

Cabinet

Date: **Monday 8 March 2021**

Time: **10 am**

Venue: **Teams Meeting**

Pursuant to The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority Police and Crime Panel Meetings) (England and Wales) Regulations 2020, this meeting of Norfolk County Council Cabinet will be held using Microsoft Teams.

[Please use this link to view the live meeting online.](#)

Members of the Cabinet and other attendees will be sent a separate link to join the meeting.

Membership:

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

A g e n d a

1 To receive any apologies.

2 Minutes

Page 6

To confirm the minutes from the Cabinet Meeting held on Monday 1 February 2021.

3 Members to Declare any Interests

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

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

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

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

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

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

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

4 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.

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

6 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Wednesday 3 March 2021. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>.

Any public questions received by the deadline and the responses will be published on the website at approximately 9.45am on the day of the meeting and can be viewed [by clicking on this link](#).

7 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Wednesday 3 March 2021.

- | | |
|---|----------|
| 8 Highway Parish Partnership Schemes 2021/22 | Page 48 |
| Report by the Executive Director of Community & Environmental Services. | |
| 9 Highways Capital Programme 2021/22/23/24 and Transport Asset Management Plan | Page 66 |
| Report by the Executive Director of Community & Environmental Services | |
| 10 Great Yarmouth Operations and Maintenance Campus | Page 94 |
| Report by the Executive Director of Community & Environmental Services | |
| 11 West Winch Housing Access Road | Page 108 |
| Report by the Executive Director of Community & Environmental Services | |
| 12 Project Member Group Review by Local Partnerships | Page 259 |
| Report by the Executive Director of Community & Environmental Services | |
| 13 Norfolk Strategic Planning Framework update - 2021 | Page 277 |
| Report by the Executive Director of Community & Environmental Services. | |
| 14 Libraries supporting Covid recovery for children and young people | Page 392 |
| Report by the Executive Director of Community & Environmental Services. | |
| 15 Accelerating the Development of Supported Housing | Page 400 |
| Report by the Executive Director of Adult Social Services | |
| 16 Finance Monitoring Report P10: January 2021 | Page 490 |

Report by the Executive Director of Finance & Commercial Services.

- | | | |
|-----------|---|----------|
| 17 | Repton Property Developments Ltd Business Plan
Report by the Executive Director of Finance & Commercial Services. | Page 540 |
| 18 | Hethel Innovation Ltd Business Plan and Proposed Expansion
Report by the Executive Director of Finance & Commercial Services | Page 562 |
| 19 | NCC Nurseries Limited Business Plan
Report by the Executive Director of Finance & Commercial Services | Page 586 |
| 20 | Disposal, Acquisition & Exploitation of Property.
Report by the Executive Director of Finance & Commercial Services. | Page 596 |
| 21 | Reports of the Cabinet Member Delegated Decisions made since the last Cabinet meeting:
To note the delegated decisions made since the last Cabinet meeting. | |

Decision by the Cabinet Member for Environment & Waste.

- [Joint Norfolk and Suffolk bid to the Innovation Flood Resilience Programme](#)

Decision by the Cabinet Member for Highways, Infrastructure & Transport

- [Attleborough Rosecroft Primary School Traffic Management Improvements](#)
- [Great Yarmouth TRO](#)
- [GNDP Board](#)
- [Norwich, Thorpe Road Bus Contraflow TRO](#)

Decision by the Leader and Cabinet Member for Strategy & Governance.

- [Use of the Department for Health & Social Care Workforce Capacity Fund.](#)

22 Exclusion of the Public

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

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

- | | | |
|-----------|---|----------|
| 23 | Disposal, Acquisition & Exploitation of Property.
Exempt Appendix to the report by the Executive Director of Finance & Commercial Services. | Page 603 |
|-----------|---|----------|

Tom McCabe
Head of Paid Service
Norfolk County Council
County Hall
Martineau Lane
Norwich
NR1 2DH

Date Agenda Published: 26 February 2021



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Customer Services 0344 800 8020 or 18001 0344 800 8011 (textphone) and we will do our best to help.

