LEAs should address a core set of themes, essential to any assessment of local economic conditions:

Business and Enterprise

- **Structure of the Local Economy** – key sectors and clusters, supply chains, inward investment trends, comparative strengths/significance of particular businesses.
- **Economic Competitiveness** - levels of output, performance and productivity (GVA).
- **Enterprise and Innovation** – business formation, survival and failure rates, levels of self employment.
- **Business Performance and Needs** – the main concerns of businesses and the constraints to their growth and how well local authorities engage/support local businesses and business networks.

People and Communities

- **Demographics** – profile of the resident population by age, gender, ethnic group, migration patterns.
- **Labour Market** – employment rates, occupational profile, vacancies, travel to work patterns.
- **Skills and Education** – skills levels/gaps and the extent to which they match business needs, educational participation and attainment.
- **Economic Inclusion** – areas or communities that display high levels of unemployment and deprivation and the barriers they face to playing a full role in the local economy (worklessness and child poverty assessments).

Sustainable Economic Growth

- **Sustainable Economy** – how the economy needs to adapt to meet commitments to the protection and enhancement of a healthy natural environment, including challenges associated with the move to a low carbon economy (emissions, waste, energy, biodiversity, climate change).
- **Housing and Infrastructure** – extent to which local housing and infrastructure, including transport, supports the economy in the short and longer term (employment land and property, connectivity).

4. Process and key milestones

At its meeting on 8 September 2009, the County Strategic Partnership Management Group agreed a delivery structure based around existing groups:

County Strategic Partnership Management Group

- strategic leadership and sign off role

Shaping Norfolk's Future Management Board

- project ownership and steering role

Norfolk Economic Development Officers Group (County and district officers)
- operational delivery role

Data Working Group (County officers)
- data collection and analysis role

Wider Stakeholders Groupings (Local Strategic Partnerships and businesses)
- testing/refining consultation role

- 4.1 A detailed Gantt chart has been produced for delivery of the assessment, with drafts regularly reviewed by the above groups. The aim is to complete the process and have the LEA signed off by the end of the calendar year.
- 4.2 The County Strategic Partnership Management Group approved the consultation draft on 14/07 (focus on the main countywide assessment) and will sign off the final version on 17 November.
- 4.3 The Shaping Norfolk's Future Management Board will consider the consultation draft at their meeting on 3 August and the final document on 2 November.
- 4.4 For the wider stakeholder consultation on the final draft of the LEA, it is envisaged that District Economic Development Officers undertake this at meetings of their Local Strategic Partnerships (during August/September), with the focus being on the analysis and key findings of the local profile.
- 4.5 The County Council's Cabinet will need to provide the final sign off (in December), as the duty rests with upper tier authorities. District Councils may wish to consider a similar approach, within the outlined timetable. Once the Assessment is signed off, a paper will be taken to the Norfolk County Strategic Partnership (NCSP), with prioritised proposals for actions arising from the study's findings. Future releases of economic data will be monitored and this Local Economic Assessment will be updated and reviewed as appropriate.
- 4.6 In terms of progress to date, all districts have been involved in the formulation of all aspects of the document and are currently finalising their local profiles.

5. Key findings to date

This initial Local Economic Assessment for Norfolk has highlighted the following key findings:

- In mid 2010, the Norfolk economy, along with the rest of the UK, is in a delicate condition. The recession has impacted on local businesses and increased unemployment in the county, but Norfolk has survived the recession better than many other areas of the UK and the economy has considerable potential to recover from the recession and, in time, return to strong growth.

- The Norfolk economy encompasses a wide range of business sectors, including many of those that are expected to be 'growth industries'. The county is recognised for strength in several key sectors, such as offshore energy and engineering, financial and business services, creative and media industries and health and life sciences.
- Norfolk has a remarkable natural environment and built heritage and the 'quality of life' in the county is considered to be extremely good. These assets are a major attraction in Norfolk's inward investment and tourism offer.
- Health indicators are generally better than national averages, although there are pockets of noticeably poor health, particularly in some Great Yarmouth wards.
- Although business survivability in Norfolk is better than national averages, business 'start up' rates are low relative to regional and national levels ('start up' rates are particularly low in North Norfolk).
- Education and skills levels in the county, although improving, are still lower than regional and national levels (which are also improving at a comparable rate).
- There are social and economic inequalities in the county, with pockets of rural deprivation and some severe deprivation in urban wards in Great Yarmouth, Kings Lynn, Thetford and Norwich.
- Norfolk (with the exception of Norwich) has a higher proportion of the population over 60 years of age, compared with regional and national populations, and there is ongoing growth in this older demographic, driven by net inward migration. There is a particularly high concentration of the over 60s in North Norfolk district.
- The county has significant infrastructure deficits, including transport, water supply and waste water disposal, energy, flood defences and ICT (poor broadband coverage/speeds and poor mobile phone coverage). Failure to address these infrastructure deficits will seriously hamper delivery of housing and jobs growth.
- For Norfolk businesses the mismatch in available skills and training is a key concern while the need to improve ICT services and transport infrastructure and the availability of suitable/modern premises and unconstrained employment land also remain significant issues. There is an overall desire to reduce the burden of 'over-regulation' and high energy costs are cited as affecting business performance.

6. Resource Implications

Finance: The Government has provided a grant of £65k in 2010/11 for upper tier authorities towards the additional cost brought about by the new duty and, in two tier areas, a further £6k for each district council.

Staff: There are significant staff resource implications for the County Council associated with the development of the LEA, which are being met from existing

capacity. For district councils, the implications are less onerous but involve the support and active co-operation of Economic Development and Planning Officers.

Property: There are no property resource implications from this report.

IT: There are no IT resource implications from this report in terms of making the reports available on Norfolk Insight in PDF format. However, we may wish to consider providing more searchable versions of the reports, which could have IT resource implications.

7. **Other Implications**

7.1 **Legal Implications:** Part 4 of the Local Democracy, Economic Development and Construction Act places a new statutory duty on county and unitary councils to assess the economic conditions of their area.

7.2 **Human Rights:** There are no Human Rights implications from this report.

7.3 **Equality Impact Assessment (EqIA):** This report is not making proposals which may have a direct impact on equality of access or outcome.

7.4 **Communications:** There are communications implications associated with raising awareness and the involvement of businesses in the process of developing the LEA and testing its robustness. These have been pursued through the SNF Business Support Alliance.

7.5 **Health and safety implications:** There are no health and safety implications from this report.

7.6 **Any other implications:** None.

8. **Section 17 – Crime and Disorder Act**

There are no crime and disorder implications from this report.

9. **Risk Implications/Assessment**

All risks are outlined in the report and are being closely managed.

10. **Alternative Options**

From April 2010 the County Council has had a statutory duty to lead the process and produce the economic assessment. Even if the new government no longer requires an LEA to be produced, we feel this is a useful document and has helped develop a better understanding of the key economic challenges facing the county.

11. **Conclusion**

The requirement to produce the LEA (within a prescribed process) has brought a focus to the collection and analysis of a wide range of data and intelligence to provide a single robust and up to date picture of the county's economy and local variations.

This has reinforced much of our current understanding of the key challenges, rather than uncover new issues. However, it has also provided greater depth of insight on certain aspects of the economy – particularly, the impact of the recession and current economic conditions; the constraints to local economic growth; the barriers to work faced by many residents and the likely prospects for key sectors.

In this respect, the finalised document brings a volume of information together in one place and should be extremely helpful in informing the development of strategy, review of policy and future resource allocation.

Action Required

Members are requested to note progress to date and to consider the emerging key findings.

Background Papers

Statutory Guidance on Local Economic Assessments – CLG , March 2010

Officer Contact

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

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

Norfolk Local Economic Assessment Executive Summary

July 2010

Final Draft Version3

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Key Findings for Norfolk

The Local Economic Assessment for Norfolk highlights the following key points:

- In mid 2010, the Norfolk economy, along with the rest of the UK, is in a delicate condition. The recession has impacted on local businesses and increased unemployment in the county, but Norfolk has survived the recession better than many other areas of the UK and the economy has considerable potential to recover from the recession and, in time, return to strong growth.
- The Norfolk economy encompasses a wide range of business sectors, including many of those that are expected to be 'growth industries'. The county is recognised for strength in several key sectors, such as offshore energy and engineering, financial and business services, creative and media industries and health and life sciences.
- Norfolk has a remarkable natural environment and built heritage and the 'quality of life' in the county is considered to be extremely good. Norfolk also has a significantly lower crime rate than national or regional averages. These assets are a major attraction in Norfolk's inward investment and tourism offer.
- Health indicators are generally better than national averages, although there are pockets of poor health, particularly in some Gt. Yarmouth urban wards.
- Although business survivability in Norfolk is better than national averages, business 'start up' rates are low relative to regional and national levels ('start up' rates are particularly low in North Norfolk).
- Education and skills levels in the county, although improving, are generally lower than regional and national levels (which are also improving at a comparable rate).
- There are social and economic inequalities in the county, with pockets of rural deprivation and some severe deprivation in urban wards in Gt. Yarmouth, King's Lynn, Thetford and Norwich.
- Norfolk (with the exception of Norwich) has a higher proportion of the population over 60 years of age, compared with regional and national populations, and there is ongoing growth in this older demographic, driven by net inward migration. There is a particularly high concentration of the over 60s in North Norfolk district.
- The county has significant infrastructure deficits, including transport, water supply and waste water disposal, energy, flood defences and ICT (poor broadband coverage/speeds and poor mobile phone coverage). Failure to address these infrastructure deficits will seriously hamper delivery of housing and jobs growth.
- For Norfolk businesses the mismatch in available skills and training is a key concern while the need to improve ICT services and transport infrastructure and the availability of suitable/modern premises and unconstrained employment land also remain significant issues. There is a desire to reduce the burden of 'over-regulation' and high energy costs are cited as affecting business performance.

This Local Economic Assessment will enable partners to take the findings into account when developing the plans and strategies which will shape Norfolk in the future. Future releases of economic data will be monitored and this Local Economic Assessment will be updated and renewed, as and when it is appropriate.

Background

This document summarises the findings from Norfolk's first Local Economic Assessment (LEA) 2010.

The core objectives of the assessment:

- Provide a sound understanding of the economic conditions in the area and how they affect the well-being of residents and businesses.
- Identify the economic linkages between the area assessed and the wider economy.
- Identify the comparative strengths and weaknesses of the local economy and the nature and form of local economic challenges and opportunities.
- Identify the constraints to local economic growth and employment and the risks to delivering sustainable economic growth.

LEAs are key to ensuring that the work of councils and their partners is built around a common and shared understanding of local economic challenges and what needs to be done to address them. **The LEA is not, in itself, a strategy but should be seen as the definitive evidence base and most comprehensive analysis of place and is intended to be used as the reference point for the development of local and sub-regional economic policy, strategy and interventions.** LEAs should therefore complement local authorities' power to promote the economic, social and environmental well-being of their area and contribute to the overall aim of delivering sustainable development.

Norfolk the Place

Norfolk is a very large rural county with a land area of 549,751 hectares, but 41% of the county's 850,800 population reside in just four large urban areas, comprising Norwich and the three large towns of Gt. Yarmouth, King's Lynn and Thetford.

The city of Norwich is a regional service centre and exerts a powerful economic, social and cultural influence over the surrounding market towns and villages. With a population of around 210,000, the urban area is one of the largest in the East of England.

On the east coast the urban area of Gt. Yarmouth alongside Lowestoft, in Suffolk, is identified as the Priority Area for Regeneration in the region.

In the West, the town of King's Lynn is equidistant from the urban centres of Norwich, Cambridge and Peterborough and acts as a sub-regional centre for a large rural area of some 200,000 people.

Thetford, in the south west corner of the county, is a town of almost 24,000 people. It is a well located service centre between Norwich and Cambridge on the A11 strategic road and rail corridor.

North Norfolk district does not have a single large urban centre but has seven small market towns. The district contains some of the county's most spectacular heritage, landscape and habitat assets.

In terms of primary road transport connections, the county has no motorways, but there are strategic trunk roads (A47, A11 and A12) that provide road connections to the rest of the region and the wider UK. There are direct rail links to London from Norwich and King's Lynn. Within the county, rail services continue beyond Norwich to Cromer and Sheringham, on the north coast and to Gt. Yarmouth and Lowestoft (Suffolk), on the east coast and Cambridge and Peterborough to the west.

There are two significant ports in Norfolk, at Gt. Yarmouth and King's Lynn, providing for offshore industries and for freight movement to and from European ports and beyond. The international airport at Norwich has regular flights connections within the UK and with the hub at Schipol in the Netherlands providing routes to worldwide destinations.

Business and Enterprise

Structure of the Local Economy

- Norfolk is arguably the most self contained economy in the region, in part due to its peripheral/coastal location, but also due to the distance from other regional cities and the limited connectivity of the transport network.
- The county covers a vast area of 549,751 hectares and contains several diverse economies, located within rural, urban and coastal environments.
- In 2007, 64.6% of VAT registered enterprises in the county were located in rural locations, compared with an England average of just 29.3%. Seventy-eight per cent of these rural enterprises employed less than five people and 90.5% employed less than ten.

Business Sectors

- **Agriculture** is the dominant land use in the county and in 2009 agriculture, forestry and fishing enterprises made up ten per cent of all VAT and PAYE registered enterprises in Norfolk. Many of these are small enterprises, so agriculture is of less significance in terms of the number of people directly employed in the sector.
- The most significant sector in Norfolk, in employment terms, is the **public sector** (public administration, defence, education and health), which in 2008 employed 27.4% of the working population, which is slightly more than the national average of 26.3%.
- The next largest sector in employment terms is **retail**, employing 12.6% of the workforce, which is slightly higher than the national average of 10.5%. With the related wholesale and motor trades sections added, the combined retail sector employed 18.7% of Norfolk's working population.
- The **manufacturing** sector employed 10.7% of the county's working population in 2008, compared to a national average of 9.4% and a regional average of 9.7%.
- The **tourism** industry is important as an employer across the whole of Norfolk, but is especially important in Norwich, along the north Norfolk coast, in the Broads and the east coast resorts of Gt. Yarmouth and Lowestoft. In 2008, employment in accommodation and food service activities accounted for 7.1% of the jobs in Norfolk.

- Also significant in the county is the **construction** industry, which in 2008 accounted for 5.8% of employment, compared with a national average of 4.9%. The sector includes many small enterprises acting as contractors and sub contractors to large development companies.
- The **financial and insurance** activities sector employed 3.9% of Norfolk's working population in 2008. Eighty-four per cent of the county's 12,974 jobs in this sector are located within the Greater Norwich area. The sector provides for 6.3% of Greater Norwich's total jobs.
- Norfolk has a growing **creative industries sector** with a high number of companies in Norwich. A high proportion of workers in the sector are self-employed and freelance workers, working on a project by project basis, are not always captured in official employment figures. Within this sector and also drawing resources from tourism and public sectors **cultural activities** make a significant contribution to the county's economy, including visual arts, performing arts, creative writing, music, media and museums.
- A sector that is not clearly defined in published statistics, but is of increasing importance to Norfolk, is the **energy and renewables** sector. There has been a significant energy industry in Norfolk, based on offshore oil/gas production and transmission for about 40 years and with the recent discovery of new gas fields in the southern North Sea there are good prospects for the continued development of this sector in the coming years. There is also an emerging industry based on off-shore renewable energy.
- The **health and life sciences** sector has great importance, both for its value in financial terms and for the potential commercial spin-offs that could arise from the expertise concentrated within the county. Norfolk (and particularly the Greater Norwich area) is home to a cluster of internationally-renowned research organisations, employing 2,700 scientists, the largest cluster of health, food, plant and bioscientists in Europe.
- Within Norfolk there are particular areas of **engineering** expertise in relation to the marine, automotive, renewable energy and offshore energy sectors. There is a concentration of engineering businesses in the marine and energy sectors in Gt. Yarmouth, while the A11 corridor hosts a concentration of automotive engineering businesses. The sector is supported by the Hethel Engineering Centre, providing world class research and incubator facilities.
- In Norfolk the **business and professional services** sector had a higher rate of growth than other sectors, between 2003 and 2007. The sector is of particular significance in Greater Norwich.

Size of Enterprises

- In Norfolk 99.5% of local business units employ less than 200 people and 85.2% of these employ less than ten people. While this does show that the structure of the economy is heavily weighted to smaller business units, these proportions are not dissimilar to the national averages.
- The highest proportion of micro-businesses is found in North Norfolk where 87.7% of business units employ between one and ten employees.

- The highest proportion of larger business units with more than 200 employees are found in Norwich City. The majority of the Norfolk districts have fewer larger business units than the national average.

Economic Competitiveness

Gross Value Added (GVA)

- Comparison of Norfolk's GVA per filled job indices suggests that productivity in Norfolk is lower than both the regional and national averages and over the years from 2003 to 2007 the level of productivity has fallen, relative to both.

Pay

- Average weekly gross pay for all Norfolk residents was £446.10 in Norfolk in 2009. This is lower than both the regional average of £509.40 and national average of £496.00.
- Analysis of weekly gross pay on the basis of workplace reveals a very similar figure for Norfolk, at £445.20. In contrast, the regional average for earnings by workplace is £479.10, which is £30.30 lower than the residence-based average.

Land and Premises Availability

- Norfolk has a good supply of employment land but about 50% of undeveloped land has development constraints.
- An indicator of demand and availability of retail premises is the number of vacant units identified in primary retail centres. In January 2009 it was estimated that 10.4% of Norwich's retail units were vacant, rising to 11.7% by January 2010. This compares with a pre recession rate of 8.8% of units vacant.
- In June 2009, Gt. Yarmouth had a vacancy rate of 16.6% of the town centre retail stock, while King's Lynn in February 2009 had a relatively low vacancy rate of 7.7% of stock.

Enterprise and Innovation

Business Births and Deaths

- In 2008, there were 2,765 business births in Norfolk, a birth rate of 8.9%. By comparison there was a birth rate of 11.1% in the East of England region and a birth rate of 11.8% in England.
- Relative to 2007 there has been a 17.5% decrease in the annual number of business births in Norfolk. This compares to a decrease of 5.2% at regional level and 3.2% in England. This would suggest that the level of entrepreneurship in the county is not only lower than regional and national averages but that the gap is widening.
- In 2008 there were 2,870 business failures in Norfolk, a death rate of 9.2%. By comparison there was a regional death rate of 9.3% and an England death rate of 9.5% in 2008.

- Relative to 2007, there has been a 2.5% increase in the annual number of business deaths in Norfolk, compared with a decrease of 2.9% in England and no change at regional level.

Survival of Enterprises

- Businesses in Norfolk have a better rate of survival over five years (50%) than the regional (49.1%) and national (46.4%) averages.
- There are notable differences in survival rates in the different districts. Broadland and South Norfolk have the highest survival rate, with around 54% of new businesses still active after the first five years, while in Norwich City the survival rate is just 44%.

Business Needs

- Local businesses consider that the top priority for public investment in infrastructure is IT/ICT services, including installing faster broadband. Other priorities identified to help business expansion include transport network issues, including travel times in and out of the county, local congestion in urban areas and reliability of rail services to and from London. Businesses also felt that the availability of suitable/modern premises and unconstrained employment land remained an issue.
- Bureaucracy and over-regulation is seen as the overwhelming issue that burden small businesses in the county. The complexity of the planning system is considered a direct hindrance to local small businesses.
- Many local businesses find it difficult to attract suitably qualified/skilled employees. Manufacturing and engineering companies have found that there is lack of youngsters taking up training and apprenticeships. There are also concerns that local colleges do not offer what is needed to skill apprentices and most training needs fall to the employer.

People and Communities

Demographics

Population Size

- Norfolk's population was estimated to be 850,770 in mid-2008, an increase of around 1.2% (10,100 people) from mid-2007. From 2001 to 2008, the population increased by around 6.5%, which is above the regional average of 6.1%.
- The county's population density in 2008 was 1.58 persons per hectare, which is the sixth lowest of the current 27 shire counties - though with 537,066 hectares Norfolk is the fifth largest in land area.

Net Migration

- 4,400 people (net) moved into Norfolk from other locations in the UK between mid-2007 and mid-2008. There were also 5,800 migrants entering Norfolk from international locations and other sources. With births and deaths comparatively equal, virtually all of Norfolk's net population growth between 2007 and 2008 was as a result of net in-migration.

- While the largest volumes of migrants are in the young adult age groups (age 15-44), this group accounts for just 20% of the net migration balance in Norfolk. The older age groups make up a smaller portion of the overall number of migrants, but make up a greater proportion of the net migration balance, with people over 45 making up 56% of the net gain. Migration is therefore increasing the elderly age profile of the Norfolk population.

Age Profile

- Compared with the rest of England, Norfolk has a relatively elderly age profile with around a fifth of the population aged 65 and over and one person in ten aged 75 and over. There are a higher proportion of people aged 50-54 and over, and there are lower proportions in the younger age groups.
- In 2008 there were almost three pensioners for every two children under 16 in Norfolk. Nationally, people of pensionable age just exceeds the under 16s.
- Norwich City has a distinctly different age profile from the Norfolk average, with only 16.8% of the district's population being over 65 years old compared to the Norfolk average of 24.5%, and the 16 to 29 year-old age group making up 29.7% of the population, compared with a Norfolk average of 16.7%.
- In North Norfolk district there is also a notable difference in the age profile, with 32.1% of the population aged over 65, compared to the Norfolk average of 24.5%.

Labour Market

Economic Activity and Inactivity

- Norfolk's annual average economic activity rate, between July 2008 and June 2009, was 80.9%. This falls below that of the region at 81.8%, but is higher than the national rate of 79.0%. Between 2008 and 2009 on average there were 423,900 people economically active in Norfolk.
- Across the county economic activity rates vary, with Breckland, Broadland and South Norfolk for the most part having above the average county level of economic activity and Gt. Yarmouth, King's Lynn & West Norfolk, North Norfolk and Norwich generally having below county average levels. This general pattern of economic activity within Norfolk seems to be getting more pronounced.
- An average of 19.1% of Norfolk's working age population was recorded as being economically inactive between July 2008 and June 2009.
- Many of those recorded as being economically inactive are outside the labour market voluntarily.
- In August 2009 there were 29,220 Incapacity Benefit/Severe Disablement Allowance Claimants living in Norfolk. 24,900 of these claimants (85.2% of those claiming the benefit) were aged between 16 and 59 and, but for their incapacity, might otherwise have been economically active within the working age population.
- Incapacity and disability accounts for a significant proportion (approximately a third) of those who are not economically active within the working age population.

- The overall economic inactivity rate is noticeably higher in Norwich than in the other districts and compared to regional and national rates. This is accounted for, in large part, by the high student population.
- Significantly, Norfolk's economic inactivity rate has slightly increased since 2005, whilst the national and regional trend shows a slight decrease in economic inactivity.

Unemployment

- At January 2010, 19,690 people were claiming unemployment benefits in Norfolk – this is 3.9% of the working population. By April 2010 there had been a slight fall in line with normal seasonal trends to 18,360 (3.7%).
- Subject to small seasonal variations, there was a relatively stable level of unemployment between 2001 and the summer of 2008, whereupon the sudden onset of global recession caused the number of claimants in Norfolk, the eastern region and England to rise steeply.
- As a percentage of the working age population Gt. Yarmouth has the highest Job Seekers Allowance (JSA) rate at 6.7%, compared to the Norfolk average of 3.9%. The percentage of male JSA claimants in Gt. Yarmouth is particularly high at 9.3% of the male working population.
- The most recent statistics for the period October 2008 to September 2009 showed that Norfolk's modelled unemployment rate was estimated as 5.3%. This compares with a regional unemployment rate of 6.2% and a national unemployment rate of 7.6%.

Occupational Structure

- During the period 2001 to 2009 the proportion of people employed in higher paid occupations (professionals, managers and senior officials) has increased significantly in Norfolk. Growing the knowledge economy is important because the added value associated with such jobs is likely to be higher.
- The proportion of those employed in administrative, secretarial, skilled trades, plant and machine operatives and elementary occupations have decreased over the same period. The proportion of people employed in personal services and sales and customer service have remained broadly similar throughout the period.

Full Time/Part Time Employment Split

- There is a greater reliance on part time workers in Norfolk compared to national and regional averages, with an average of 36.8% of jobs being part time compared with a regional figure of 32.8% and a national figure of only 31.0%.

Skills and Education

Educational Attainment

- In 2009, across Norfolk as a whole, levels of educational attainments at Key Stage 4 (GCSE) were generally lower than regional and national averages, although the percentage of pupils attaining 'five or more GCSEs (A to C grade) including

mathematics and English' was marginally higher than the national average (Norfolk 50.2%, region 51.9% national 49.8%).

- There was some variation in attainment levels between districts and in Broadland and South Norfolk the above measures of attainment were notably higher than national and regional averages.
- Educational attainment levels in Norfolk have improved, however similar improvements have occurred at national level and, in terms of the percentage of students passing '5 or more GCSEs (A to C grade)' the gap between Norfolk and the national level of attainment has marginally widened.
- In 2008, 80% of Norfolk's year 11 pupils continued in full time education after the age of 16. In comparison, at national level 82.6% continued in full time education.
- 5.2 percent of 2008 year 11 school leavers were not in employment, education or training (NEET). This compares to a national rate of 4.7 percent. In the county in May 2010 this figure had risen to 5.98 percent.

Skills Levels

- In 2008, some 62,600 - 12.7% of Norfolk's working population held no qualifications, compared to 11.8% in the region and 12.3% nationally. Basic numerical skills of adults in Norfolk are below both the regional and UK average
- The proportion of working age population who were qualified to at least NVQ level 2 (equal to five GCSEs at grades A*-C) in 2008 was 65.1% in Norfolk, 67.6% in the East of England and 69.4% in England.
- In 2008, 22.9% of Norfolk's working age population were qualified to NVQ Level 4 and above (degree level or higher) – this compares with the regional figure of 27.8% and national of 30.5%. Although Norfolk has generally kept pace with the level of improvement achieved regionally and nationally, on this measure, the gap has not narrowed.

Workplace Skills Training

- In Norfolk the percentage of those receiving training has generally been lower than the regional and national averages and Norfolk has seen a marginally steeper decline than the regional and national trends.

Economic Inclusion

Worklessness Assessment

- At 5.3% unemployment levels are below those for the region (5.8%) and England (6.9%), and are broadly similar for men (5.3%) and women (5.2%)
- 71,000 people of working age in Norfolk receive benefits for worklessness, low income, sickness and disability or caring responsibilities. Of the 50,000 people claiming workless benefits, two-thirds are claiming incapacity benefits and one-third unemployment benefit.

- Numbers on JSA have shown a sharp increase since August 2008 and constitute a significantly larger proportion of the workless claimant group at 34%, which is an increase from 21% in 2003.
- Between August 2007 and 2009, JSA claimant rates for those under 25 increased by 2.3%. The proportion of JSA claimants in this age group has increased to 31%, compared with 23% in 1999.
- Employment rates for those with low skills or no qualifications are well below the county average.
- Overall, only 76% of working age adults have access to work by public transport in Norfolk. King's Lynn & West Norfolk, Breckland and North Norfolk fall into the worst ten per cent of local authorities in England for access to work by public transport.
- Employment projections for Norfolk suggest that total employment in the county will be at its lowest in 2010, and is not expected to reach 2008 levels again until 2014. Gt. Yarmouth and North Norfolk districts are projected to recover less quickly.
- The rate of job vacancies notified to Jobcentre Plus each month fell significantly at the start of the recession, although has followed a steady upward trend since the lowest point in early 2009.
- Available job opportunities have been shifting away from skilled trades and elementary occupations. The proportion of vacancies has fallen from nearly half (48%) in 2007 to 43% in 2009.
- Projections of the employment structure and qualification levels needed for jobs in 2018 suggest that first degree and equivalent qualifications are those most likely to be in demand over the next ten years, with Norfolk facing a significant shortfall in people with NVQ Level 4 and above (degree level or higher) qualifications. By contrast, there will be a falling demand for workers with low or no qualifications.

Household Income

- Gross disposable income in Norfolk has remained consistently below regional and national averages and the gap is widening.

Index of Multiple Deprivation

- According to the Indices of Deprivation 2007 (ID 2007), almost 44,000 Norfolk residents live in areas which have been classified as being amongst the ten per cent most deprived neighbourhoods in England. This relates to 27 of the 530 Lower Super Output Areas (LSOAs). Norfolk has above average deprivation compared with the English shire counties, and on most measures is the most deprived county in the East of England region. This position has not changed much from the ID 2004.
- Compared with ID 2004 the numbers have increased in Gt. Yarmouth and King's Lynn & West Norfolk, but fallen significantly in Norwich. A fifth of the population of Gt. Yarmouth are living in LSOAs among the most deprived ten per cent in the country. At the same time the percentage in Norwich has fallen from 13.5% of the population to less than nine per cent.
- Outside the major urban areas of the county (where deprivation is most evident on the income, employment, crime and living environment domains) there are often

significant pockets of deprivation. Towns worthy of mention here include Attleborough, Cromer, North Walsham, Swaffham and Thetford.

- Of the ten most deprived LSOAs five were in Gt. Yarmouth, three in Norwich and two in King's Lynn & West Norfolk. The only area in the most deprived ten per cent nationally but not in one of these three local authority areas was part of Thetford-Abbey ward in Breckland. In general the more deprived LSOAs were overwhelmingly to be found in urban areas.

Overview of Health Indicators

- The health of people in Norfolk is generally better than the England average and overall, the health and well-being and life expectancy of people living in Norfolk continues to improve.
- Smoking remains the biggest cause of preventable ill-health and accounts for 2,000 deaths per year in Norfolk and disease prevalence models suggest that the county has a significantly higher prevalence of stroke and a significantly higher prevalence of cancer than regionally and nationally. This may reflect our older population and/or the effective identification and treatment of patients.
- Average life expectancy at birth in Norfolk is slightly above the regional rate and national rates. Inequalities still exist in the county and for some people the health inequalities gap is widening. There is a difference of 19 years between the life expectancy of men living in our most deprived communities and men living in the least deprived.
- Currently 46 people in every 1,000 aged 16 or over in Norfolk have a social care need. People affected by dementia, mental health conditions and long term conditions, people resident in care homes and those living alone in Norfolk have the most unmet need in terms of end-of-life health and social care. The number of people in the county with dementia is projected to rise by 71% over the next 20 years.
- In the nine year period from 1998 to 2007 the number of hospital admissions for mental and behavioural disorders in Norfolk doubled to an average of nearly 12,000 per year.
- In February 2009, 43.4% of Norfolk's total Incapacity Benefit Claimants and Severe Disablement Allowance Claimants made their claim on the basis of mental health disorders. Mental health is the largest single category for disability benefit claimants in Norfolk by a considerable margin however the figure is only slightly higher than the national and regional average of 42%.
- Less than one fifth of adults in Norfolk are doing the recommended amount of physical activity each week and two out of every ten adults in Norfolk are obese. Eight per cent of Reception Year and 16.5% of Year 6 children in Norfolk's primary schools are obese.
- Norfolk is the only county in the East of England and one of only a handful in England to have experienced an increase in the teenage conception rate since 1998, although there has been a significant drop in conception rates between 2007 and 2008.

Overview of Crime Indicators

- In Norfolk, the overall crime rate was significantly better than the regional and national rates, with 33.1 crimes per thousand people in 2008/09. As Norfolk has historically had low crime rates, the continuing decrease in the crime rate, at rates similar to the regional and national decrease is a very positive outcome.

Sustainable Economic Growth

What does sustainable economic growth mean for Norfolk?

- The quality of the environment in Norfolk and the quality of life that stems from living in that environment is a major strength, which makes the county attractive to both employers and their staff.
- Policies to protect these assets may become a constraint on economic growth in some areas. In particular these policy constraints may be significant for development proposals along the Norfolk coast and in the Broads.
- Climate change is predicted to have significant local effects in Norfolk. Some existing infrastructure that was designed to cope with past and present conditions is likely to be inadequate to deal with future climate conditions. The county's flood defence network will require improvements, but adaptations may also be required to some buildings, transport, water, waste and energy infrastructure.
- The Stern Review (2006) concluded that the benefits of strong, early action on climate change considerably outweighs the costs, which is why it is important to deliver growth that is resilient to the changing climate and ensure that existing communities and infrastructure are also resilient to the changes that could occur.
- There is a balance to be achieved between the preservation of the environment, reducing carbon emissions, providing for future populations and maximising the potential of the business economy.

Natural and Historic Environment

- The landscape and habitats of Norfolk include many unique environments that have significance both for their aesthetic and biodiversity value.
- Placing a financial value on the natural environment is difficult. The natural environment contributes to the attractiveness of Norfolk as a tourist destination, but most estimates of the financial value of tourism do not differentiate between spending linked to the natural environment and other reasons for visiting the county.
- Norfolk's rich heritage environment also benefits the county through attracting tourism, stimulating regeneration, attracting businesses and leveraging in external funding that helps sustain skills in the building industry.

Low Carbon Economy

- The environmental sustainability agenda is sometimes portrayed as an additional cost to development and a hindrance to economic activity, however, whilst there is undeniably a cost to developing in a sustainable manner, there are also benefits from ensuring that sustainability is at the centre of the growth agenda.

- In particular, the switch to low carbon energy production will create opportunities for businesses in Norfolk, as the county is geographically well situated to be a leading provider for sustainable energy, with potential for wind, tidal, biomass and biofuel energy production. Furthermore, the development of an eco-community at Rackheath will also create opportunities for Norfolk businesses to take a lead in low carbon construction and low carbon domestic energy production.
- The creation and development of green infrastructure and undertaking environmental improvements in key locations within urban and semi-urban areas can lead to significant benefits for housing and land values. Green Infrastructure can also play a strong role in the generation of new tourism opportunities, as well as stimulating economic activity.
- Ensuring that development is concentrated around the major urban areas will minimise the costs of providing some infrastructure, make it easier to provide access to services and make public transport more efficient.

Housing and Infrastructure

Housing Supply and Take-up

- Across the county housing completions peaked in 2007-8, before the effects of the property market downturn were felt in 2008-9, equating to a Norfolk-wide drop of 32% in completions in one year.
- Meeting housing supply targets will be increasingly difficult if the property market does not recover quickly, and this in itself is dependent on house prices being affordable, and on the accessibility of mortgages.
- The recovery may also depend on the availability of new housing to meet demand (and thus prevent price inflation), which in turn could depend on the availability of investment finance within development industry.

Affordability of Open Market Housing

- The main issue is a lack of affordable housing. If lower priced houses are not affordable, many first time buyers and certain key workers will be prevented from entering the market and those currently occupying such houses would be unable to sell their property and move up the housing market. A lack of affordable housing in the lower quartile could lead to stagnation in the whole market.
- On average over the period 2001 to 2009, Broadland was the least affordable district, being slightly overtaken by North Norfolk in 2004, 2006 and 2009. Gt. Yarmouth has consistently been the most affordable district in Norfolk.

Affordable Housing Completions

- Districts in Norfolk have struggled to achieve targets of 35% of all dwelling completions to be for affordable housing. In the monitoring year, only Norwich and South Norfolk have achieved this percentage, leaving the county with 32% affordable completions, just below target.

Housing Targets

- Although county-wide the trajectory indicates that combined targets to 2023/24 would be met. Taking into account the rate of past completions, projected completion rates seem very ambitious. It is too early to say what the implications of abolishing regional housing targets will be.

Infrastructure

- In order to achieve the planned growth agenda, Norfolk will require the delivery of significant additional infrastructure in relation to transport and accessibility, water supply and waste water, drainage and flood defence, energy and ICT (particularly broadband and mobile phone coverage) to support and facilitate development and to create appropriate living and business environments.

Sustainable Economy

- Sustainable growth will require businesses, government and individuals to take a long term view of the economy, including making appropriate levels of investments in housing and infrastructure to provide a suitable environment within which businesses can operate.

Recession in Norfolk

- The continuing mix of positive and negative business intelligence means that it is hard to be certain whether the Norfolk economy will stay out of recession. What is clear is that many businesses are performing better than a year ago and are, on the whole, more positive. However, a return to sustained growth is somewhat off.
- Local companies that have been lost during this recession are limited and research appears to show the region – and Norfolk and Cambridgeshire in particular – has weathered the recession far better than the rest of the country.

Highway Asset Performance

Report by the Director of Environment, Transport and Development

Summary

This report informs members of the performance of the significant highway assets and seeks comments on service levels and priorities for allocations and also seeks approval of the Transport Asset Management Plan (TAMP) for 2010-11.

The overall condition of the highway network, as measured in the autumn of 2009, was relatively stable with some deterioration in the key cross country B & C routes and in the bridge stock. However, the impact of winter weather and the "Budget Need" in appendix 1 suggest some underlying weakness in the road condition.

Good targeting of low cost, early interventions of the A roads has shown a positive impact on these routes.

The net effect of the exceptionally bad winter in 2009/10 and the extra investment in highway maintenance in the summer of 2010 will not be clear until the roads are surveyed in the autumn of 2010.

The Strategic Review is looking into alternative approaches and will report later in 2010. The level of financial settlement from government is uncertain. Therefore it is difficult to recommend priorities for 2011/12 at this stage but the emphasis of any available funding should be towards maintaining the asset rather than adding to it through improvements.

The "Budget Need" referred to in the table in Appendix 1 is the sum of the current backlog and the anticipated deterioration in the year from life cycle modelling. It is unaffordable next year but is indicative of the overall need.

The current priorities agreed by Members in 2009 were:

- A roads – maintain current condition
- B & C roads – give priority to the more heavily trafficked routes and try to recover service level
- Bridges – give priority to bridges on the HGV network
- Traffic signals – continue to fund the traffic signal controller programme at £1m for the next 4-years
- Footways – maintain current condition
- U roads – give priority to more heavily trafficked roads in village centres
- Drainage –local maintenance schemes.

Action Required

Members are asked to:

- Comment on the report overall.
- Comment on retaining the 2009 priorities at this stage and the "Budget Need" for 2011/12.
- Support the Transport Asset Management Plan for 2010/11, for approval by Cabinet and the County Council.