Cabinet
Minutes of the Virtual Teams Meeting held on
Monday 1 February 2021 at 10am

Present:

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

Executive Directors Present:

James Bullion	Executive Director of Adult Social Services
Simon George	Executive Director of Finance & Commercial Services
Tom McCabe	Executive Director of Community & Environmental Services and Head of Paid Service.
Sara Tough	Executive Director of Children's Services

The Chairman welcomed everyone to the Cabinet meeting and advised viewers that pursuant to The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority Police and Crime Panel Meetings) (England and Wales) Regulations 2020, the meeting was being held under new Regulations which had been brought in to deal with the restrictions under Covid 19. Decisions made in the meeting would have the same standing and validity as if they had been made in a meeting in County Hall.

Cabinet Members and Executive Directors formally introduced themselves.

1 Apologies for Absence

There were no apologies for absence.

2 Minutes from the meeting held on Tuesday 12 January 2021.

- 2.1 The Chairman proposed an addition to the draft minutes, under minute item 10, titled “Progress with delivering the NCC Environmental Policy” to include a second recommendation which had been missed due to a transcribing error:
2. To revise the standard NCC Committee report template so that all reports (e.g. planning reports) consider the adopted Environmental Policy and 7 priority themes identified in the recent Natural Capital Evidence Compendium (2020).
- 2.2 With the inclusion of the additional recommendation set out in paragraph 2.1 above, Cabinet **agreed** the minutes as an accurate record of the meeting.

3 Declaration of Interests

There were no declarations of interest.

4 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.

There were no matters referred to Cabinet.

5 Items of Urgent Business

- 5.1 The Chairman advised that w/c 1 February had been designated Children’s Mental Health Week and highlighted the Norfolk County Council emotional wellbeing campaign which would run from 1 February until 7 February. A press release would be issued shortly.

The Chairman also stressed the many challenges faced by Norfolk’s children and young people during the pandemic and praised them for the tremendous job they had done and continued to do in following the restrictions and protecting the most vulnerable people. He added that no-one could underestimate the difficult time this was for them and their families and highlighted the range of activities arranged by Norfolk County Council and the new campaign to coincide with the national awareness week.

The campaign asked young people to share how they were coping with the pandemic using #wevegotthis, to promote their wellbeing strategies to each other and highlight the positive ways they were coping. In addition, approximately 10,000 Big Norfolk feel good packs for 6-11 year olds had been distributed; a weekly wellbeing challenge was held for families with activities promoting positivity; and the weekly webinar for families which had been running since the latest lockdown would focus on emotional resilience.

All this work was to reinforce the positive actions that made a difference to people and to encourage young people to talk about their emotional wellbeing, support each other and offer ideas to help parents support their children.

The campaign was titled “We’ve got this” and young people could share their top tips through social media platforms such as TikTok and Instagram.

6 Public Question Time

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

6.2 **Supplementary question from Dr Andrew Boswell:**

Dr Andrew Boswell said that his first question which related to Appendix 5 on member/officer relations had not been answered. As a supplementary question, Dr Boswell asked if the Leader, as Cabinet Member for Governance, being conflicted in this matter himself, would instruct the Monitoring Officer to immediately instigate an investigation into this prima facie contravention of the terms of the Constitution and the Members Code of Conduct.

The Chairman, Leader and Cabinet Member for Strategy & Governance responded that he and Dr Boswell had differing views on how officers and Members worked together, particularly in respect of the highways issue referred to. He added that better roads were a means of promoting the economy and the position taken at the Cabinet Meeting was the correct position at that time and he endorsed that view.

7 Local Member Questions/Issues

7.1 The list of Local Member questions and the responses is attached at Appendix B.

7.2 **Supplementary question from Cllr Alexandra Kemp**

As a supplementary question, Cllr Kemp asked if the Cabinet Member for Adult Social Care, Public health & Prevention would join her in congratulating the Queen Elizabeth vaccine hub on reaching the 11500 milestone. She asked, as the QE was refused full funding for rebuild last year, if he would do all he could to ensure King's Lynn had a new hospital as soon as possible.

The Cabinet Member for Adult Social Care, Public Health & Prevention agreed there had been incredible progress made by the NHS on their vaccination programme which was very positive. In his role as Chairman of the Health & Wellbeing Board, he would ensure lobbying to central government to support the health economy in Norfolk could continue.