1. Background

- 1.1. In September 2007 the Review Panel received a report on Highway Asset Performance. It suggested changes to the reporting on asset performance, what was an acceptable service level, and what should be described as a 'backlog' confirming a move to information on condition survey data as a benchmark where it is available. At the meeting Members supported the view that the road and footway network were in a generally acceptable condition i.e. fit for purpose. The condition data for 2006/7 is, where available, being used as the baseline against which to assess and report changes. Any shortfall in achieving 2006-07 service levels within 2009-10 is described as a backlog.
- 1.2. This report considers only the planned capital funded structural maintenance of the assets, not the routine maintenance that is funded from the Highway Maintenance Fund.
- 1.3. The report, when read with the supporting documents in the Member's Room and on Members Insight, provides greater detail. Processes are being developed to analyse the asset condition data to further improve confidence and accuracy of the information. In particular, this year:
 - Life cycle plans have been improved, to more accurately reflect the cost of maintaining assets in a 'steady-state' and hence the budget need in appendix 1.
 - Previous calculations of backlog for A and B roads were based on the annual survey data for one traffic lane only. A two-year average is now being used which will produce a more consistent result.
- 1.4. The condition of the roads described in this report is based on surveys carried out in the autumn of 2009 and does not reflect the damage caused by the winter of 2009/10 which was the worst for some 30 years. However, the significant impact of the winter weather exemplified by the number of potholes, indicates some underlying weakness in the carriageway structure.
- 1.5. One of the workstreams under the Strategic Review of Service in Environment, Transport & Development Department is considering the overall allocation of capital budgets, the appropriate balance between maintenance and improvements, scope for low cost treatments and the relative priorities of different assets. Panel's comments on this report will help inform that process.
- 1.6. The Structural Maintenance budget has remained almost static in cash terms, from 2004-05 to 2009-10, but in real terms this has reduced by around 32% due to construction inflation exceeding general inflation. The effect of these increases has been to reduce the volumes of works undertaken, reducing the frequency of all surface treatments, which is reflected in the deterioration of the asset of the period.
- 1.7. There has been an in-year reduction in the budget for structural maintenance in 2010/11 of £0.9m. Indications suggest that the capital funding allocation will be significantly reduced in 2011/12. The County Council will have to decide on the appropriate allocation between highway improvements and structural maintenance when the grant settlement is known later this year.

2. Transport Asset Management Plan (TAMP)

- 2.1. The TAMP sets out how we inspect and maintain our assets. The standards for inspection, reporting defects, and response times for repairs form the basis of the Council's defence against third party claims for damage, (a copy of the document is available in the member's room). There were no changes to standards during its annual review in 2009/10 but they are under review as part of the Strategic Review of Services. This report seeks the panel's support for the current TAMP.

3. Condition of Highway Assets

3.1. Roads

- 3.1.1. A class road condition is stable as measured by the national indicator and shows a marginal improvement in the graph in Appendix 2. The backlog has reduced significantly. The improvements have been achieved by increasing the level of surfacing and surface dressing with a focus on those roads suitable for lower cost, early intervention to treat the roads before deterioration becomes too advanced.
- 3.1.2. B & C class roads have deteriorated overall on all measures. The national indicator performance shows some 11% in need of attention compared to a target of 8% and the backlog has increased. The graph in Appendix 3 shows some deterioration and the backlog has increased. It is anticipated that the extra investment in patching, surface dressing and surfacing being carried out over the summer of 2010 will arrest the deterioration.
- 3.1.3. Unclassified (U) road condition trends are difficult to analyse at present. The condition survey shows an improving trend, but we changed our surveyors 2 years ago and their surveys have consistently shown an improving trend even though we have not increased our expenditure on these roads. Previous surveys had suggested our U roads were the worst in the country but from recent results they are more consistent with those in neighbouring counties. The backlog is assessed by comparison to the condition survey results in 2006/07, therefore, the improving condition survey results have eliminated the U road backlog.

3.2. Bridges

- 3.2.1. Bridge condition has deteriorated as measured by the bridge condition indices. The maintenance backlog has increased and reversing the trend is likely to be difficult given the financial outlook. There are still 8 bridges to be strengthened out of nearly 1000 that have been assessed. Officers are seeking cost effective alternatives to strengthening wherever possible. This programme will continue but probably at a slower rate in the future.

3.3. Traffic Signals

- 3.3.1. The programme to replace all the controllers which are over 15 years old continues. 34 of the 72, in need of replacement, have been updated in the first 2 years of a 5 year programme. 17 sites will be treated this year leaving 21 for the final 2 years of the programme. The replacement programme should continue as many of the old, and often obsolete, controllers are at key junctions in the network.

3.4. **Footways**

3.4.1. Category 1 and 2 footways cover those most heavily used, often in town and village centres. These footways have been successfully targeted and their condition continues to improve with no backlog.

3.4.2. Category 3 and 4 footways represent the majority of our footway network. These footways are not surveyed in a comprehensive or consistent way but we rely on regular inspections to identify defects. The list of required schemes has reduced in the last year suggesting there may be a small improvement in condition. 95 footway maintenance schemes will be carried out this year.

3.5. **Drainage**

3.5.1. There are not any formal condition surveys of highway drains. Overall condition is assessed from regular inspections. The identified schemes are a mixture of small scale local interventions and larger “catchment wide” projects. The drainage backlog has reduced slightly.

3.6. **Park & Ride Sites and Norwich Bus Station**

3.6.1. The service level on these sites is, to fully fund any urgent, essential or necessary works identified by NPS in their annual inspection. The requirements have been relatively small and all have been funded.

4. **Resource Implications**

4.1. **Finance** : There are no direct financial impacts of this report, but the report invites discussion of future budget needs and priorities.

4.2. **Staff** : None

4.3. **Property** : None

4.4. **IT** : None

5. **Other Implications**

5.1. **Legal Implications** : None

5.2. **Human Rights** : None

5.3. **Equality Impact Assessment (EqIA)** : A full programme of equality impact assessments has been carried out covering all Planning and Transportation activities. However, this report is not directly relevant to equality in that it is not making proposals which may have a direct impact on equality of access or outcome.

5.4. **Communications** :

6. **Section 17 – Crime and Disorder Act**

6.1. None

7. **Risk Implications/Assessment**

- 7.1. Funding allocations may be changed by government or the Council.
- 7.2. Inflationary pressures may not be fully funded reducing relative buying power.
- 7.3. Our relative performance in the national indicators impacts on the formulae for the structural maintenance allocation. The funding allocation is partly needs based reflecting condition according to the national indicator.
- 7.4. The relative risk regarding the ability to meet service levels is described in the appendix relating to each asset type.

8. **Alternative Options**

- 8.1. Members could seek additional funding to address the deterioration of the assets.
- 8.2. Members could consider reviewing the service levels in line with the budgets available.
- 8.3. Members could revise the suggested priorities.
- 8.4. Cheaper, short-term maintenance interventions could be employed to address the deterioration, but these are not suitable in all circumstances and are not likely to be value for money in the longer term.
- 8.5. All of these options are being considered as part of the Strategic Review of Services.

9. **Conclusion**

- 9.1. The overall condition of the highway network, as measured in the autumn of 2009, was relatively stable with some deterioration in the key cross country B & C routes and in the bridge stock. However, the impact of winter weather and the "Budget Need" in appendix 1 suggest some underlying weakness in the road condition.
- 9.2. Good targeting of low cost, early interventions of the A roads has shown a positive impact on these routes.
- 9.3. The net effect of the exceptionally bad winter in 2009/10 and the extra investment in highway maintenance in the summer of 2010 will not be clear until the roads are surveyed in the autumn of 2010.
- 9.4. The Strategic Review is looking into alternative approaches and will report later in 2010. The level of financial settlement from government is uncertain. Therefore it is difficult to recommend priorities for 2011/12 at this stage but the emphasis of any available funding should be towards maintaining the asset rather than adding to it through improvements.
- 9.5. The "Budget Need" referred to in the table in Appendix 1 is the sum of the current backlog and the anticipated deterioration in the year from life cycle modelling. It is unaffordable next year but is indicative of the overall need.
- 9.6. The current priorities agreed by Members in 2009 were:

- A roads – maintain current condition
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- Bridges – give priority to bridges on the HGV network
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Action Required

Members are asked to:

- (i) Comment on the report overall.
- (ii) Comment on retaining the 2009 priorities at this stage and the “Budget Need” for 2011/12.
- (iii) Support the Transport Asset Management Plan for 2010/11, for approval by Cabinet and the County Council.

Background Papers

Highway Asset Performance - Planning Transportation Environment and Waste Review Panel - 8 July 2009

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact Paul Elliott on 01603 222210 or textphone 0844 8008011 and we will do our best to help.

Overall – Summary table

	Backlog 2007-8	Backlog 2008-9		Budget 2009-10	Backlog 2009-10		Budget 2010-11	Budget Need 2011-12*
Asset type	£m	£m		£m	£m		£m	£m
A roads^	3.9	19.57		9.812	9.69		10.445	17.6
B roads	2.6	7.192		2.962	7.978		3.553	11.728
C roads^^	8.3	20.609		4.634**	21.403		6.849**	30.3
U roads	7.0	29.174		1.656 **	0***		3.593**	7.7
<i>Winter Damage Patching</i>							0.600	
Category 1 & 2 footways	0	0		0.89	0		0.629	0.6
Category 3 & 4 footways	3.5	4.698		3.085	3.331		3.209	3.331
Highway Maintenance	4.2	2.882		2.774	2.0		2.869	2.0
Drainage Improvement	32.6	34.52		0	33.044		0	0
Bridges Maintenance	0	0.428		1.02	3.15		0.76	4.885
Bridges Improvement	4.5	2.61		1.16	2.715		0.94	0.425
Traffic Signals	5.0	4.0		0.925	3		1	1
Park and Ride Sites	0	0		0	0		0.045	6
Area Manager Schemes	0	0		0.8	0		0.8	0.8
Traffic Management & Signs	0	0		0.33	0		0.33	0.33
Contingencies	0	0		0.95	0		1.125	1.375
Total	71.6	125.683		30.998	86.311		36.747	88.074

Notes

These figures are based upon the price base for each year, not a common price base. 2009/10 Backlog based upon 1-4-10 prices. The backlog figure refers to the end of year.

*Budget need is to recover service condition not just hold condition in year

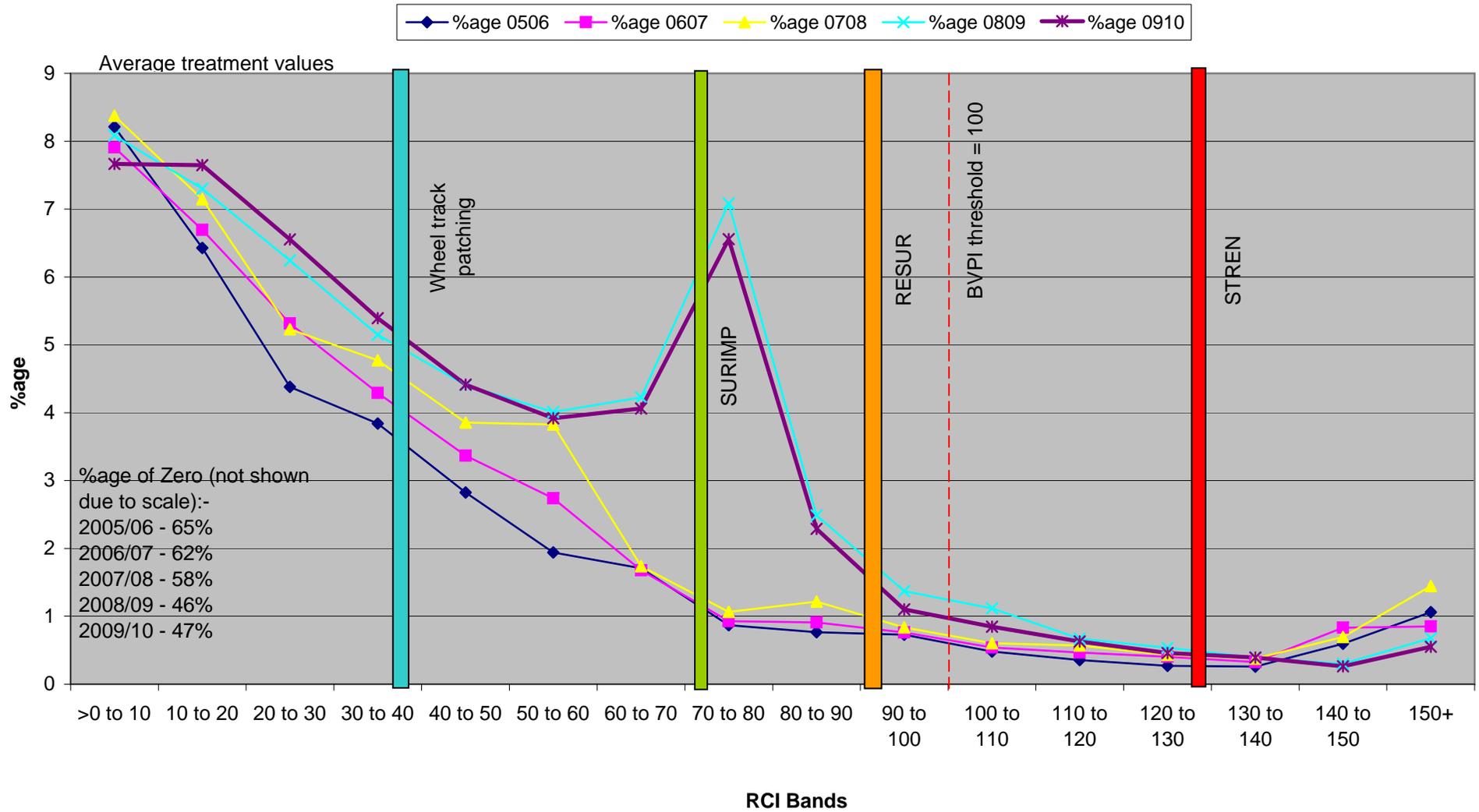
^Includes De-trunk funding of £4.42m on 2007-8, £1.21m in 2008-9 and £3.75m in 2009-10 note £3.5m will be granted for 2010-11)

^^Change in methodology in 2008/9 reporting to 100% of network (required 3-year survey data)

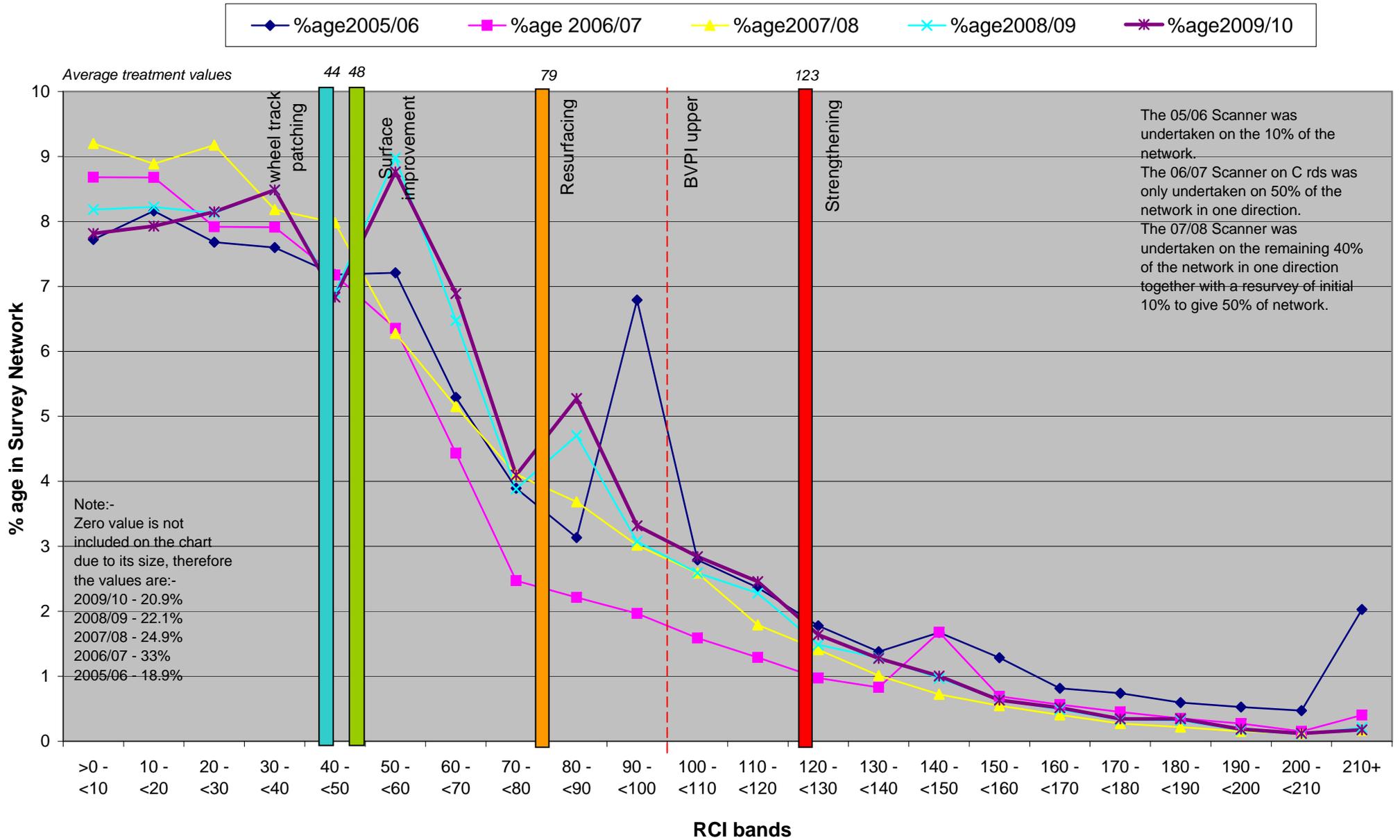
**These budgets were not ring-fenced in 2010-11 but shared across

***This movement is explained in 5.1.2 & 5.2.1

A rds Comparison of 2005/06, 2006/07, 2007/08, 2008/09 and 2009/10 Scanner results



Distribution graph from 05/06 to 09/10 Scanner C rds



Local bus service annual reliability and performance
April 2009 - March 2010

Report by the Director of Environment, Transport and Development

Summary

There were more than 29 million journeys made on buses in Norfolk during 2009/10, which represents a decrease of around 2.5% on 2008/9. This is most likely to be as a direct result of the economic downturn. There has been growth in Norfolk in recent years, due to the joint investments of the County Council and bus operators in services and associated infrastructure as well as the introduction of free concessionary travel. This is the first year Norfolk has reflected the national trend for bus use outside London, which has been falling over the past few years.

First's "Norwich" network performance in the last year has shown improvement over 2009 and has exceeded the targets set in the Joint Investment Plan. All five major operators' punctuality at start of route has shown an improvement over 2008 with no company falling below 80%, while performance at intermediate stops remains similar to 2008.

As usual, there was a dip in punctuality in the run up to Christmas. This is mainly due to increased traffic congestion in the city. The predominantly County Council funded traffic marshals to prevent queues from blocking car park entrances and junctions. This worked well ensuring punctuality and reliability were not too adversely affected. Over this period, there was congestion in King's Lynn made worse by the adverse weather-related conditions.

The County Council works closely with bus operators to drive up performance of their services. The use of voluntary agreements (e.g. Punctuality Improvement Partnerships and the Joint Investment Plan) is a valuable mechanism to maintain improving performance.

The County Council is expecting to spend around £5.3M subsidising bus services in 2010/11 (including around £2m for Norwich park and ride). A realistic choice of travel options is important for the communities of Norfolk, in particular where social exclusion and deprivation is a key factor. Any reduction in performance and reliability of public transport could have a negative effect on passenger numbers and ultimately may lead to service withdrawals and a smaller bus network. This could lead to pressure on the County Council to support bus services that are currently provided on a commercial basis.

The County Council's investment is part of our ongoing commitment to improve travel and transport to support residents, visitors and business across Norfolk. On an area-wide level, the County Council is working with partners and stakeholders to develop and implement transport measures to meet local needs through strategies such as the Norwich Area Transportation Strategy (NATS) and the King's Lynn Area Transport Strategy (KLATS).

Action Required

The Committee is invited to comment on the annual report.