7.3 **Supplementary question from Cllr Carpenter**

As a supplementary question, Cllr Carpenter asked the Cabinet Member for Commercial Services & Asset Management what the focus of the work being undertaken was.

The Cabinet Member for Commercial Services & Asset Management responded that the main priority was to make County Hall safe and accessible for everyone and that the covid pandemic had further reinforced the health and safety issues.

He added that the building in its previous condition would not have been useable, particularly for council and committee meetings, or for any public meetings as there was no ventilation system and some areas were windowless with no natural light or air.

The work to reconfigure the committee rooms and include light weight furniture which could be easily moved or removed would allow for multiple uses as well as social distancing if required in the future.

The introduction of improved eco-friendly ventilation and lighting would also save money and help towards the Council's carbon reduction target.

Unfortunately, in carrying out the work other health and safety issues had been identified such as the copper roof which had deteriorated and was no longer watertight, with water ingress over many years causing rotting roof timbers and serious damage to internal walls, which had not been visible until work had commenced. In addition, the contractor had discovered some problems with some of the remaining cladding on other parts of county hall and action had been taken immediately to ensure there was no health and safety risk to staff or members of the public, although the cladding would need to be replaced urgently.

The Cabinet Member also added that progress on the project in the public areas of county hall remained on target and within budget.

7.4 Supplementary question from Cllr Terry Jermy

Cllr Jermy felt it was important that Norfolk County Council lead by example when liaising with land owners and the Environment Agency on flooding issues, adding that he was aware there were a number of Norfolk County Council assets that required maintenance and which could be a contributory factor to flooding. As a supplementary question, he asked if the Cabinet Member for Environment & Waste would commit to ensuring Norfolk County Council prioritised the highways maintenance issues that could be a contributory factor to flooding, specifically the blocked drains and gullies owned by Norfolk County Council.

The Cabinet Member for Environment & Waste responded that he would endeavour to ensure all the assets were maintained to the highest standard possible and once the flood risk reports had been published each asset would be inspected and appropriate action taken to ensure Norfolk County Council owned assets were maintained before any charge was taken against other organisations.

7.5 The written supplementary questions submitted were responded to in writing (Appendix C).

8 Finance Monitoring Report 2020-21 P9: December 2020

8.1 Cabinet received the report by the Executive Director of Finance and Commercial Services giving a summary of the forecast financial position for the 2020-21 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2021, together with related financial information.

8.2 The Cabinet Member for Finance introduced the report, during which the following points were noted:

- A small underspend of £165,000 on the net budget of £430.421m was now forecast. However, all departments were at, or near, budget due to the way the emergency grant funding had been utilised and there was no indication that the same level of funding would continue into the next financial year.
- Children's Services had identified a significant ongoing increase in covid-related costs, eg increased support to schools and education providers, or market pressure within social care and transport.
- The aftermath of the lockdown was likely to see an increase in demand for social care support and placements and the Children's Services

department had already seen an increase in demand, as well as an increase in referrals to family support teams compared to the same period in 2020.

- Adult Social Care was still forecasting a small overspend, after utilising £26m of grant funding; £27m of funding from the NHS to support hospital discharge arrangements; £3m to help pay for costs associated with lateral flow testing in care homes, as well as other support such as lost income.
- Additional costs flowing from the current year would impact on costs in the next financial year, in particular the cost of care was likely to be an ongoing issue.
- The care sector had been supported this year due to one-off funding, but given purchase of care made up approximately 77% of the Adult Social Care gross budget, there was a significant risk to next year's budget.
- Community & Environmental Services had seen a huge surge in waste recycling and garden waste volumes which had placed a strain on the service and this impact was likely to continue for the coming year.
- The provisions and reserves set out on Table 3 on page 68 of the agenda was forecast to be set at £111.8m at the start of the next financial year. This was significantly higher than assumed when the budget was set. This was due to the setting up of specific business reserves and individual reserves to deal with the additional costs likely to emerge in the next financial year and for which limited government funding was forthcoming.
- A central covid risk reserve had been created to cover further unanticipated costs, as well as known costs which were expected to continue into 2021-22.
- Norfolk's allocation of the rapid testing fund was £3.068m, as set out in table 4a on page 69 of the agenda, which also showed additional new receipts of £1.5m income compensation; a further £2m of the Contain Outbreak Management Fund (COMF) money to cover the four weeks to 29 December 2020, and £600k to provide support for clinically extremely vulnerable individuals. This funding had been shared with District Councils and brought the total covid-19 funding secured by Norfolk County Council to date to £104.588m.
- Covid-related financial pressures had increased and now stood at £114.426m, leaving the net covid related pressure greater than the money received by approximately £9.838m, the details of which were set out in table 4d on page 72 and in revenue annex 2 on page 85 of the agenda.
- The overall breakdown of over- and underspends to date was set out in the revenue appendix on page 80 of the agenda.

8.3 The Chairman referred to the COMF budget, the details of which were set out in the table on page 72 of the agenda and which referred to the forecast allocation which Cabinet was being asked to agree in recommendation 2. He added that the Engagement Board had agreed the allocation after significant discussions with the Health Protection Board. For clarification, it was noted that in recommendation 3 item 1 set out the money received to date and item 2 was the money likely to be received to the end of March 2021. The ongoing money was approximately £3.9m per month and considerable discussions were taking place to ensure this money was allocated across all partners working through the Health Protection Board and Engagement Board to attain the maximum benefit for Norfolk.

8.4 The Cabinet Member for Adult Social Care, Public Health & Prevention offered his condolences to everyone who had been affected by the pandemic. He also gave

his thanks to all the staff in Adult Social Care and Public Health departments for the incredible commitment they had shown in supporting Norfolk through the pandemic.

The Cabinet Member congratulated the Senior Management Team in Adult Social Care for achieving a £1m overspend which remained stable, adding that although it was a large figure at £1m, it represented less than 1% of the total budget for Adult Social Care. Further details could be found on page 63 of the agenda. Given the strain on services this year, he felt this was an incredible achievement and thanked the team involved.

- 8.5 The Chairman endorsed the comments made.
- 8.6 The Cabinet Member for Children's Services acknowledged pressures would be placed on Children's Services after the pandemic due to the social impact on families and young people and the slight delay in the transformation programme in Children's Services due to staff concentrating on dealing with the covid pandemic. He thanked staff for their work and flexibility throughout the pandemic.
- 8.7 The Cabinet Member for Innovation, Transformation & Performance welcomed the report, particularly over a year that no one could have forecast. He noted that Norfolk County Council was still innovating and transforming its processes to deliver services for Norfolk and he also thanked staff for all the work they had done.
- 8.8 In summing up and moving the recommendations, the Cabinet Member for Finance endorsed the comments and thanks to staff for delivering services to Norfolk residents during the pandemic.
- 8.9 Cabinet **RESOLVED** to:
1. **approve** proposed additional transfer of £1m to the corporate Covid Risk Reserve as set out in paragraph 2.46 of Appendix 1.
 2. **approve** the forecast allocation of the Contain Outbreak Management Fund (COMF) budget as set out in paragraph 5.13 of Appendix 1.
 3. (a) **approve** the continuation of financial support to providers as described in section 5, including specifically grants described in paragraphs 5.8 and 5.14 of Revenue Appendix 1, consistent with detailed government guidance relating to the latest lockdown and (b) **delegate authority to relevant Cabinet members** to make decisions relating to the ongoing measures that are still needed to support providers for the remainder of 2020-21, subject to those payments remaining within the remaining budgets, and Covid-19 funding available for that purpose.
 4. **Note** that the Council has received £0.602m of funding to provide support to Clinically Extremely Vulnerable individuals, and that further allocations are due to be received for the January / February 2021 lockdown period, and to agree that this will be used for the purposes set out by MHCLG in their guidance to local authorities, as summarised in Appendix 1 paragraphs 5.5-5.7.
 5. **Note** the period 9 general fund forecast revenue underspend of £0.165m noting also that Executive Directors will take measures to reduce or eliminate potential over-spends;

6. **Note** the COVID-19 grant funding received of £104.588m, the proposed use of that funding, and the related expenditure pressures resulting in net Covid-19 pressure, of £9.838m taking into account proposed transfers to the Corporate Risk reserve.
7. **Note** the period 9 forecast shortfall in savings of £17.580m, noting also that Executive Directors will take measures to mitigate savings shortfalls through alternative savings or underspends;
8. **Note** the forecast General Balances at 31 March 2021 of £19.706m, before taking into account any over/under spends;
9. **Note** the expenditure and funding of the revised current and future 2020-23 capital programmes.