1. **Background**

- 1.1. The local bus network in Norfolk is a mixture of commercial and subsidised services. Commercial services receive no financial support from the County Council. There are over 40 operators providing local bus services across the county. These range from small operators running one or two services or community buses, up to large national bus operators. This report contains information about the performance of the major five operators: Anglian Bus & Coach, First Eastern Counties, Konectbus, Norfolk Green and Sanders Coaches.
- 1.2. Bus operator performance is reviewed and discussed regularly with Members. There is a significant data set providing robust information within Norfolk, and in particular Norwich, that can be used to identify performance trends and measure progress. There have been improvements but we recognise that there is room for more progress towards better quality buses, increased punctuality and reliability in service delivery.
- 1.3. The reported national trend for bus use outside London has been falling over the past few years. However, there has been growth in Norfolk in recent years, most likely due to the County Council's investment in public transport and associated infrastructure and the introduction of free concessionary travel. There were more than 29 million journeys made on buses in Norfolk during 2009/10, which represents a decrease of around 2.5% on 2008/9. Given the inclement weather during December and February and the economic downturn, this figure is still a good achievement. Some routes continue to return year-on-year passenger growth on like-for-like services through a combination of fleet investment, attention to operational performance and marketing.
- 1.4. The County Council's investment is part of our ongoing commitment to improve travel and transport to support residents, visitors and business across Norfolk. On an area-wide level, the County Council is working with partners and stakeholders to develop and implement transport measures to meet local needs.

2. **County Council Monitoring and the BusNet system**

- 2.1. The County Council has invested over £1m since 2003/4, fitting over 350 buses with the BusNet satellite tracking system. The system enables the County Council to monitor bus movements across the network and identify improvement areas. Bus operators have direct links to the system so they can monitor their operations in real time, making proactive changes to help keep services "on time".

With active and efficient management control of vehicles, problems on route are identified and avoided by drivers taking remedial action via communications from bus companies' offices. Data gathered from the system is also used to review timetables and make changes that help to improve punctuality. Continued use of BusNet has delivered a sustained improvement in time keeping and this report shows generally improved punctuality in 2009/10.

- 2.2. The latest performance report from BusNet for the period up to March 2010 shows continued improvement and full details are given in Appendix A.

3. **Vehicles**

- 3.1. All buses must be low floor easy access compliant by 2017. The County Council is monitoring progress towards this target and specifies the requirement when tendering.
- 3.2. In February 2010, 82% of buses owned by the major companies met the low floor easy access requirement compared to 69% in 2009, 64% in 2008 and 54% in 2007.
- 3.3. The County Council is encouraging operators to reduce emissions from buses. In Castle Meadow, the low emission zone (LEZ) requires that buses should at least meet Euro 3 emissions standards. This is the first LEZ outside of London. The Air Quality Management Area (AQMA) in the Castle Meadow area appears to have improved overall as a result of the LEZ and investment by operators in cleaner buses, which has brought the added benefit of newer, low-floor vehicles.
- 3.4. In February 2010, 51% of buses owned by the major companies met the LEZ standard compared to 40% in 2009.

4. **Joint Investment Plan (JIP)**

- 4.1. The County Council, Norwich City Council and First signed a ground breaking investment plan in December 2007. This plan commits each party to certain actions which help with the continued improvement of bus services in the Norwich area. Norfolk is the only shire county to have such an agreement with a bus company. This demonstrates the excellent working relationship between the County Council and the bus company and the importance of passenger transport to the economic prosperity of Norfolk.
- 4.2. A working group involving representatives from each party meets on a regular basis to monitor progress against commitments and targets.
- 4.3. Since signing the JIP achievements include
 - Improvements in punctuality on the Norwich city services (as shown by the graphs in A.2 and A.3)
 - Improvements to bus priority at the junction of Grapes Hill and Dereham Road, Norwich
 - Replacement of older vehicles with newer vehicles on Norwich area service X2 and newer low floor vehicles on service 10.
- 4.4. During 2009/10 the following improvements have been made:
 - Newmarket Road bus lane extension
 - More vehicle replacements to reduce the average age of the fleet and increase the number of low floor easy access vehicles in operation
 - Changes to vehicle fleet to comply with air quality standards for the Castle Meadow Low Emission Zone
 - A total of £1.092M has been spent on bus related capital projects.

5. **Punctuality Improvement Partnerships (PIPs)**

5.1. The County Council has successfully introduced Punctuality Improvement Partnerships with major bus companies and a number of smaller companies. PIPs are a key tool for working with operators to improve and maintain punctuality and reliability of bus services. Norfolk is a leading authority in the development of PIP's. We have earned national recognition as being very proactive in this area and hold regular forums with operators which the Senior Traffic Commissioner has attended.

5.2. The PIP is a voluntary agreement and represents a "joint commitment to achieve continuous improvement in punctuality and overall reliability of bus services".

Under the terms of the agreement both parties agree to:

- monitor and collate information using BusNet to measure reliability against targets
- to jointly validate the data with on-road surveys where necessary
- to meet quarterly to identify trends and mutually agree actions to improve punctuality

Planned actions will result from the information gathered and include:

- identifying areas for bus priority measures
- revision of or recasting of timetables to improve punctuality and reliability, First are currently working with us to review running times of services in the Norwich area
- better communication of planned road works and closures across the network
- improved planning of engineering and staff resources

6. **Resource Implications**

6.1. **Finance** : Funding of over £1m has been provided through the capital programme for the BusNet system. The ongoing revenue costs for the system of £257K and are met by a 50:50 split between the County Council and bus operators. Staff resource has been met from the existing staff budgets in ETD. Any expansion of the system would usually be funded from the Integrated Transport Block funding through the Local Transport Plan. However with the current budget pressures opportunities for expansion may be limited in the future unless a good business case exists or alternative funding is provided.

The County Council is expecting to spend around £5.3M subsidising bus services in 2010/11 (including around £2m for Norwich Park and Ride). A realistic choice of travel options is important for the communities of Norfolk, in particular where social exclusion and deprivation is a key factor. Any reduction in performance and reliability of public transport could have a negative effect on passenger numbers and ultimately may lead to service withdrawals and a smaller network. This could lead to pressure on the County Council to support bus services that are currently provided on a commercial basis.

6.2. **Staff :**

a) The roll out of the BusNet project has reduced the need for intensive on-street surveys, although a limited amount still takes place. Resources were redirected to manage the BusNet system, monitor the development and management of the system and maximise the use of this asset. Staff use the system data on a daily basis to support their work in network planning and management, as well as responding to customer queries. This has enabled us to deliver a much broader transportation service as the data collected supports a range of other transport activities.

6.3. **Property :** There are no implications.

6.4. **IT :** Bus service registrations are managed by the County Council as the Local Transport Authority. The data that staff input from the registrations supports several activities including BusNet, the Traveline database and real time information screens. This data will be increasingly received by the authority in electronic format as Electronic Bus Service Registration (EBSR) is implemented to meet Department of Transport guidance.

7. **Other Implications**

7.1. **Legal Implications :** There are no implications.

7.2. **Human Rights :** There are no implications.

7.3. **Equality Impact Assessment (EqIA) :** Local bus services are exempt as under current legislation vehicles do not have to be fully accessible until 2017. However, we are working with operators to ensure low floor vehicles are provided before the 2017 deadline.

7.4. **Communications :** There are no implications.

7.5. **Health and safety implications :** There are no implications.

7.6. **Any other implications :** Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

8. **Section 17 – Crime and Disorder Act**

8.1. The local bus network helps to tackle social exclusion, and access to services enhances opportunities for people in employment and education.

9. **Risk Implications/Assessment**

9.1. The provision and performance of local bus services is very important for the Norfolk economy and our citizens. Supporting and enhancing public transport is therefore essential in meeting our targets set within the Local Transport Plan, new National Indicator targets and delivering on area transport strategies.

10. **Conclusion**

10.1. The performance data suggests that reliability and punctuality continues to improve and service standards have got better.

- 10.2. The BusNet system is providing robust data and provides a good platform for improvement of bus services in Norfolk and in particular our major urban areas.
- 10.3 The County Council is working collaboratively with bus operators to drive up performance and the use of voluntary agreements (e.g. Punctuality Improvement Partnerships and the Joint Investment plan). These are valuable mechanisms to maintain the momentum and consistent with the Coalition governments stance on making use of voluntary arrangements.
- 10.4 The County Council and bus operators recognise there is room for continued improvement and will keep working to improve timekeeping performance. We will also promote best practice amongst operators for the benefit of the travelling public.

Action Required

- (i) The Committee is invited to comment on the annual report.

Background Papers

None.

Officer Contact

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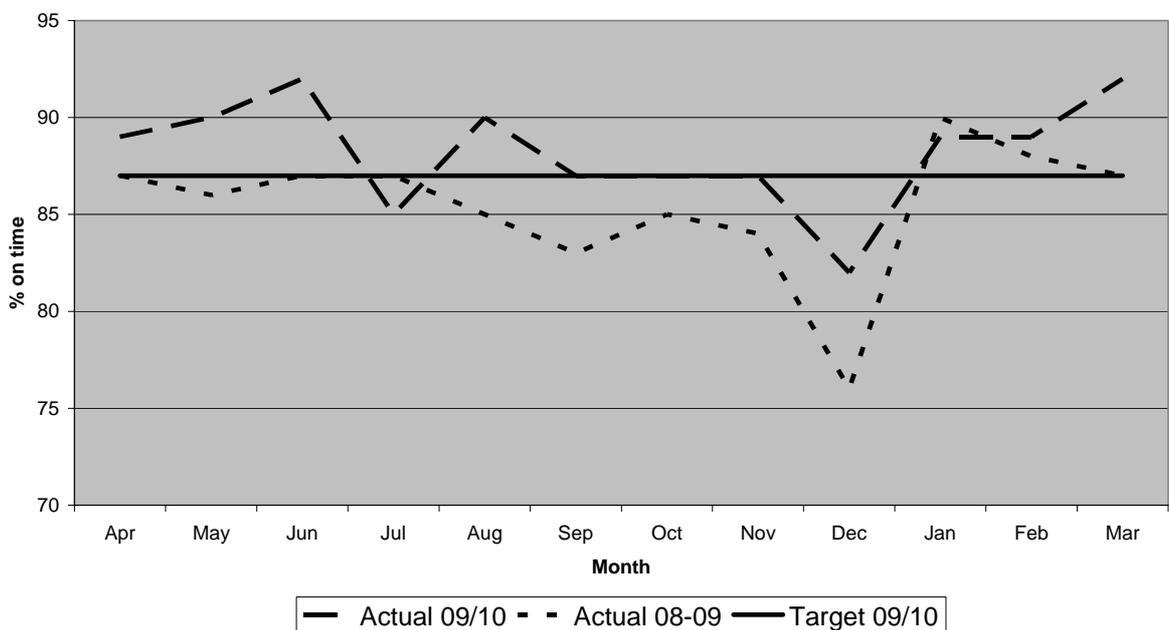
Appendix A

Bus service performance analysis and graphs

A.1 The performance of First city bus services in the Norwich area over the last year shows improvement over 2008 and has exceeded the targets set in the Joint Investment Plan. Both graphs show a dip in performance in July due to unplanned roadworks (collapsed sewer causing delays in Unthank Road and Chapelfield areas) and a dip in performance between December and February which was due to a combination of pre-Christmas traffic congestion and poor weather.

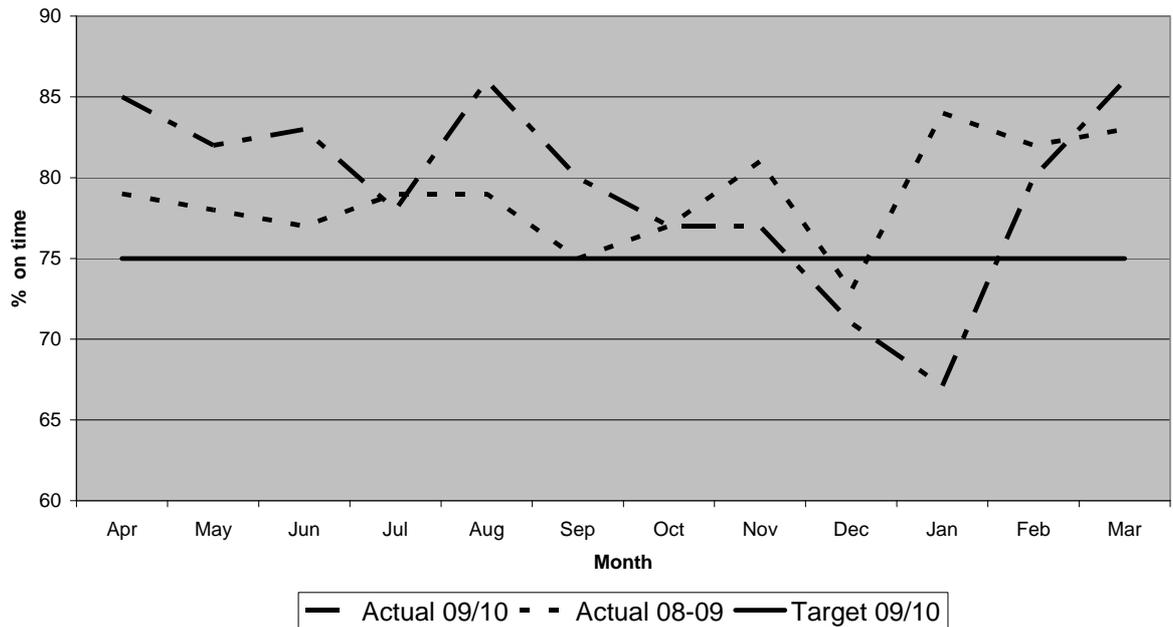
A.2

First city centre journeys starting on time



A.3

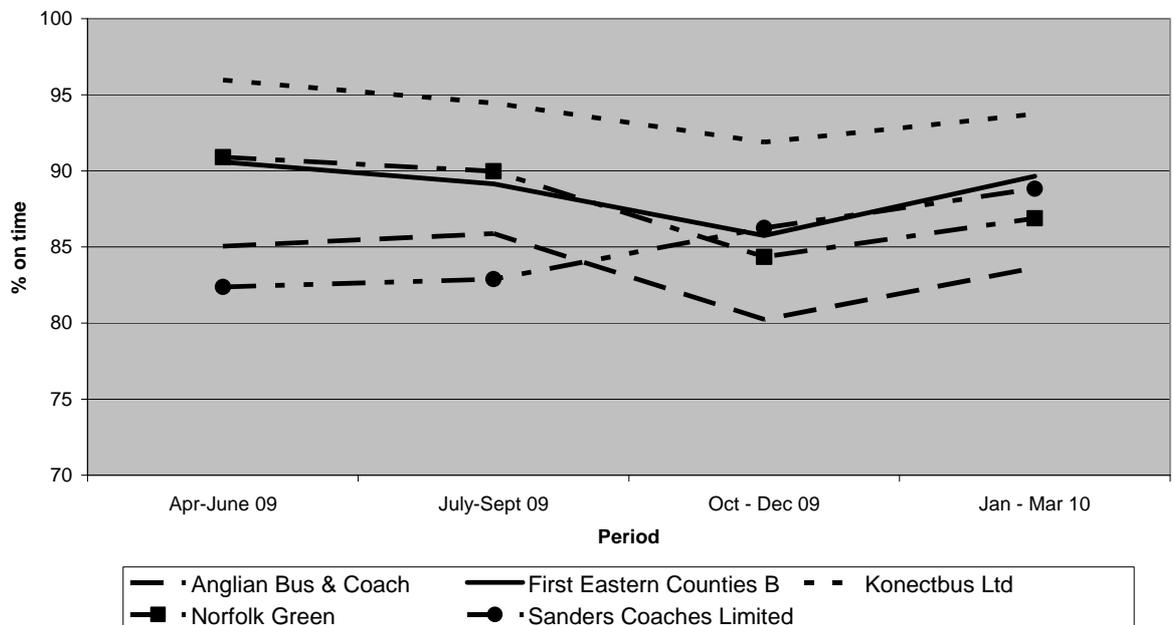
First city centre journeys on time at intermediate stops



A.4 The majority of journeys undertaken by the five major operators were monitored to assess punctuality of the Norfolk network between April 09 and March 10 inclusive. This enables us to confidently assess performance using hard evidence and identify trends.

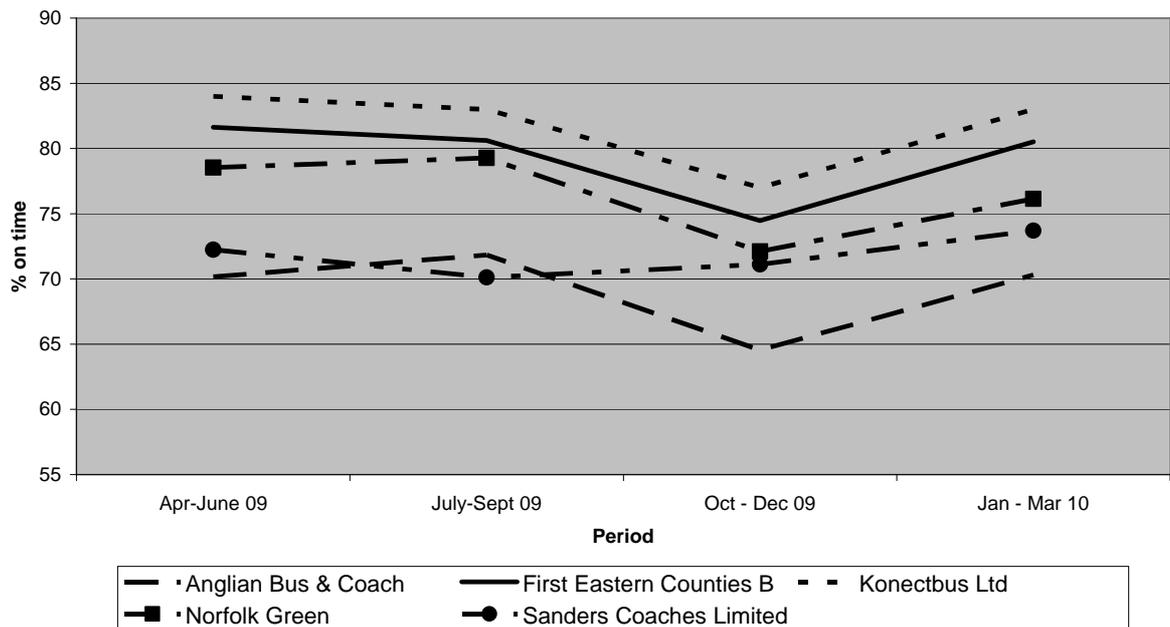
A.5

Bus services on time at start of route



A.6

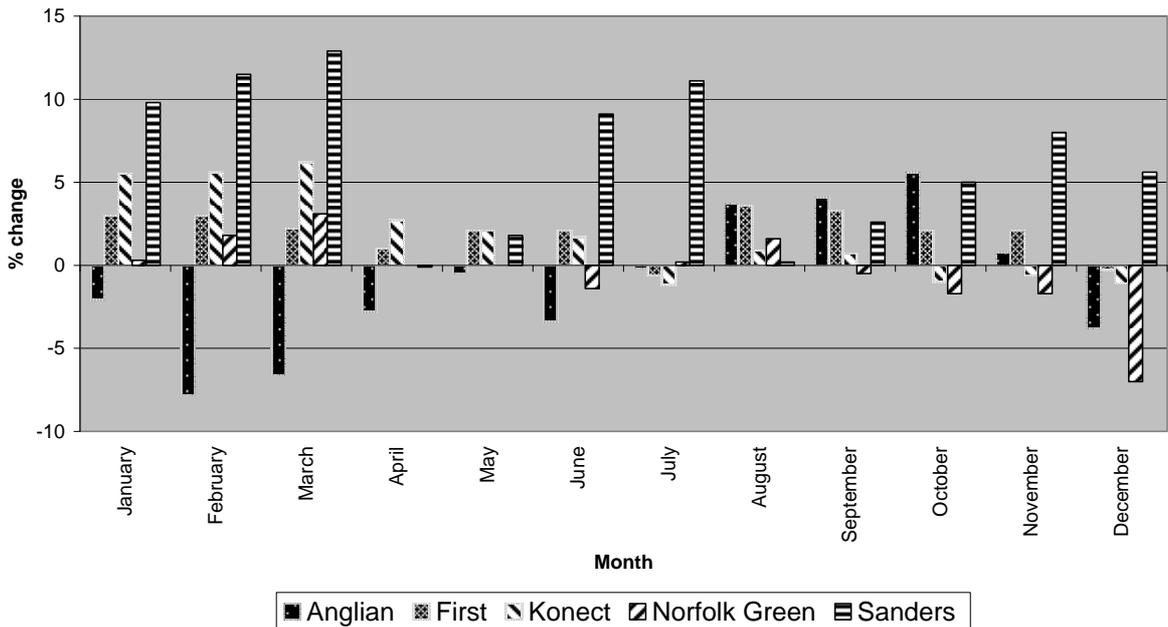
Bus services on time at intermediate stops