8.10 **Evidence and Reasons for Decision**

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

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 pressures and associated grant income
- Changes to the approved budget
- Reserves
- Savings
- Treasury management
- Payment performance and debt recovery.

Appendix 2 summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding
- Income from property sales and other capital receipts.

8.11 **Alternative Options**

In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no grant or revenue funding has been identified to fund the expenditure.

9 **Norfolk County Council Revenue Budget 2021-22 and Medium-Term Financial Strategy 2021-25.**

- 9.1 Cabinet received the report by the Executive Director of Finance & Commercial Services which formed a key part of the strategic and financial planning framework for the Council. It built on reports received by Cabinet through 2020 in June, September and October to set out the detailed Revenue Budget proposals for 2021-22.
- 9.2 The Executive Director of Finance placed on record his thanks to the Finance Team, officers and Members across the Council for their effort in pulling the budget together, particularly with the virtual working arrangements over the last year. The sentiment was echoed by the Chairman.
- 9.3 The Chairman introduced the report, during which the following points were noted:

- Producing a budget of this size and complexity was no easy task and thanks were given for the work put in by officers and Members. The work involved was highlighted on pages 99-100 of the agenda.
- The report included both the revenue budget for next year and the Medium Term Financial Strategy.
- The Chairman was satisfied that a balanced and robust budget for 2021-22 could be recommended by Cabinet to Council for adoption at its meeting on 22 February 2021.
- The backdrop for setting a balanced budget for 2021-22 was very different to previous years as the long-term funding from government was unknown.
- There had been some suggestions about using reserves instead of increasing council tax, which had been dismissed as once reserves had been used they were gone forever.
- Local Government had responded magnificently during the past year following the covid pandemic and lessons had been learned during that time, including working better together with public bodies, the NHS, the care sector, the voluntary sector, businesses etc.
- The Chairman added his thanks to everyone for the work they had done during the pandemic and which they continued to do.
- The challenges of delivering high quality services for Adult Social Care and Children's Services were noted, the costs of which were increasing as Norfolk's demographics were changing. A radical change by central government about how local government was funded was long overdue as well as investment in services.
- The commentary in section 3 of the report on page 114 set out the strategy, highlighting the significant amount of work being done to transform services which would underpin the Together for Norfolk business plan.
- Although there was a lot of work to be done, the County Council would play a leading role in that work.
- A full consultation on the budget proposals had taken place and the responses received from residents and communities was set out in the report on page 272.
- A full equality and rural impact assessment had been undertaken, the details of which were set out on page 336 of the agenda, with the particular findings against various proposals set out from page 341. These would be taken into account when agreeing the recommendations on the budget proposals. Overall, there was no evidence to indicate budget proposals would have a disproportionate or detrimental effect on residents and communities.
- The need to use public money in the best and most efficient way possible was highlighted and the Administration was confident the finances of the council were under control, despite the hard choices which were needed to achieve a balanced budget.

9.4 The Cabinet Member for Finance presented the detail of the report during which the following points were noted:

- Setting a budget during this fast-changing situation had been extremely challenging and the Cabinet Member thanked the Executive Director of Finance & Commercial Services and his team for their achievement.