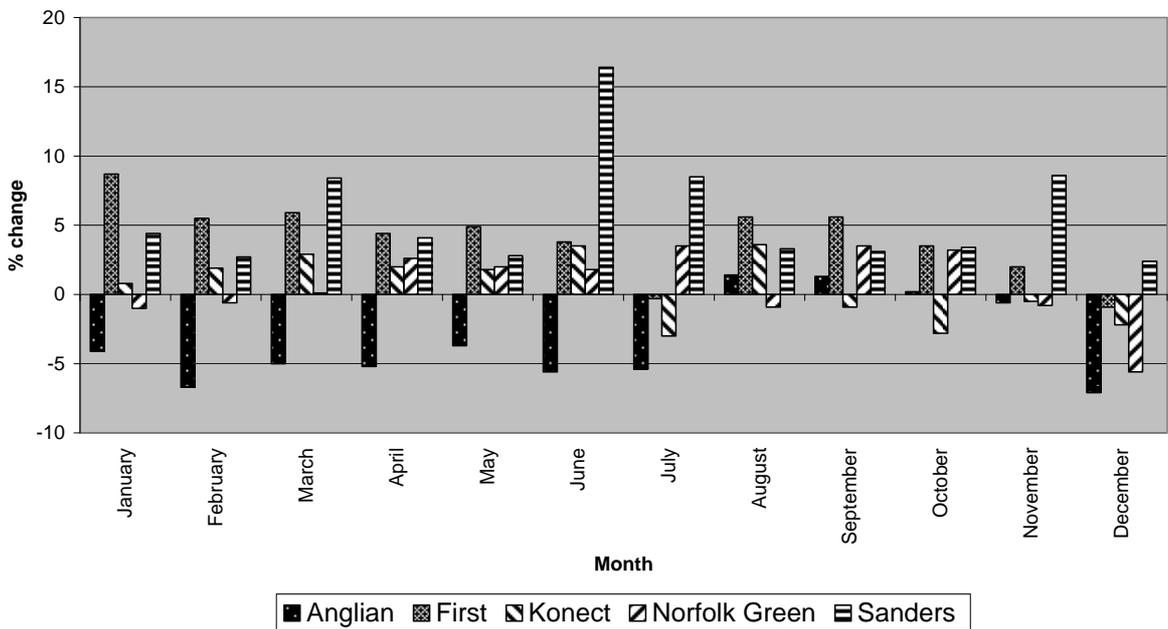
- A.7 Across all 5 operators, punctuality at start of route has shown an improvement over 2008 with no company falling below 80% while at intermediate stops performance remains similar to 2008.
- A.8 As usual there was a dip in punctuality in the run up to Christmas. This is mainly due to increased traffic congestion in the city and principal towns. For the run up to Christmas 2009, the County Council funded queue marshals in Norwich but not elsewhere to prevent traffic from blocking junctions and queuing back from car park entrance. This again worked well ensuring punctuality and reliability were not adversely affected.
- A.9 The performance during 2009 shows that overall punctuality was better than in 2008 although Anglian Bus & Coach in particular struggled at the start of the period to maintain the levels they had reached during 2007. When reviewing the graphs below it important to look at them in conjunction with the punctuality figures for 2009 as a dip in punctuality, whilst disappointing does not necessarily mean that the overall punctuality is poor.
- A.10 Major roadworks are being undertaken in King's Lynn as part of the growth funding package and the impacts are evidenced in Norfolk Green's performance. Although routes in King's Lynn are shared with First, the performance of Norfolk Green are more representative of traffic in King's Lynn as First have routes elsewhere in the county. The roadworks are continuing in the town throughout 2010 and further short-term falls in performance in King's Lynn can be expected as a result.

A.11

Change in punctuality at start of route (2009 compared to 2008)



Change in punctuality at intermediate stops (2009 compared to 2008)



A.12 The information captured by BusNet forms a reliable tool for operators to recast schedules (where appropriate) to improve punctuality and reliability.

A.13 Recent monitoring of bus services in Gloucestershire shows that overall the number of First buses is 88% on time at start of route and 78% at intermediate stops. In Thurrock 91% of buses were on time at the start of route and 83% at intermediate points. Performance from Nexus (Newcastle upon Tyne) indicated performance of 83% at the start of route and 82% at intermediate stops. These results indicate that although performance at the start of route is comparable, and in most cases better

than other areas, more work is needed on performance at intermediate stops.

- A.14 The County Council works closely with operators to drive up performance of their services. This has included regular reviews of punctuality, workshop sessions with operators to identify issues and possible ways these can be mitigated. Operators are taking a much stronger stance against drivers who run early and such behaviour is now recognised as unacceptable.

**The Wash Shoreline Management Plan and North
Norfolk Management Plan
(Hunstanton to Kelling)**

Report by the Director of Environment, Transport and Development

Summary

This report confirms that the final versions of The Wash and North Norfolk Shoreline Management Plans (SMPs) have adequately addressed concerns previously raised by this Council and that they should now be fully supported for adoption.

A Shoreline Management Plan (SMP) is a large-scale assessment of the risks associated with coastal processes and helps reduce these risks to people and the developed, historic and natural environments.

The Environment Agency (EA) has led the development of these plans in accordance with Defra guidance which are now subject to endorsement by partner authorities (including the County Council) prior to the EA approving them for publication to the Secretary of State.

Both SMPs have been unanimously agreed by the Elected Member Fora set up to oversee their production and have been endorsed by the Cabinets of North Norfolk District Council and the Borough Council of King's Lynn and West Norfolk.

Action Required

Members of this Panel are invited to consider and comment on the final version of the Shoreline Management Plans for The Wash and North Norfolk.

This Panel supports the recommendation for Cabinet to endorse both The Wash and North Norfolk Shoreline Management Plans for adoption by The Secretary of State.

1. Background

- 1.1. A Shoreline Management Plan (SMP) is a large-scale assessment of the risks associated with coastal processes and helps reduce these risks to people and the developed, historic and natural environments. Coastal processes include tidal patterns, wave height, wave direction and the movement of beach and seabed materials.
- 1.2. The lead organisation for developing these Shoreline Management Plans is the Environment Agency. The principles and processes guiding this work are set out in the Shoreline Management Plan guidance issued by Defra in March 2006. The Wash and North Norfolk Shoreline Management Plans were developed in accordance with the six stages identified in the guidance, within the timescales shown below. The publication of these Shoreline Management Plans marks the conclusion of Stage 5, in these processes.

- 1.3. Norfolk County Council, through Officer representation on Core Management Groups (CMG), and Member representation on Elected Members Fora (EMF), has worked closely with partners and stakeholders to ensure that policies for managing the coastline are guided by a set of principles agreed amongst all the organisations involved. Ultimately, the Plans seek to provide the optimum balance between these principles in the short, medium and long term; to find ways to manage coastal flood and erosion risk to achieve the best possible balance in protecting, people, property and wildlife.

1.4.	The Wash Shoreline Management Plan Stages	Timing
	Stage 1 Scoping and defining the Plan (Defining boundaries, collating data, developing governance).	March 2007 to June 2007
	Stage 2 Assessments to support policy development. (Analysis to generate the understanding of the project area required to develop an appropriate plan and associated policies).	April 2007 to April 2008
	Stage 3 Policy Development (Development and appraisal of options, confirmation and preparation of draft Shoreline Management Plan)	May 2008 to September 2009
	Stage 4 Public consultation (With all people and organisations who have an interest).	October 2009 to January 2010
	Stage 5 Finalise Plan (Review and incorporate consultation responses, preparation of action plan, preparation of final Shoreline Management Plan, adoption and approval).	January 2010 to August 2010
	Stage 6 Plan dissemination (Including monitoring and review).	From September 2010
1.4	North Norfolk Shoreline Management Plan Stages	Timing
	Stage 1 Scoping and defining the Plan (Defining boundaries, collating data, developing governance).	August 2007 to October 2007
	Stage 2 Assessments to support policy development. (Analysis to generate the understanding of the project area required to develop an appropriate plan and associated policies).	August 2007 to July 2008
	Stage 3 Policy Development (Development and appraisal of options, confirmation and preparation of draft Shoreline Management Plan)	July 2008 to June 2009
	Stage 4 Public consultation (With all people and organisations who have an interest).	July 2009 to November 2010

Stage 5 Finalise Plan (Review and incorporate consultation responses, preparation of action plan, preparation of final Shoreline Management Plan, adoption and approval).	December 2010 to August 2010
Stage 6 Plan dissemination (Including monitoring and review).	From September 2010

2. **Contents of Report**

- 2.1. A copy of both SMPs will be available in the Members' Room prior to the meeting.
- 2.2. Both The Wash SMP Elected Members Forum of the 26 March 2010 and North Norfolk SMP Elected Members Forum of 28 April 2010 unanimously agreed the contents of the proposed Plans and recommended, in light of adjustments made in response to the Consultation Exercise, that they be approved for adoption. Councillor Tony Wright represents Norfolk County Council on these Fora and was present at the meetings.
- 2.3. North Norfolk District Council's Cabinet have adopted the North Norfolk SMP (5 July 2010) and The Borough Council of King's Lynn and West Norfolk has adopted The Wash SMP (24 June 2010) and North Norfolk SMP (6 July). The Central Regional Flood Defence Committee (RFDC) at its meeting of 22 July is recommended to approve The Wash SMP and adopt the policies; and the Eastern RFDC, meeting on 9 July is recommended likewise for the North Norfolk SMP.
- 2.4. On matters of concern raised by Norfolk County Council, in its response to the consultation exercises for The Wash and North Norfolk, it can be confirmed that:
- Ambiguous phrases such as, "No regrets" have been removed from the Plans.
 - Implications and risks associated with flooding have been analysed and areas of uncertainty highlighted. The action plans include a specific programme of monitoring, consultation and studies to improve predictions of intertidal developments and understanding of the effect of foreshore loss on flood defences and habitats.
 - Within The Wash SMP, the area between Wolferton Creek and South Hunstanton is recognised as being both complex and sensitive, but the medium to long term solutions will be addressed through a process of co-operation between the partner organisations and all people and businesses with an interest in the area. This action is already underway and forms part of the Coastal Pathfinder programme.
 - Socio-economic factors are taken into account as part of the overall balance of sustainability.
 - Historic assets and defining their appropriate protection or mitigation will be fully explored as part of the action plans.
 - That reservations about the proposed pilot projects have been addressed satisfactorily, in light of local concerns raised.

3. **Resource Implications**

- 3.1. **Finance** : The preparation of these SMPs and consultation exercise are funded by the Environment Agency. Norfolk County Council does not contribute towards these costs. There are no direct financial implications for the Council in endorsing The Wash and North Norfolk Shoreline Management Plans. However implementing the final version of the SMPs may have, as yet unquantified, cost implications or benefits for this Council and its responsibilities.
- 3.2. **Staff** : No direct implications. Key aspects of the Action Plans will require input from Council officers as part of a collaborative approach to its delivery.
- 3.3. **Property** : None directly arising from the Action Plans.
- 3.4. **IT** : None

4. **Other Implications**

4.1. **Legal Implications :**

Endorsement of the Shoreline Management Plan will help the Council meet National Indicators relating to climate change adaptation and coastal and flood risk management.

4.2. **Human Rights** : None

4.3. **Equality Impact Assessment (EqIA) :**

Although it is not yet a statutory requirement of the Environment Agency to carry out an Equality Impact Assessment they utilise a 'Building Trust with Community' Toolkit which is applied as standard to all major exercises they consult on which ensures that consultation is transparent and inclusive. Application of this toolkit to the SMP consultation has meant that a stakeholder analysis has been carried out which was inclusive of local communities and key stakeholder meetings have been held, with those attending being identified through this analysis process. This process has included Local Authorities and Communication officers. This toolkit was applied from commencement of the exercise and will continue to do so throughout its 'life'. The Environment Agency has also voluntarily signed up to the national code of conduct for consultation.

The Environment Agency has issued this statement on this matter:

It is an essential part of engagement to ensure that everyone potentially affected, both directly and indirectly, feels involved in and informed of what is happening to their coast. It is vital that we secure maximum participation in the public consultation, and that we enable all those who want to be involved, to get involved through a method that is appropriate and relevant to them. As part of our stakeholder mapping in preparation for the public consultation and owing to the large geographical nature of this SMP, we used a professional communications research company to further map out the community, organisations and businesses. As part of this work we particularly looked at what strands of diversity needed particular care. Our research indicated that in our public consultation we needed to ensure that we consider age, faith, race, those who are less able, hard to reach communities (Travellers), second home owners and tourists.

With the information provided we will plan out our programme of publicity and engagement for the public consultation. Using our evaluations and feedback we will review mid-way through the consultation to make sure that we have a fully representative view from the broader community. Summary documents for this research are included.

In addition to our commitment to address equality and inclusion we must be transparent and accountable. Our communication must be transparent, its documentation robust and able to respond efficiently to requests under the Freedom of Information Act as well as independent inspection.

4.4. **Communications :**

The Environment Agency has prepared a Stakeholder Engagement Strategy to inform and direct this consultation exercise. Norfolk County Council, through The Wash and North Norfolk SMP Client Steering Groups were involved in helping to draw this strategy together.

4.5. **Health and safety implications :** None

4.6. **Any other implications :** Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

5. **Section 17 – Crime and Disorder Act**

5.1. Not applicable at this strategic level

6. **Risk Implications/Assessment**

6.1. No specific risk to the Norfolk County Council.

7. **Overview and Scrutiny Panel Comments**

7.1. The OSP considered The Wash draft SMP on the 6 January 2010 and the North Norfolk draft SMP on the 9 September 2009 and it can be confirmed that concerns raised at those meetings and subsequent Cabinet meetings on the 4 January 2010 and 9 November 2009 have now been properly addressed as confirmed under Item 2.3 in this report.

8. **Alternative Options**

8.1. The previous consultation exercise allowed this Council to help inform the final versions of these SMPs. However this Council has no statutory responsibilities with regard to preparing these SMPs, other than as a consultee, and could decide not to support its adoption.

9. **Conclusion**

9.1. The Environment Agency has considered all comments and formal responses made during the consultation period and as a consequence introduced a significant number of changes to the draft Plans previously presented to this Panel. These final versions of the SMPs seek to combine local solutions informed by local knowledge and offer a long term strategic vision for the coast and how best to plan over time for change. The timescales involved should allow sufficient time to grow understanding

and gradually adapt the way we view and manage coastal defences. The cyclical nature of reviewing and updating SMPs before they reach the end of the first epoch also ensures that the Plans will not run on into actions proposed for the medium to long term without subjecting these policies to further scrutiny and public consultation.

- 9.2. The Wash and North Norfolk Shoreline Management Plans provide an important link between national flood risk management policy and the new Lead Local Flood Authority role given to the County Council under the Flood and Water Management Act 2010.
- 9.3. The Wash and North Norfolk SMP Elected Members Fora, including Norfolk County Council representation, have unanimously agreed the contents of the proposed Plans and recommend, in light of adjustments made in response to the Consultation Exercise, that they be approved for adoption.

Action Required

- (i) Members of this Panel are invited to consider and comment on the final version of the Shoreline Management Plans for The Wash and North Norfolk.
- (ii) This Panel supports the recommendation for Cabinet to endorse both The Wash and North Norfolk Shoreline Management Plans for adoption by the Secretary of State.

Background Papers

Report and minutes of meeting of Cabinet held on 9 November 2009

Report and minutes of meeting of the Planning and Transportation, the Environment and Waste Overview and Scrutiny Panel held on 9 September 2009.

Report and minutes of Cabinet held on 4 January 2010

Report and minutes of meeting of the Planning and Transportation, the Environment and Waste Overview and Scrutiny Panel held on 6 January 2010.

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Civil Parking Enforcement

Report by the Director of Environment, Transport and Development

Summary

Since the end of last year, officers from Breckland, GYBC, BCKLWN, NNDC, SNDC and the County Council have been working together to develop the principle of an operational CPE model in which high level management would be a NCC responsibility (as the responsible local traffic authority as set out in para 1.1) with both enforcement and back office function delegated to partner district councils. CPE has already been introduced within Norwich and City Council officers have assisted with the proposals in an advisory capacity. Having considered options for the level of enforcement to be provided, a staff establishment of similar size to the present traffic warden service is put forward as the basis for developing more detailed operational proposals in conjunction with the district councils.

This paper provides Members with an update on work with the district councils to produce mutually acceptable frameworks and operational models for the introduction of CPE in Norfolk outside Norwich. Good progress has been made in establishing the principles of how CPE will operate in Norfolk, including agreement as to how the expected financial deficit could be mitigated in the short term. However, the business case continues to show an over-reliance on income from penalty charge notices which will need to be resolved in by developing action plans with each district council to increase on street revenues from other sources in order to move forward to a sustainable longer term solution.

Action Required

The Overview and Scrutiny Panel is asked to endorse:

- (i) the proposal to seek Cabinet approval to the submission of a draft application for the introduction of Civil Parking Enforcement across the remainder of Norfolk outside the City of Norwich.
- (ii) the principle of an operational model for CPE in which high level management is a NCC responsibility (as the local traffic authority with network management duties) with both enforcement and the back office delegated to district council partners, using the individual models outlined in section 4 of this report.
- (iii) the principle that we should seek to minimise the financial risk to councils by delivering on street enforcement to a level which is financially viable into the medium/long term.
- (iv) the delegation of the resolution of relevant issues to the Director of Environment, Transport and Development in consultation with the Cabinet Member for Travel and Transportation.

1. **Background**

- 1.1. The county council as local traffic authority has a network management duty under Part 2 of the Traffic Management Act 2004 (TMA) to secure the expeditious movement of traffic on its road network and to make arrangements as it considers appropriate for carrying out the action to be taken in performing that duty. This network duty cannot be delegated to district councils.
- 1.2. The Police have formally notified the county council of their intention to withdraw traffic wardens from parking enforcement activity in order to divert resource to other imperatives. Ultimately, the decision of the Police to withdraw would result in no planned enforcement by them of on-street parking restrictions, for example, double yellow lines, time limited parking bays, loading areas and disabled bays. Doing nothing in response to the Police proposal would not support the county council's responsibilities under TMA and would have serious implications for accessibility requirements, including emergency services and public transport. In the short-term therefore we are contributing £150,000 pa (approximately half the total cost) towards the continued operation of the existing traffic warden service.
- 1.3. In order to assist in meeting its TMA responsibilities, the county council has the power under Part 6 of the Act to introduce Civil Parking Enforcement (CPE) in Norfolk. Under CPE the enforcement of on-street restrictions ceases to be the responsibility of the Police (and their Traffic Wardens) and becomes the responsibility of the local traffic authority. The Police will remain responsible for endorsable traffic offences.
- 1.4. In two – tier authority areas, CPE can be operated directly by the County Council or by delegation to district councils, subject to the consent of the Department for Transport (DfT)/Secretary of State for Transport (SoS). Whilst enforcement operations may be carried out by district councils under an agency or service level agreement, those councils cannot themselves apply for CPE powers.
- 1.5. There is no legal authority to undertake CPE in Norfolk until the SoS has approved the enforcement arrangements and has made an Order under the TMA that designates the geographical area to which these arrangements will apply (i.e. Norfolk outside Norwich). Following DfT consideration, each Order must be advertised and approved by Parliament. Present indications are that 12 months should therefore be allowed between submission of the draft application and CPE implementation.
- 1.6. One of the aims of CPE is to introduce a common enforcement service for both on-street and off-street parking, for the convenience and ease of understanding for the motorist as well as more efficient operation. It enables Civil Enforcement Officers (CEO) to issue common Penalty Charge Notices (PCNs) and requires a Central Processing Unit to deal with parking queries and notice processing.
- 1.7. A main benefit of CPE is that the local traffic authority control of on-street parking can enable consistent, efficient and effective enforcement provision county – wide, thereby assisting the authority to use its network management duty in such a way as to focus on its key issues such as highway safety, public transport accessibility and local environment. Consequently, CPE allows the council to regulate on street parking more effectively for the benefit of business and the community and to introduce Traffic Orders that previously could not be considered because of a lack of

enforcement. More fundamentally, it ensures at least an essential level of enforcement, given the Police withdrawal.

- 1.8. Any on-street income generated from CPE either through Penalty Charge Notices (PCNs), pay and display or permit charging is retained and offset against the cost of the scheme and its ongoing enforcement. This does not affect the revenue generated through off-street car parks, which are owned by the district councils who will continue to exercise their own controls. In addition, where there is an operational surplus, this can be used to support parking operation and other transport initiatives. Under the current system of traffic warden enforcement, paid parking penalties go directly to the Treasury.
- 1.9. This paper updates on the negotiations that have taken place between the county and district councils, and recommends the preferred option developed by the CPE partnership board for parking enforcement operations before consideration by County Council Cabinet of an application to the SoS.

2. **CPE and Two-Tier Local Government**

- 2.1. The DfT has issued guidance for local authorities seeking to take on CPE. The guidance provides specific advice with regard to two-tier areas summarised as follows and which have been guiding principles in the partnership arrangements proposed:
 - i. It is important that there should be very close co-operation between districts and the county. The district might lead in preparing an application and under an agency agreement (or service level agreement) carry out enforcement on behalf of the county.
 - ii. The enforcement of off-street parking restrictions within Civil Enforcement Areas (CEA) reinforces the need for co-operation. The SoS is aware that in most areas with two-tiers of local government it is the district councils that own and operate local authority off-street car parks. Where these districts also act as agent for their county, there are likely to be significant efficiency gains in having a unified CPE operation for enforcing both on and off-street car parking. Unifying these enforcement operations will ensure that the new arrangements are easily understood by the public and will achieve operational cost-efficiencies and best value.
 - iii. In some areas of the country, the county council carries out on-street parking enforcement directly and districts enforce off-street parking. This approach is likely to be less cost effective and efficient than having one enforcing authority. County councils may wish to consider joint work with districts to carry out on-street enforcement under agency/service level agreements.
 - iv. The county council would need to indicate in its application to the SoS if it proposed to exclude some or all off-street car parks from the designation order and continue to use the Road Traffic Regulation Act 1984 (RTRA) legislation for off-street enforcement. The SoS will only consider allowing

this in very exceptional circumstances and recommends that a CPE application should be delayed if a district or borough is not prepared to include its off-street car parking within a CEA as they would prefer to see a uniform approach across the whole area so the public are not confused. Alternatively that district area should be excluded from the CPE application.

3. Parking Enforcement in Norfolk

- 3.1. In Norfolk there are variable levels of off-street parking provided by district councils. King's Lynn & West Norfolk and Great Yarmouth have substantial car parking operations, comprising both enforcement and back office provision and with differing charging mechanisms depending on location. North Norfolk and South Norfolk both operate pay and display car parks but without back offices. Breckland and Broadland have more limited provision which is generally free of charge.
- 3.2. As this project will benefit from partnership working with all the district councils within the county, a CPE project board has been established which includes representatives from the county and district councils and the police. This board discusses and agrees matters to progress the implementation of CPE in Norfolk.
- 3.3. As the local traffic authority, Norfolk County Council has a responsibility for CPE, both in respect of meeting its TMA duties and in furtherance of the use of appropriate and targeted parking enforcement as a tool for meeting its strategic transport objectives. It must submit the CPE application and should co-ordinate implementation to ensure that arrangements are in place for when the traffic warden service is withdrawn. It will be responsible for preparing the Annual Report and for managing the on-street parking account in order to achieve and maintain financial viability.
- 3.4. The Project Board has therefore endorsed the principle of an operational model for CPE in which high level management is a NCC responsibility (as the local traffic authority with network management duties) with both enforcement and the back office delegated to district council partners. It has also sought to minimise the financial risk to all councils by delivering on street enforcement to a level which is financially viable into the medium/long term.
- 3.5. The Board considered three possible ways to deliver county-wide parking enforcement in Norfolk:
 - i. Option 1 - agency agreements (AA) are established with the individual districts to operate parking enforcement
 - ii. Option 2 - service level agreements (SLA) are established with the individual districts to operate parking enforcement.
 - iii. Option 3 - the county council provides on-street enforcement within individual districts
- 3.6. **Option 1**

An Agency Agreement (AA) between the county council and a district council would delegate the CPE operation within that district to the district council. An on-street

parking account would need to be established for each agency, with income credited from penalty charges, pay and display and residents permits and with enforcement expenditure debited.

Agency agreements would also establish local responsibility and accountability for parking enforcement at a district level. Whilst on-street expenditure would be offset against on-street income across the whole CPE area, any on-street surplus would be ring-fenced for highways and transport related expenditure within the agent district areas on a pro-rata basis according to where it had been generated. Any on-street deficit would need to be made good by the county council.

Representations and appeals to issued PCNs will become the responsibility of the district council under delegated powers. This would require membership of the Traffic Penalty Tribunal (TPT, formally the National Parking Adjudication Service), which levies a charge, and two independent appeals officers employed by the district.

3.7. **Option 2**

A Service Level Agreement (SLA) between the county council and a district councils would specify the amount of on-street enforcement to be provided by the district and paid for by the county. Ideally this should be resourced by merging on and off-street enforcement duties rather than by providing dedicated staff.

Through the sharing of services, this approach would ensure efficient and effective parking enforcement and provide local synergy. Performance monitoring and management agreements would be needed as the financial risk for the on-street enforcement would rest with the county council.

Under a SLA, representations and appeals to PCNs will remain the responsibility of the county council as the highway authority.

3.8. **Option 3**

The county council directly provides on-street enforcement in the district area whilst the district council continues to operate to operate its off-street car parks separately. In this option, the county council could contract out the service to an external provider, could enter into a SLA with a neighbouring local authority, or could provide the service in-house.

Contracting out would require entering into a service contract with an outside contractor specialising in parking enforcement. The contract would need to be carefully performance managed to ensure that county and district transport priorities were met and over zealous enforcement practices were avoided. To be viable and cover any start-up and investment costs, it is usual for such a contract to be for a minimum of 5 years.

A county run on-street enforcement operation would not necessarily provide the integration of on and off-street parking preferred and recommended by the DfT unless the same service provider was used by both the district and county council (but contracted separately) and agreement could be reached on the shared use of staff for off and on-street enforcement.

4. **CPE Enforcement Proposal in Norfolk**

- 4.1. In general terms there appears to be agreement that a CPE enforcement regime managed by districts and/or the county council is likely to be more sensitive to local conditions than from an enforcement contractor and provide greater synergy between on and off-street parking enforcement. This would realise consequential economies of scale and is more likely to be viewed favourably by the SoS when considering the application for CPE. Following discussions with individual district council partners, however, different CPE enforcement models would appear to be most suitable for different districts in Norfolk.
- 4.2. Both King's Lynn & West Norfolk and Great Yarmouth favour agency agreements which would delegate CPE operation (including the back office function) and which would facilitate integrating existing off-street car park enforcement with on-street CEOs. A fundamental difference however is that Great Yarmouth already has pay and display parking which generates a healthy surplus, currently ring-fenced for transport related expenditure within the borough. King's Lynn & West Norfolk has indicated that it would not wish to pursue such provision at present. This means that the proposed King's Lynn & West Norfolk CPE agency is likely to show an on-street deficit. This is unlikely to be considered acceptable except as a short term expedient, if we are to achieve a sustainable and financially viable county-wide CPE operation .
- 4.3. In order to improve the financial viability of CPE we could look to redistribute part or all of the Great Yarmouth on street surplus across the county-wide on-street parking account, should this be necessary to prevent a deficit. This has been explored in detail with GYBC and agreement in principle appears achievable on condition that the introduction of on-street charges in other districts is considered as a future development.
- 4.4. South Norfolk District Council currently employs two off-street enforcement staff and currently favours devoting part of their time (at least 0.5 FTE) to on-street enforcement , which would be funded by the county council through a service level agreement. SNDC Cabinet approval is being sought for this proposal.
- 4.5. North Norfolk District Council currently procures off-street enforcement (and back office services) from NORSE but is reviewing this arrangement. It would be desirable for efficiency and public service reasons to provide a combined on and off-street enforcement service through CPE. This could be achieved through a SLA for on-street enforcement in North Norfolk between the county council and either NNDC or the district council's off street service provider.
- 4.6. Broadland and Breckland District Councils do not currently carry out off-street enforcement. There is therefore no scope to operate combined service delivery through CPE. Minimal on-street enforcement in these districts will have to be procured and paid for by the County Council, preferably through a SLA with a neighbouring authority. It is desirable for the reasons discussed above that Broadland and Breckland be provided with parking enforcement services by another council and both BCKLWN and GYBC are willing to develop this approach.

- 4.7. The CPE 'back office' or Central Processing Unit covers support functions for frontline patrol personnel. Tasks covered include administration, customer relations, PCN and permit processing, over the counter payments and in some instances CCTV control room. The driving factor in the size and resources required for a Central Processing Unit principally is the volume of PCNs issued.
- 4.8. Both King's Lynn & West Norfolk and Great Yarmouth District Council have existing CPU systems in place that currently operate similar functions to a CPU. These operations each currently process approximately 10,000 excess charge notices annually, associated with their off-street car parks. Current estimations for the number of on-street PCNs issued per annum in Norfolk is 25,000.
- 4.9. It is therefore proposed, in agreement with these councils, that these two existing CPU bases be utilised and expanded in order to process both on and off-street PCNs for all the districts in Norfolk under CPE.

5. **Resource Implications**

5.1. **Finance :**

- 5.1.1. There are financial implications resulting from the implementation of CPE, including ensuring the accuracy of Traffic Regulation Orders, legal and contractual procedures to be undertaken, equipment and software to be procured. Additionally, NCC currently contributes to the cost of maintaining the Police traffic warden service. There are currently both revenue (up to 2010/11 only) and capital (2010/11 and 2011/12) budgets for implementation. The current programme will require additional revenue funding for 2011/12.
- 5.1.2. An important issue to consider however is the financial viability of CPE in operation. The DfT states that a CPE operation must not be seen by councils as an income generator and should be set up as a customer focused rather than process driven service. While the aim is not to generate income, financial breakeven as a minimum is desirable to reduce long term financial dependency from other council funding streams
- 5.1.3. The current model is reliant on limited revenue opportunities generated from unpredictable levels of PCNs. Although the number of issued PCNs and therefore, the likely income that can be generated, is dependant on the number of deployed CEOs, an over presence of enforcement officers would lead to an inefficient parking operation. Therefore, it is prudent to adopt a conservative level of CEO deployment and associated PCN issue rate in a CPE financial mode
- 5.1.4. In developing the proposed operational structure for Norfolk, the project board has agreed that the level of enforcement should start at a relatively low level and be reviewed based on outcomes and final results in order to limit risk. This would allow a balanced and proportionate level of enforcement across the county applying the principles of reasonableness and fairness to meet the requirements of the TMA whilst minimising the risks
- 5.1.5. However, under this proposal the current CPE business case model still remains in operational deficit under this scenario when aggregated across the county, unless mitigated by utilising some of the surplus generated by on-street charging in Great

Yarmouth and which is currently ring-fenced for transport related expenditure in the Borough. Whilst this may well be an appropriate short-term expedient, work will need to be undertaken with the district councils to establish the most appropriate mechanisms to increase on street revenues from other sources in order to move forward to a sustainable longer term solution. Such mechanisms will need to include detailed consideration of introducing additional on-street charging, particularly in other areas in the county.

5.2. **Staff** : Staffing will be a key issue for the implementation of CPE. The operational models being agreed with district councils will not require the county council to employ any back office and enforcement staff (CEOs). We will however need to ensure these staff are trained to undertake CPE duties, including on-street enforcement. Upon implementation there will be a need for a county-wide parking manager function to monitor and ensure our statutory duties are discharged. This could be combined with an existing post.

5.3. **Property** : No requirements other than associated with the staff identified above.

5.4. **IT** : To function efficiently and economically a CPE scheme must base its administration and ticketing facilities on established hardware and software systems which, where appropriate, are compatible with other highways and traffic regulation management systems. For such systems to function at the peak efficiencies good telecommunication links are also necessary.

It is proposed that the CPE back office function should be undertaken by GYBC and BCKLWN. NCC will be responsible for the costs of converting the existing software to operate CPE, including on-street enforcement. NCC will also need to purchase hand held terminals for on-street enforcement staff.

The benefits to CPE operation of an ICT solution to the management of Traffic Regulation Orders are currently being investigated in detail and a business case is in development. The benefits of such a system expand beyond the CPE requirements.

6. **Other Implications**

6.1. **Legal Implications** : Although Civil Parking Enforcement is a discretionary power rather than a duty, the County Council as local traffic authority has a network management duty under Part 2 of the Traffic Management Act 2004 (TMA) to secure the expeditious movement of traffic on its road network and to make arrangements as it considers appropriate for carrying out the action to be taken in performing that duty.

Implementation of CPE will require a designation Order to be prepared and for a statutory Instrument to be signed by the Minister and laid before Parliament. This requires the County Council to have undertaken a review of all on-street Traffic Regulation Orders and to ensure that any inaccuracies have been resolved. This is currently being undertaken by means of on-street surveys and drafting of consolidation orders for each town and parish where there are waiting restrictions and/or parking orders

Agency and service level agreements with district councils will be needed for certain areas of CPE management and operations. Model documentation is available and will be developed with each district council where needed, subject to agreement being reached on the key issues.

- 6.2. **Equality Impact Assessment (EqIA)** : An detailed assessment of the changes (if any) considered likely to result from the introduction of CPE will be carried out. A preliminary assessment is that a more focussed and visible enforcement service should be beneficial, particularly for pedestrians and disabled drivers

It will be important to ensure however that, before the change to parking enforcement is implemented, all residents are made aware in advance so that they have the opportunity to discuss any issues or concerns with us, and also to make appropriate adjustments personally, for example considering their travel and parking arrangements. We will review our communication processes to enable improvements in approach to be identified.

- 6.3. **Communications** : An important part of the implementation of CPE will be how its proposals are communicated to the public. A Norfolk Citizens' Panel survey has been carried out to determine attitudes to parking enforcement. A draft communications strategy is now under development for consultation with local councils, businesses and other stakeholders and for ensuring that residents are kept informed of proposals as they are developed.
- 6.4. **Health and safety implications** : The better enforcement of waiting restrictions should make a positive contribution to road safety, particularly where the incidence of footway parking can be reduced.
- 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), there are no other implications to take into account.

7. **Section 17 – Crime and Disorder Act**

- 7.1. It is considered that the presence of identifiable uniformed personnel patrolling the streets during daytime, and in some locations up to the early hours of the morning, can arguably do much to increase the public's perception of safety and lead to a reduction in anti-social behaviour and opportunist crime. Whilst the overall level of on-street parking enforcement resource will not change significantly from that currently provided by the traffic wardens, its visibility should be increased particularly where the same enforcement staff undertake both on and off street enforcement duties in an area.

8. **Risk Implications/Assessment**

- 8.1. In developing the current business case model for CPE in Norfolk, care has been taken to limit risk. This has included:
- Defining core times for enforcement and ensuring enforcement is tightly controlled to fit with specific needs of localities
 - Endeavouring to maximise use of existing district parking enforcement to ensure synergy and economies of scale
 - Enforcement service provision is shared between neighbouring districts where appropriate
 - Appointment of some staff on temporary/casual contracts to enable a fast and flexible service, cost reductions and a dynamic service provision that can absorb seasonal demands
 - Utilisation of existing district back office and IT systems and expansion and upgrade of those that currently exist to provide an efficient and resilient county wide CPU.

- Inclusion in the model of a conservative level of issued PCNs that has been sensitivity tested.
- Ensuring that all district on-street costs are directly attributable to the scheme and will be covered by the county council where appropriate. District off-street revenue and costs will not be affected.
- Minimising any additional county council costs for strategic overview and management of CPE.

9. **Alternative Options**

- 9.1. The Police proposal to withdraw from traffic warden enforcement has required a CPE proposal to be developed. Do nothing would not meet the requirements of the Traffic Management Act 2004 and would have serious implications for accessibility requirements, including emergency services and public transport as well as reducing off-street parking revenues.
- 9.2. The effects of introducing CPE with a higher level of enforcement resources than currently provided by the traffic warden service was considered. Whilst ensuring a visible step change in enforcement presence across the county, it would significantly increase operational costs at the risk of over enforcement of traffic orders. This would result in an operational deficit from the outset and would be unlikely to achieve longer term financial viability.

10. **Conclusion**

- 10.1. The introduction of civil parking enforcement will be an important example of partnership working with the district councils in Norfolk and will enable parking strategies and policies to be introduced which better contribute to the achievement of strategic accessibility and sustainability objectives across the county.
- 10.2. Although final details are currently being ratified with each district council, individual operational models have been agreed in principle, as described in Section 4 of this report.

Action Required

The Overview and Scrutiny Panel is asked to endorse:

- (i) the proposal to seek Cabinet approval to the submission of a draft application for the introduction of Civil Parking Enforcement across the remainder of Norfolk outside the City of Norwich.
- (ii) the principle of an operational model for CPE in which high level management is a NCC responsibility (as the local traffic authority with network management duties) with both enforcement and the back office delegated to district council partners, using the individual models outlined in section 4 of this report.
- (iii) the principle that we should seek to minimise the financial risk to councils by delivering on street enforcement to a level which is financially viable into the medium/long term.

- (iv) the delegation of the resolution of relevant issues to the Director of Environment, Transport and Development in consultation with the Cabinet Member for Travel and Transport.

Background Papers

Report to PTEW Review Panel May 2008

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 and ask for Chris Kutesko or textphone 0344 800 8011 and we will do our best to help.

Environment, Transport and Development **Strategic Review**

Report by the Director of Environment, Transport and Development

Summary

The Norfolk Strategic Partnership is a key part of the Department's service delivery. It is a 10 year agreement with Mott Macdonald and May Gurney. The Partnership is based on a contractual arrangement between the County Council and the two partner organisations, which although in a legal sense does not form a partnership, is operated as one in order to maximise the benefit to the Council.