- The covid-19 pandemic had affected all aspects of life and the impact would continue to be felt in the future. Individuals, families, businesses and community groups were all experiencing the strain, with some of the most vulnerable people being affected the most.
- Local Authorities faced a growing gap between funding levels and service demand with rising cost pressures, driven partly by demographic changes and by unfunded burdens such as the national living wage and by the needs of vulnerable social care users becoming increasingly complex.
- Limited additional core funding had been made available to local authorities in the 2020 one-year spending review. The widely publicised 4.5% increase in core spending power was based on a Government assumption that council tax would be raised by the maximum 5% permitted. Less than 20% of the increase in core spending power would be centrally funded, with the remainder coming from council tax increases.
- The overall net budget proposed by Norfolk County Council would increase from £430.421m to £439.094m in 2021-22. A reported £10m drop in the collection fund forecast from District Councils had reduced the total funds available, partly due to rising levels of hardship due to the pandemic and the concurrent increase in people seeking government support.
- Table 2 on page 121 explained how investment in Adult Social Care services would increase by £28m to meet cost pressures and enabling the County Council to develop its central theme of supporting people to be independent, resilient and well.
- As part of the 2020-21 budget, £28m was invested in Children's Services to support vulnerable families. In addition, a £13m in-year overspend from 2019-20 was covered to accelerate the department's transformation strategy. As a result of the invest to save initiative, savings were starting to emerge.
- Community & Environmental Services remained at the heart of Norfolk communities.
- As the commitment to carbon neutrality by 2030 policy progressed an ambitious environmental policy was starting to unfold.
- Significant economic support would be required as the economy was restarted. OBR analysis showed Norfolk could see an approximate 3% loss of GDP; possible loss of approximately 4000 jobs and a reduction of 3-6% in average wages. Therefore, support and delivery of the economic recovery and restart plan would be key, as would the capital project investment.
- Despite constraints, as lead local flood authority, the council was bringing together key stakeholders in flood management which had been backed with an additional £350k revenue budget and a £1.5m emergency contingency fund in case of flooding, both coastal and county.
- The ability to make investment decisions, both reactively to cope with the pandemic and proactively to overcome the aftermath had been enabled by the Together for Norfolk plan, which provided a clear roadmap on how the Council would deliver its priorities; drive economic growth; improve social mobility; underwrite a better quality of life both environmentally and better outcomes generally for Norfolk people.
- The revenue budget and the medium-term financial strategy was entirely focussed on supporting the Council's ambitions.

- The Norfolk Futures programme which was in its third year was already delivering on supporting the strategy in dealing with the complex demographic and societal changes faced.
- The report sets out how the primary goal was to ensure children had the best start in life; vulnerable people were protected; strong infrastructure was in place to support a vibrant economy; and services were transformed to ensure they were delivered to make Norfolk an even better place to live and work.
- Table 10 on page 131 highlighted how the response to covid would affect and possibly delay transformation programmes which was just one of the risks accounted for in the budget assumptions.
- The three key spending departments faced cost pressures totalling approximately £45.7m which would need to be met in the forthcoming budget.
- As well as general inflation totalling approximately £18m caused mainly by contract and price inflation, there were specific pressures in Norfolk due to an older population, one of the factors which would lead to an approximate £13m increase in the costs of delivering services.
- A further £10.5m from unfunded changes in legislation, particularly the national living wage was highlighted in table 10 as well as the concerns that the transformation programmes in Children's Services and Adult Social Care would be delayed.
- Other anticipated key risks included:
 - In **Adult Social Care** – since March 2020, the funding arrangements for supporting people after hospital discharge meant that the Council supported health and social care placements for a period of time, with costs reclaimed from the NHS. However, funding beyond the end of March 2021 was expected to cease, but due to the current wave and escalation of cases, demand was not likely to stop at the year end, which put immediate financial pressure on the Council.
 - An above average fee uplift was agreed by Cabinet in January 2021 to take account of the latest information on the national living wage and inflation. However, this did not take account of the temporary costs for providers relating to the pandemic and it was proposed that these costs were managed separately, in the hope that Government would announce an extension of the infection control fund, however this remained an area of risk.
 - Purchase of care accounted for approximately 77% of the Adult Social Care gross budget. The cost of new care packages had increased during the pandemic and although prices may stabilise as the impact of the pandemic decreased, the pressure would remain acute during the financial year.
 - The Social Care Grant for 2020-21 totalled £30.342m, but the level of increase was lower than previous years.
 - **Children's Services** had seen a shift in demand as the school sector required additional support from local government. Although this shift was encouraged by central government, it could lead to increased pressure on staff resources in future.
 - A rise in demand for family support following the pandemic was expected.
 - An increased demand for, and increased costs of, supporting SEND home to school transport during the pandemic was unlikely to subside.