The option to exercise the 8 year break clause is contracted for 31 March 2012, and the department is now undertaking a review to determine whether the existing Partnership arrangement remains fit for purpose, continues to provide value for money and upholds the underlying principles laid out in the Norfolk Blueprint.

The Strategic Review, which is the department's review for transforming its services in line with the Norfolk Forward programme, will undertake three main stages:

- What services to deliver (including appropriate standards and service levels)?
- How to deliver these services (option appraisal)?
- Procurement of delivery arrangements (as needed).

This is governed through a cross-party Project Board.

This report updates the Panel on the scope of the Strategic Review, governance arrangements, key timescales and emerging proposals from workstreams.

Action Required

- (i) To provide any comments on the report and advise of any key issues that should be considered by the Strategic Review Board.
- (ii) To comment on Critical Success Factors to be included in the Strategic Outline Case.
- (iii) To offer any comments regarding latest developments within each of the Workstreams for consideration by the Strategic Review Board.
- (iv) To nominate 3 Members to each join Member advisory groups supporting the Board in looking at:
 - Management of the Public Rights Of Way network
 - Gypsy and Traveller services
 - Transport Capital and Maintenance Programme.

1. **Background**

- 1.1. The Council's existing Partnership with May Gurney and Mott MacDonald began in July 2004. The Partnership is based on a contractual arrangement between the County Council and the two partner organisations which although in a legal sense does not form a partnership, is operated as one in order to maximise the benefit to the Council.
- 1.2. This includes operating under an integrated organisational structure where senior representatives from the Partner organisations sit on the Executive Management Team for the service so that they can input to the strategic leadership and direction for the service. There are also a number of joint teams with Council staff co-located with Partner organisations (and vice versa). A process is also in place that enables efficiencies and innovative ways of working to be investigated and put in place. The partners are given financial incentives to produce results in this area and the process has consistently delivered over £1m each year.
- 1.3. The period of the contracts with May Gurney and Mott MacDonald is 10 years, with provision for break points at 5 and 8 years. Panel should note that changes in procurement law since the formation of the Partnership would now limit, unless exceptional circumstances prevailed, such an arrangement as currently structured to a four year term. A review of the Partnership was carried out in advance of the 5 year break point. This concluded the Partnership was performing well and resulted in a Cabinet decision not to terminate the contract but to develop a programme of improvements to incorporate into the existing contractual relationships.
- 1.4. The 8 year break point for the contracts will be in 2012. A decision on whether or not to terminate the contracts at this break point needs to be made around 2 years in advance. This is to allow sufficient time for any new procurement process to be completed, and new contractual arrangements set up before the existing contracts expire, should it be decided that any procurement is required.
- 1.5. Depending on the size of any procurement that may be required following the review, meeting the break clause deadline of March 2012 may be difficult. This is particularly true if the decision is to deliver a large number of services through one contract. To mitigate this, Cabinet have been invited at their July meeting, to agree to an extension of 6 months to the existing contracted break clause of 31 March 2012.
- 1.6. This is at a time when the Council, and the Department, is facing significant challenges including budget, service, performance and demographic pressures and in year grant reductions. These include the impact of the economic downturn on grant settlements from Government, landfill tax increases, the deterioration of the highway asset, delivering the growth agenda for Norfolk with sufficient infrastructure and increasing customer expectations.
- 1.7. The financial pressures facing the Council mean that there is a need to significantly reduce costs over the next three years. In addition, the Leader has set out a vision for the type of organisation the County Council should be. A corporate change

programme – called Norfolk Forward – has been put in place to take forward a programme of work to help us meet these challenges, and move towards the Leader’s vision. This programme includes the organisational review, and the acceleration of other areas of work already taking place e.g. the corporately run efficiency programme.

- 1.8. As part of Norfolk Forward, there is also a need for individual Departments to carry out appropriate service review and transformation to bring about change and modernisation. The ETD Strategic Review brings together the work needed to review the Partnership arrangements in advance of the 8 year break point, and Departmental input into Norfolk Forward, into one project.
- 1.9. Terms of Reference for this project, which have been agreed through the Project Board, are included in Appendix A.

2. **Structure of the Strategic Review**

- 2.1. To ensure all services are being considered accordingly, the review is being delivered through 10 individual workstreams. These are:
 1. Reviewing current practice for delivery arrangements
 2. Procurement
 3. Size and prioritisation of the capital programme
 4. Routine maintenance priorities and delivery
 5. Integrated waste
 6. Reshaping public transport delivery
 7. Norfolk development company
 8. Historic environment
 9. Environment operations and partnership
 10. Scope for joint working with Districts on Public Protection

A short update for each of these workstreams, including their scope, is included within Appendix B. The Board would welcome views from Panel Members. In particular, input would be welcome on:

- Management of the Public Rights Of Way network
- Gypsy and Traveller services
- Transport Capital and Maintenance Programmes

- 2.2. It is proposed to set up Member advisory groups for each of these. The groups are not expected to meet more than two or three times, but will provide a steer to officers looking at issues in these areas.
- 2.3. The Panel is invited to nominate 3 Members to join each of these groups.

3. **Strategic Outline Case**

- 3.1. A Strategic Outline Case (SOC) for the review and potential procurement is being developed, setting objectives for any future procurement requirements. Some of the elements set out within this document include:

- Strategic Context: this includes the needs of the business and why we are undergoing this service transformation process
- Current delivery arrangements: it outlines existing service delivery arrangements and the key benefits of doing this.
- Key determinants: for example Stakeholders; Risks; Scope; Constraints etc
- Options Appraisal: Outlines high level options that are available to be considered, including some broad analysis around benefits and dis-benefits of particular options.

3.2. A key element within the SOC are Critical Success Factors, which determine high level goals and aspirations that will assist in the measurement of success following implementation of the outcome of the review. These are underpinned by the Norfolk Blueprint as identified in the Leaders Cabinet report last September. The Critical Success Factors proposed are:

- Maximising service innovations and efficiency savings to drive down costs of managing the existing assets, and reduced unit cost of delivering services and capital works.
- Protection of the Council's statutory duties.
- Retain access to client side skills to manage contractors effectively.
- Maximising the usage, or realisation, of existing property and other assets. This will be considered in line with the Norfolk Forward Accommodation Strategy.
- Retaining the capability to deal effectively with severe winters.
- Flexibility to respond to the challenge of varying workloads. This will ensure that any upturn in financial support can be maximised with minimum effect and any downturn be managed as effectively as possible.
- Ensuring we have capability to deliver essential infrastructure for the County, if funding opportunities arise.
- Facilitating joint working with partner organisations and devolution of services where appropriate.
- Enabling good engagement with elected members, residents, businesses and district and parish councils.

For avoidance of doubt, these Critical Success Factors do not presume any particular balance of in-house or outsourced provision.

4. **Governance Arrangements**

4.1. The project is governed through a cross-party Project Board, which includes the following Members:

- Ian Mackie – Cabinet Member for Finance and Performance
- Bill Borrett – Cabinet Member for Corporate Affairs and Efficiency

- Adrian Gunson – Cabinet Member for Travel and Transport
- Ann Steward – Cabinet Member for Sustainable Development
- Alec Byrne – Acting Chair of the Planning, Transportation, Environment and Waste Overview and Scrutiny Panel
- Bev Spratt – Deputy Cabinet Member for Travel and Transport.
- James Joyce – Liberal Democrat Representative
- Andrew Boswell – Green Party Representative

The Board has met three times and is steering work within each of the workstreams.

4.2. The formal project structure is included within the attached Terms of Reference.

5. **Timescales**

5.1. How the Council will deliver key services undertaken within the Environment, Transport and Development department will be informed by the outcome of various benchmarking and service analysis that will be undertaken as part of the Strategic Review. However, by January 2011, the Council will need to decide between the two main procurement options:

1. To not exercise the right to break the contract at the year 8 break-point and offer the partners the opportunity to provide additional financial benefits to the Council; or
2. Reprocure new contracts under arrangements that will be identified through the review. The status of these contracts, including their size and scopes, will be determined as part of the review.

5.2. In broad terms, the timescales for this are as follows:

1. Aug '10 – Cabinet agree the Strategic Outline Case for the review, including any potential scope for services changes where appropriate.
2. Aug '10 to Dec '10 – In consultation with the Head of Procurement, the department will undertake, in parallel, the following activities:
 - a. Prepare for procurement. The department will consider the necessary process and all relevant information so that, should procurement be the preferred route agreed through Cabinet, the department is in a position to issue relevant notices at the earliest opportunity after the Cabinet decision.
 - b. Re - negotiate the terms of the existing contract with the Mott Macdonald and May Gurney. This will be undertaken with consideration of legal constraints around contract change imposed by EU procurement law.
3. Jan '11 – Cabinet to agree to the preferred option for delivering ETD services in the period up to 2014.

6. **Resource Implications**

- 6.1. **Finance** : There are no financial implications arising directly from this report. However, the strategic review project will require additional, expert resources including procurement, legal etc. The expected cost of these resources will be dependent on the agreed service delivery route and more detail will be provided at the next update report to Panel. ETD has made financial provision of £0.200m to meet additional procurement costs.
- 6.2. **Staff** : This review is considering all options around future delivery of services. In some cases this may impact on staff and full consideration for this will be given at the appropriate time. However, there are no staffing implications at this stage of the review.
- 6.3. **Property** : Since this review is considering all options around future delivery of services, there may be future implications around the current use of the estate. However, there are no known premises implications at this stage of the review.
- 6.4. **IT** : None

7. **Other Implications**

- 7.1. **Legal Implications** : Legal Services are fully engaged in this process and all Legal Implications will be considered at appropriate stages of the review.
- 7.2. **Human Rights** : N/A
- 7.3. **Equality Impact Assessment (EqIA)** : An Equality Impact Assessment for the Strategic Review, generally, has been carried out. It highlighted that as the Review covers a wide range of services, and is considering a number of different service delivery mechanisms, there is a need for further assessments to be carried out covering individual service areas so that potential impacts can be understood. These will be carried out as part of the Review. In the meantime, it is anticipated that the main impact of the review will potentially be on disability, as ETD services have a direct impact on accessibility and access through, for example, provision and maintenance of highway and transport infrastructure. The review could result in changes to existing service standards and provision, as well as increased opportunity to influence work carried out in local communities for example through the Highway and Community Rangers.
- 7.4. **Communications** : Full consideration of Communication is being considered within each of the workstreams. However, at this time there are no direct implications.
- 7.5. **Health and safety implications** : None
- 7.6. **Any other implications** : Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

8. **Section 17 – Crime and Disorder Act**

- 8.1. Consideration of this will be given through each individual workstream, with any impact being reported through the Strategic Review Project Board.

9. **Risk Implications/Assessment**

9.1. A risk register for the review has been developed and is monitored through the Project Board.

10. **Overview and Scrutiny Panel Comments**

10.1. N/A

11. **Alternative Options**

11.1. As the review develops, a wide range of options are being considered and appraised, which include various options around procurement.

12. **Conclusion**

12.1. The 8 year break point for the Norfolk Strategic Partnership contracts will be 31st March 2012. A decision on whether or not to terminate the contracts at this break point needs to be made in advance, to allow sufficient time for any new procurement process to be completed, and new contractual arrangements set up before the existing contracts expire, should it be decided that any procurement is required.

12.2. This is at a time when the Council, and the Department, is facing significant challenges including budget, service, performance and demographic pressures and as a result a review of all services and service standards is being undertaken to ensure all future service delivery is inline with Corporate objectives while continuing to deliver Value for Money.

12.3. The Environment, Transport and Development Strategic Review is therefore a major transformation programme that will shape services and service delivery over the long term.

Action Required

- (i) To provide any comments on the report and advise of any key issues that should be considered by the Strategic Review Board.
- (ii) To comment on Critical Success Factors to be included in the Strategic Outline Case.
- (iii) To offer any comments regarding latest developments within each of the Workstreams for consideration by the Strategic Review Board.
- (iv) To nominate 3 Members to each join Member advisory groups supporting the Board in looking at:
 - Management of the Public Rights Of Way network
 - Gypsy and Traveller services
 - Transport Capital and Maintenance Programme.

Background Papers

Cabinet: 12 July 2010 – Strategic Review

Officer Contact

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

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

Appendix A
Environment, Transport and Development Department Strategic Review
Terms of Reference

1.0 Introduction

- 1.1 The Council's existing Partnership with May Gurney and Mott MacDonald began in July 2004. The Partnership is based on a contractual arrangement between the County Council and the two partner organisations which although in a legal sense does not form a partnership, is operated as one in order to maximise the benefit to the Council.
- 1.2 This includes operating under an integrated organisational structure where senior representatives from the Partner organisations sit on the Executive Management Team for the service so that they can input to the strategic leadership and direction for the service, as well as joint team with Council staff co-located with Partner organisations (and vice versa). A process is also in place that enables efficiencies and innovate ways of work to be investigated and put in place. The partners are given financial incentives to produce results in this area and the process has consistently delivered over £1m each year.
- 1.3 The Partnership is the main vehicle through which the Environment, Transport and Development Department's services are delivered to the community, but does not cover all services (for example trading standards and waste disposal, where alternative contracts and arrangements are in place).
- 1.4 The period of the contracts with May Gurney and Mott MacDonald is 10 years, with provision for break points at 5 and 8 years. A review of the Partnership was carried out in advance of the 5 year break point, and resulted in a Cabinet decision not to terminate the contract but to develop a programme of improvements to incorporate into the existing contractual relationships.
- 1.5 The 8 year break point for the contracts will be in 2012. A decision on whether or not to terminate the contracts at this break point needs to be made around 2 years in advance. This is to allow sufficient time for any new procurement process to be completed, and new contractual arrangements set up before the existing contracts expire, should it be decided that any procurement is required.
- 1.6 This is at a time when the Council, and the Department, is facing significant challenges including significant budget, service, performance and demographic pressures. These include the impact of the economic downturn on grant settlements from Government, landfill tax increases, the deterioration of the highway asset, delivering the growth agenda for Norfolk with sufficient infrastructure and increasing customer expectations.
- 1.7 The financial pressures facing the Council mean that there is a need to significantly reduce costs over the next three years. In addition, the Leader has set out a vision for the type of organisation the County Council should be. A corporate change programme – called Norfolk Forward – has been put in place to take forward a programme of work to help us meet these challenges, and move towards the Leader's vision. This programme includes the organisational review, and the acceleration of other areas of work already taking place e.g. the corporately run efficiency programme.

1.8 As part of Norfolk Forward, there is also a need for individual Departments to carry out appropriate service review and transformation to bring about change and modernisation. The strategic project brings together the work needed to review the Partnership arrangements in advance of the 8 year break point, and Departmental input into Norfolk Forward, into one strategic review project.

2.0 **Scope of the Strategic Review**

2.1 The Strategic Review project will be operated in accordance with the Council's Project Management Guidelines and in consideration of the Corporate Commissioning Framework. These Terms of Reference will be used as a basis for a more detailed Project Initiation Document for the project.

2.2 The key principles set out in the Leader's vision for the Council will underpin the direction of the review. These are:-

- More devolved decision making
- More responsive public services
- More unified public services
- Greater independence and personal responsibility
- More efficient public services

2.3 The Strategic Review project will have three phases:-

- | | |
|---------|--|
| Phase 1 | What services to deliver (determine appropriate standards and service levels). |
| Phase 2 | How to deliver these services (option appraisal). |
| Phase 3 | Procurement of delivery arrangements (as needed). |

Risks and considerations for each phases will be detailed in the Project Initiation Document.

2.4 Work will be carried out through a series of work-streams, each led by a senior manager, which will form part of the project. The number and scope of the work-streams will be agreed by the Board.

2.5 It is not intended that the Review will look at every element of service delivery in the Environment, Transport and Development Department individually. For some major service areas, transformation or improvement programmes are already in place. The most significant of these is the Waste PFI. The Board will receive regular progress reports in order to consider the implications of the PFI on the Strategic Review. The Strategic Review will need to take account of these.

3.0 **Project structure and key roles**

3.1 The project structure is set out in Appendix A, along with a summary of roles and membership. The project structure will include:-

- Project Board (see 4.0 for details of arrangements)
- Project Team
- Workstreams
- Project Assurance Team

3.2 Key project roles will also be put in place as follows.

3.2.1 **Project Sponsor** : The Project Sponsor will be Mike Jackson, Director of Environment, Transport and development. The Project Sponsor has overall responsibility for the delivery of the project.

3.2.2 **Project Manager** : The Project Manager will be Simon Smith, Finance Business Partner. The Project Manager has responsibility to ensure the project objectives are delivered.

4.0 Project Board Arrangements

4.1 Role of the Board

4.1.1 The role of the Project Board is to:

- Oversee the project, including agreeing these terms of reference.
- Provide strategic direction for project, including agreeing scoping documents for workstreams.
- Receive updates from key officers.
- Formulate recommendations for submission to Committee (see 4.4.2 below).

4.1.2 If procurement is needed to implement Phase 3 of the project, it is anticipated that this Board would form the basis of the Procurement Board.

4.2 Membership and Chairperson

4.2.1 The Project Board will be made up of 8 County Councillors – 6 Conservative, 1 Liberal Democrat and 1 Green. Representatives will be as agreed by individual parties.

4.2.2 The Chairperson will be elected by the Board members at the first Board meeting.

4.3 Meetings and papers

4.3.1 Board meetings will be held monthly during phase 1 and 2 of the project, with dates of meetings agreed by the Board. Frequency of meetings for phase 3 will be agreed by the Board.

4.3.2 An agenda and papers will be distributed in advance of each meeting. Agenda items for future meetings will be agreed by the Board at the previous meeting where possible, but noting that it may be necessary for the Project Sponsor/Project Manager to add additional items on the agenda, for example when urgent issues arise or to ensure the timetable can be achieved.

4.4 Decision making for the Strategic Review

4.4.1 The role of the Board is advisory. Decisions at key stages of the project will be made by the relevant committees in accordance with the requirements of the Council's Constitution and democratic processes. Board decisions will be made by voting at Board meetings where, in the event of a tie, the Chairman will have the deciding vote.

4.4.2 Draft committee reports will be brought to the Board for discussion in advance of consideration by any committee. It is anticipated that recommendations included in Committee reports will be agreed in advance by the Board, and be presented to Committees as recommendations from the Board. However, in some circumstances the Board may feel it is appropriate include information on their views in Committee reports instead of endorsing recommendations.

4.5 **Attendance at meetings**

4.5.1 The Board meetings will be attended by the Board Members (as agreed by relevant parties). The Project Sponsor, Project Manager, Head of Procurement and the Support Manager from the Environment, Transport and Development Department will attend all Board meetings to support the Board. The Board may also invite others to attend specific meetings, including specialists, for specific agenda items.

5.0 **Timetable**

5.1 The Strategic Review Project will be carried out in accordance with an agreed timetable.

6.0 **Resources**

6.1 Resources from across the department and shared services will be utilised to ensure the project can be completed in accordance with the above timescales.

Project Structure

Role

Membership

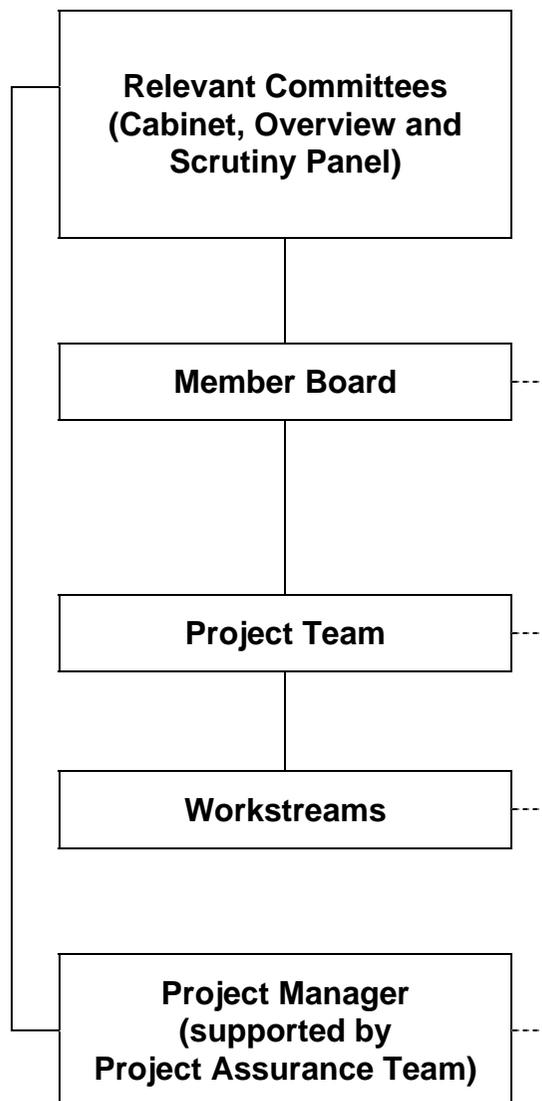
- Decisions (in accordance with the requirements of the Council's Constitution and Democratic Processes).
- Receive updates and briefings.

- Oversee the project, including agreeing terms of reference.
- Provide strategic direction for project.
- Receive updates.
- Formulate recommendations for submission to Committee.

- Monitors all parts of the project.

- Carry out detailed work, as defined by individual scoping documents.

- Co-ordinate workstreams.
- Timetables and key project documentation.
- Monitors project risks and ensures an acceptable solution is being developed and that the business case is being adhered to.



Waste PFI Procurement Team will provide update reports to the Strategic Review Member Board.

8 County Councillors - 6 Conservative, 1 Green and 1 Liberal Democrat.
Board supported by the Project Sponsor and Project Manager and Head of Procurement.

Environment, Transport and Development Departmental Management Team
Chaired by the Director of Environment, Transport and Development (Project Sponsor)

Each workstream will be led by a senior manager in the Council.

Project Assurance Team consists of officers from the Council's support services including, Finance, HR, Legal etc. Other expert, insurance and technical consultants will be used as required.

Strategic Review – Workstream updates

Workstream 1	Reviewing current practice for delivery arrangements
Scope	
<p>This project will assess the performance of services across the department using a variety of methods including benchmarking. Particular emphasis will be made on financial benchmarking of costs associated with the Norfolk Strategic Partnership to determine whether the existing arrangement continues to provide Value For Money.</p>	
Current Position	
<ul style="list-style-type: none"> • Information obtained from other Local Authorities on service delivery methodology to be reviewed. High performing LA's to be contacted by workstream leads where appropriate. • Benchmark financial data, in particular schedules of rates used within the Norfolk Strategic Partnership 	
Workstream 2	Procurement
Scope	
<p>To determine and consider options of future delivery of services and consider the necessary contractual arrangements that will be required across the workstreams, in particular any areas that may be subject to externalisation or variations to existing contracts.</p>	
Current Position	
<ul style="list-style-type: none"> • Other Local Authorities have been surveyed to identify service delivery methods which are currently in place. High performing Local Authority will be contacted by workstream leads where appropriate. • At the July meeting, Cabinet were invited to extend the current contractual 'break point' to reduce risks associated with insufficient time to meet any future procurement processes. • A Strategic Outline Case (SOC) for the review and potential procurement is being developed. 	
Workstream 3	Size and prioritisation of the capital programme
Scope	
<p>The project will review existing allocations of capital funds and the future basis on which these will be prioritised, including treatment standards adopted across the Highways asset. The review will also include an assessment into</p>	

how new sources of funding can be successfully identified and secured..	
Current Position	
<ul style="list-style-type: none"> • Exploring alternative funding opportunities, and likely levels of future funding. • Reviewing the current method of prioritisation of work, standards and alternative solutions to improvements and existing assets 	
Workstream 4	Routine maintenance priorities and delivery
Scope	
<p>The workstream will explore scope for alternative ways to deliver routine maintenance functions, including greater joined up working practices with various stakeholders. This will include a review of funding allocations across the services.</p> <p>The workstream will consider scope to combine district and county council work on street scene activities, or other forms of joint working, to achieve economies including a potential trial in Great Yarmouth. The extent of this element of the work will depend on whether we receive Regional Improvement and Efficiency Partnerships (RIEP) funding.</p>	
Current Position	
<ul style="list-style-type: none"> • Roll out of Highways and Community Rangers following the successful pilot in South Norfolk. • Consideration to combine District and County street scene activities through a pilot in Great Yarmouth (subject to external funding). • Review of current standards and response times to maintenance work, including winter services, to ensure greater efficiency and effectiveness. 	
Workstream 5	Integrated Waste
Scope	
<p>To prioritise, evaluate and implement opportunities for cash savings through integrating waste functions within public services in Norfolk, including consideration of a new recycling Centre strategy.</p>	
Current Position	
<ul style="list-style-type: none"> • A number of options are being explored including removing some recycling services such as paint disposal and the hazardous waste amnesty • Continuing to review Household Waste Recycling Centre's alongside alternative solutions such as potential provision of Mobile Recycling Centres 	

Workstream 6	Reshaping Public Transport Delivery
Scope	
<p>This project will review current Public Transport provision across the County and assess whether the individual service elements continue to be fit for purpose. In particular, this project will consider any opportunities to accelerate Demand Responsive Transport (DRT) within the County, options around future Park and Ride services and explore opportunities to identify any areas that could become commercial operations including what, if any, investment would be needed to achieve this.</p>	
Current Position	
<ul style="list-style-type: none"> • Reviewing Local Bus Services, including identifying those with potential to become commercially viable • Park and Ride looking at a range of options including level of on-site management, service frequency and fares • Identifying areas where Demand Responsive Transport services could replace conventional subsidised services 	
Workstream 7	Norfolk Development Company
Scope	
<p>This project will look at how Economic Development and Strategy could be managed across Norfolk and consider any benefits for the County in adopting a more integrated approach.</p>	
Current Position	
<ul style="list-style-type: none"> • Initial meeting of Council Leaders held. Follow-up discussions with individual councils in-hand. 	
Workstream 8	Historic Environment
Scope	
<p>A single integrated Historic Environment (HE) service in Environment Transport & Development has already been established. The proposal of a combined service will be reviewed to examine the context of local authority HE services in Norfolk and the future priorities for service improvements and on-going efficiencies, including relationships with Norfolk's building conservation trusts.</p>	

Current Position	
<ul style="list-style-type: none"> • A range of options for closer joint working with District Council for Historic Buildings work is being explored. • Income generation and establishing the most efficient way to work with existing trusts are also under review. 	
Workstream 9 Environment Operations and Partnership	
Scope	
To review income generation and the prioritisation of resources into the development, and maintenance of the environment operations and partnership work.	
Current Position	
<ul style="list-style-type: none"> • Reviewing service standards and any potential future funding streams. • Consideration is being given to the possibility of increased joint working with key partners. 	
Workstream 10 Scope for Joint Working with Districts on Public Protection	
Scope	
<p>This will be subject to an understanding of issues that create opportunity to improve through increased resilience, reduced cost and better service with easier access arrangements. These will build on existing arrangements or develop new areas of collaboration between the services of Public Protection to better meet the needs of Norfolk citizens and businesses.</p> <ul style="list-style-type: none"> • Review of potential for shared or collaborative arrangements for regulatory functions. • Continue to develop Energy Planning collaboration – particularly on areas involving community resilience. • Strengthening collaboration on strategic planning across Norfolk. • Develop proposals for civil parking across Norfolk 	
Current Position	
<ul style="list-style-type: none"> • Review of potential for shared or collaborative arrangements for regulatory functions. • Continue to develop EP collaboration – particularly on areas involving community resilience. • Strengthening collaboration on strategic planning across Norfolk. • Develop proposals for civil parking across Norfolk 	

Concessionary Bus Travel

Report by the Director of Environment, Transport and Development

Summary

The English National Concessionary travel scheme provides free travel for around 150,000 Norfolk residents who qualify on the basis of age or disability. The scheme is currently administered by district councils and funded by central government. The Labour government passed legislation which will transfer this responsibility to upper tier authorities from April 2011. The Coalition Government has given no indication that they intend to stop this transfer, nor have they made a statement about continuing or varying the current scheme.

Although the Government could fundamentally change the parameters of the concessions scheme, we still need to continue to prepare for the transfer on the assumption that it will not change, so “doing nothing” is not an option. We are required by 1 December 2010, to publish a draft scheme for concessionary travel to bus operators detailing how they will be reimbursed for allowing free travel.

A number of options have been investigated. This includes undertaking the work ourselves, commissioning the service from external providers and working with other local authorities. Our current thinking is that a mix of these options will enable us to deliver the service in the most efficient way, minimise risks, reduce any potential for negative impact on customers and help to control cost.

The scheme currently costs around £10m a year in reimbursements to operators plus around £150k in other costs. Appendix A sets out concessionary travel use and expenditure in Norfolk. Whilst the number of pass holders will reduce in coming years as the minimum age for eligibility is set to rise from 60 to 65 to bring it in line with state pensions, the rising age of Norfolk’s population will offset this to some degree.

We have received no detail regarding the level of funding that will transfer to the Council and expect a consultation in July. We need to define a scheme in December that as far as practicable, fits the budget we are allocated. This may mean some restrictions on the current scheme. Members views on this aspect would be particularly welcome.

Decisions on how the concession scheme operates can have huge impacts on the public transport network and bus operators. Whilst we recognise the current difficulties associated with the transfer of the duty, managing this Concession Travel Scheme sits well with the rest of our strategic transport responsibilities and it is helpful, in principle, to have to take the duty on.

Action required

Members are asked to consider the information and offer their views on concessionary travel in Norfolk.

1. **Background**

- 1.1. In April 2008 an English National Concessionary Travel scheme was introduced which provides free travel across England for disabled passengers and those aged 60 and over. The scheme provides for a minimum free travel concession between 0930 and 2300 Monday to Friday, and all times at weekends and bank holidays. Local enhancements can be offered by top-up funding through the Travel Concession Authority (these are described at 2.4)
- 1.2. Concessionary travel is currently administered by the seven Norfolk district councils. The Labour Government passed legislation during 2009/10 that passed this responsibility to upper tier authorities. The Coalition Government has given no indication that it will stop this process and the County has a statutory responsibility to deliver a Travel Concession Scheme from 1 April 2011.
- 1.3. The current cost of the scheme in Norfolk is in excess of £10m. This includes the cost of reimbursing operators and administering the scheme. The underlying premise of the scheme is that bus operators are no better or worse off as a result of the scheme. The funding is in effect a subsidy to the passenger who often has a choice over which bus service they will use (including significant parts of Norfolk).
- 1.4. The County Council will be responsible for issuing passes to eligible Norfolk residents and for the costs of concessionary travel for any journey that starts in Norfolk irrespective of where the pass holder holds a permanent address.
- 1.5. From April 2010 the minimum age of eligibility changed and will rise incrementally to 65 by 2020 to bring bus pass eligibility in line with state pensions.
- 1.6. Since the national scheme was introduced in 2008 the number of passes in circulation in Norfolk has risen by around 50%, but the rate of increase is now much lower.

2. **Current Arrangements**

- 2.1. At present Norwich City Council oversee the administration for concessionary fares on behalf of the seven district councils.
- 2.2. There are a number of different tasks which form part of the responsibility for concessionary fares. These are
 - determining the scheme that is offered to pass holders
 - dealing with applications for passes
 - issuing passes
 - maintaining a database of passholders
 - funding the scheme
 - dealing with operator claims and queries.
- 2.3. The district councils have joint contracts with suppliers as follows:
 - for the administration of the scheme
 - issuing of passes

- maintenance of a database for customers.

The joint annual cost of these contracts in 2008/9 was £153,432. This also allowed for costs associated with appeals made by operators who felt the scheme was unfair due to increases in their costs, usually by running extra vehicles to meet demand for more journeys.

2.4. The district councils currently determine what concessions are offered to passholders on an annual basis. Each district within Norfolk currently offers discretionary free travel over and above the statutory minimum as follows:

- between 0830 and 0930 for all pass holders
- at any time for those who are registered as blind
- allowing a companion to travel with disabled passengers who are unable to travel unaccompanied

In addition to the discretionary elements above they also offer the following enhancements

- free travel on registered local bus services which require pre-booking of seats such as flexibuses.
- Free travel after 0930 on Norwich Park and Ride (level is capped by Districts)

3. **Future Arrangements**

3.1. We need to decide what we will offer to residents through the concessionary travel scheme and how it will administer it. Until Government indicates its view on the overall scheme, decides on how the funding mechanism will operate, and confirms the funding allocation, we cannot offer firm recommendations on these matters.

3.2. We need to define a scheme on 1 December that as far as practicable, fits the budget we are allocated. We may need to decide how to amend the scheme to make it affordable within the financial envelope set, or members may need to decide if they would want to divert resources to fill any gap.

3.3. Until we receive further guidance, we are reviewing the options for delivery of the elements described in 2.3 above. We will bring further information and a recommendation about the service delivery elements to Members in September.

3.4. Decisions on how the concession scheme operates can have huge impacts on the public transport networks and bus operators, Whilst we recognise the current uncertainties associated with the transfer of the duty, managing this Concession Travel Scheme sits very well with the rest of our strategic transport responsibilities.

4. **Funding**

4.1. The amount of funding we will receive for the scheme is unknown. Advice from DfT prior to the election was that new administrative arrangements for the concessionary travel scheme will make accurate “funding by formula” easier due to the reduced number of authorities involved. It hopes that changes to the system will also provide an opportunity to reconsider how funding for concessionary travel is distributed in time for the start of the next three year local government finance settlement.

The Department for Communities and Local Government's (CLG) Settlement Working Group, which comprises representatives from local authority bodies, will examine this issue and its conclusions will inform the consultation. There is however a significant risk that we will not receive sufficient funding from government as the scheme is demand led and we do not have control over the level of take up. It may be possible to mitigate this by agreeing fixed term agreements with operators. This would involve negotiating a fixed payment to operators regardless of the number of journeys undertaken, in effect placing a cap on the council's financial risk of funding the scheme.

- 4.2. Changes to funding will affect both the County Council and district councils. District council finance officers have expressed concern that district council grants could be reduced over and above the current costs of the concessionary travel scheme. This is the case in the indicative options released by the CLG's Settlement Working Group and is thought to be due to district spending on concessionary travel being a lower proportion than needs factors built into the Formula Grant. It is apparently not possible to identify how much Formula Grant has been allocated to each concession travel authority for this purpose.
- 4.3. It appears highly unlikely that the County Council will receive the same amount of funding for concessionary travel that will be taken away from district councils. We expect the three year settlement will include changes to the way that funding for concessionary travel is distributed; however this will not be announced until the Spending Review on 20 October 2010. Early indications are that the specific grant will cease and that the funding will be incorporated into the Formula Grant. The County Council does not expect this to mean that the funding for concessionary travel will be more accurate; indeed the distributional effect of the Formula Grant has created a risk that some funding will be lost.
- 4.4. We have joined other councils in lobbying through the Local Government Associations Finance Group and Public Transport Consortium, Association of Transport Coordinating Officers and various other agencies to raise the awareness of the serious funding issues and the sustainability of the scheme.
- 4.5. There is a risk that we will receive insufficient funding to provide both the statutory and discretionary elements of the current Norfolk scheme. Although withdrawing the discretionary elements could realise a small saving a significant shortfall could have an impact on other budgets

5. **Resource Implications**

- 5.1. **Finance** : The cost of reimbursing bus operators in Norfolk for concessionary fares in 2008/9 was £9,855,613; compared to £6.2M spent subsidising bus services(including park and ride) for the same period. Contract costs for database management, printing and administration were £153,432.
- 5.2. We are unclear about budget allocations for future years. We are already aware that costs for pass production will be higher in 2012/13 due to the need to renew passes issued in 2008 when free travel was introduced and all eligible passholders received a new style pass.

5.3. **Staff** : The administration of concessionary fares will require additional resource as we currently do not undertake this function. Dependent on how we administer the scheme it may be possible to utilise some existing staff resource. Discussions with colleagues in district councils has indicated that existing staff who deal with concessionary travel will not be subject to TUPE due to the relatively small amount of their time taken on the specific activity. We will be able to confirm staffing requirements when we have decided how we will run the scheme.

5.4. **IT** : Use will be made of either the existing Routewise system or a web based IT solution will be procured.

6. **Other Implications**

6.1. **Legal Implications** : We will have a statutory duty under the Concessionary Travel Act 2007 (as amended) to provide free travel.

6.2. **Equality Impact Assessment (EqIA)** : A EqIA screening exercise on concessionary fares has been completed which identified that a full EqIA is required. This will be undertaken as part of the implementation plan. This will be supported by engagement with key stakeholder groups for older people and those with disabilities.

6.3. **Communications** : There will be a need to communicate the change in administration to customers and a joint communication plan with the district councils will need to be drawn up.

6.4. **Any other implications** : Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

7. **Section 17 – Crime and Disorder Act**

7.1. The local bus network helps to tackle social exclusion, and access to services enhances opportunities for people in employment and education.

8. **Risk Implications/Assessment**

8.1. Because concessionary travel is demand led we have no control over the costs unless we can frame a scheme that matches the funding provided. There is a risk that the Government will provide insufficient funding to reimburse bus companies and funding will need to be found from other sources.

9. **Alternative Options**

9.1. The Council could offer only the statutory minimum to passholders. Whilst this is likely to result in some savings it is not possible to quantify how much from existing data. There is a risk that pass holders may just change their travel habits and travel on later services to benefit from free travel rather than have to pay a fare. This could result in overloading of buses and claims from bus operators to cover the costs of additional capacity, which under current legislation we are required to meet.

9.2. We could offer districts the opportunity to fund discretionary elements of the scheme under their well-being powers within the Local Government Act 2000 and Local Transport Act 2008. These powers enable local authorities to promote or improve economic, social, or environmental well-being within their area.

9.3. However if there are different levels of discretion across the County it could result in a confusing situation for passengers and the need to issue different style passes dependent on residence or for customers to have two passes.

10. **Conclusion**

10.1. Members will see that there is a need to plan for the delivery of a travel concession scheme. However the lack of clear information about the Concession Travel scheme funding means we cannot offer specific recommendations to Members about what we should offer in a Norfolk scheme.

10.2. We need to plan for taking over the existing scheme and continue to assess management options, whilst waiting for further consultation and further details from DfT. The views of Members will be helpful to inform our planning and help assess specific elements of the service.

10.3. Any further information from Government should be helpful to plan for the transfer process and inform advice to Members, currently scheduled for September 2010.

Action Required

Members are asked to consider the information and offer their views on concessionary travel in Norfolk.

Background Papers

Officer Contact

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

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

Appendix A

Reimbursement to operators by district

Authority	2008/9
Breckland	£548,081
Broadland	£826,528
Great Yarmouth	£1,709,870
Kings Lynn and West Norfolk	£1,292,751
North Norfolk	£774,786
Norwich	£3,866,942
South Norfolk	£836,695
Total	£9,855,653

Reimbursement to operators

Year	Reimbursement
2005/6	£2,109,301
2006/7	£5,590,030
2007/8	£6,796,144
2008/9	£9,855,653

Concessionary journeys made by origin district

Authority	2008/9
Breckland	489,208
Broadland	787,152
Great Yarmouth	1,755,319
Kings Lynn and West Norfolk	1,229,724
North Norfolk	637,936
Norwich	3,739,422
South Norfolk	716,472