- Voluntary sector organisations relied on by children's services had found fundraising impossible during the pandemic, although demand for services had increased and this was likely to be an ongoing cost in Children's Services.
- **Community & Environmental Services** budget had been impacted by the loss of income, partly mitigated by the Local Government Income Compensation Scheme which would cease in June 2021.
- Waste services had experienced a surge in the volume of waste, recycling and garden waste.
- As a result of these, and other unknown pressures, £18.829m had been set aside to offset any funding shocks and cost pressures and to help restart the economy.
- Non-ring-fenced funding had also been added to specific departmental reserves in 2020-21 to deal with known additional costs, alongside capital provision outlined in agenda item 10.
- Although the budget process commenced with a forecast deficit of £38m, the proposals enabled a continuing focus on allowing Adult Social Care services to respond to the people who needed the service; and on supporting more children to remain at home, delivering help directly to families that needed it.

Consultation process:

- A full consultation had taken place, including to parish councils via a presentation hosted by Norfolk Association of Local Councils (NALC).
- 500 responses to the consultation were received, many of which represented groups, and was over double the number of responses received the previous year.
- The results of the consultation endorsed the key decisions with just over half of the respondents agreeing with the proposal to increase council tax by 1.99% and the majority also agreeing with a 2% increase in the social care precept.
- The consultation results did not support changes to household waste recycling hours, so this proposal had been removed.

Medium Term Financial Strategy

- The primary objective of the Medium Term Financial strategy 2021-25 was to show a balanced budget over a 4 year period. Currently further savings or additional revenue funding would need to be identified for future years which was usual at this stage in the process.
- A balanced budget was proposed for 2021-22 although gaps remained in subsequent years, with an overall deficit in the MTFS of £91.414m which was similar to gaps in previous years.
- A range of reforms in government funding were required urgently, including the fair funding review; business rates reform; and addressing high needs block funding. Cabinet urged government to bring forward these reforms at the earliest opportunity to ensure robust and sustainable funding of Children's Services and Adult Social Care on a permanent basis.
- Cabinet would continue to lobby government, advocate for Norfolk and press the government for a fair share of Local Authority funding and to bring forward long overdue reforms for social care funding.

9.5 In supporting the proposals, the Cabinet Member of Innovation, Transformation & Performance echoed the need to lobby government for a reform of local government funding and highlighted the work done by Norfolk County Council in adapting to changing circumstances by being innovative and transforming services and although some transformation programmes had been delayed, they were progressing as soon as possible. Services were still being delivered despite the difficulties faced with the pandemic.

9.6 The Cabinet Member for Adult Social Care, Public Health & Prevention endorsed the budget proposals and highlighted the £28m cost pressures in the Adult Social Care department, resulting partly from the demographic changes in Norfolk and people living longer, and endorsed the need for a national funding solution, adding that Norfolk would continue to deliver the best services it could with the money available.

The budget plans recognised the immediate need to ensure people were safeguarded as well as recognising the ongoing need to utilise one-off government funding as part of the covid 19 response and the requirement to continue to monitor the costs.

Adult Social Care was investing in excellence in social work which would help people retain and regain independence in turn preventing the need for formal social care.

The use of technology to enable more people to live independently for longer was also being increased.

9.7 The Cabinet Member for Growing the Economy supported the proposals and congratulated the officers and Cabinet Member involved. He highlighted some of the growth and development work undertaken this year, during which the following points were noted:

- Growth and Development officers met weekly with the Local Enterprise Partnership and District Councils to address issues affecting businesses and work to promote and distribute available grants. This included the small business grant fund from Government which District Councils had distributed to more than 50% of Norfolk and Suffolk businesses and £6.1m business resilience and recovery grant scheme.
- In response to the pandemic work was quickly commenced with the LEP and District Councils to develop recovery plans at county level. A key priority of the plans was to set up a £6.75m Norfolk Strategic Fund for projects and grants.
- The first project developed was a £2.2m tourism sector support package to help businesses reopen safely after the end of the first lockdown in July 2020. Each district, as well as Visit Norfolk Tourism Partnership distributed their own grant allocation.
- £17m from the Government Get Building Fund was also secured for capital projects, including £6m for the offshore wind operations and maintenance base at Great Yarmouth and £2.7m for the food innovation hub at Honingham.
- Support to help businesses grow was underpinned by the programmes and a new £9m leader programme had delivered almost 200 projects.

- The Low Carbon Innovation Fund 2 programme developed with the University of East Anglia sought to invest £11m in ventures in Norfolk, Suffolk, Hertfordshire and Cambridgeshire to make measurable reductions in greenhouse gases and the first projects had already been agreed.
- The innovative mentoring programme to help businesses access government innovation funding was launched in November 2020 to help businesses increase their online presence which was critical to their viability and growth.
- The Go Digital programme provided a one to one consultancy service and had helped 40 small and medium enterprises and work was being carried out with District Councils to try to secure funding for additional sessions.
- Webinars for businesses had been held and had been well attended. Topics such as food and drink; tourism; technology; cyber security and public sector procurement had been covered, with follow up online sessions allowing businesses to focus on those issues which were most relevant to their business.
- Norfolk County Council had successful bid to become a gateway organisation for the government kickstart scheme and proposals for 108 placements had been submitted to date.
- The £5m chances programme sought to help 2600 people back into employment, with the programme launching next month.
- This year had seen the refresh of the countywide local transport plan which would run until 2035. Central to the delivery of the plan priorities was the transforming cities programme which had secured £59m for sustainable transport, including £32m for the County Council.
- £1.5m had been secured from the Government Active Travel Fund for social distancing measures to help pedestrians and cyclists and help businesses to reopen safely after the first lockdown.
- In November 2020 the government had approved a funding application for the Great Yarmouth 3rd River Crossing of £120m with a new lifting bridge to link the A47 to the port and the enterprise zone, easing congestion and shortening journey times.
- The focus in 2021-22 would be on digital sector support, helping people into jobs and training; sustainable transport and responding to the needs of the economy.
- Work would continue in the future to support development of the County Farms estate with Cabinet receiving a report in January 2021 about the purchase of additional land at Outwell.
- New investment included £1m for the Great Yarmouth Operations and Maintenance Campus; providing match government grant of £6.7m for the Long Stratton Bypass; £4m for replacement libraries in King's Lynn and Great Yarmouth; and a £15m loan to Repton to support delivery of housing in Norfolk.

The Cabinet Member noted that the points highlighted above would ensure the County Council worked towards growing the economy as quickly as possible after the pandemic.

- 9.8 The Chairman agreed it was important to recognise the work done and which would be done in future to rebuild the economy.

- 9.9 The Cabinet Member for Commercial Services and Asset Management endorsed and supported the report and congratulated the Cabinet Member for Finance for producing a balanced budget in these difficult times without cutting services.
- Cabinet noted that Norfolk County Council had chosen to invest in NCC companies, particularly Hethel and Repton. These investments would provide income for the County Council but would also support employment and encourage business start-ups and business relocations in Norfolk, all of which supported the Build Back Better campaign.
- Covid had accelerated a number of existing programmes, including agreeing terms on the sale of Carrow House which would allow approximately 400 staff, the Coroners Court and the Youth Offending Team to relocate to County Hall. This would ensure more efficient use of buildings and the estate and help reduce running costs and help to achieve the commitment to be carbon neutral by 2030.
- The County Farms Estate continued to contribute to the rural economy and the environment, but it also provided a net annual return of approximately £2.4m to the Norfolk tax payer.
- 9.10 The Cabinet Member for Environment & Waste added his support for the budget and highlighted the aim to be ambitious with the Environment Policy reflected in the report. He also highlighted the commitment made to flooding and the £1.5m in the reserve; the new posts created to help deal with flooding; the new recycling centres which were progressing and which should open in 2022; resources for additional tree planting; the additional Members budget, all of which would help to meet the environmental challenges faced.
- 9.11 The Cabinet Member for Children's Services endorsed the budget proposals, adding that Children's Services would continue its transformation programme and, despite the anticipated pressures on the services, was confident it could deliver the savings identified with the transformation programme.
- 9.12 The Chairman noted the comments made about producing the budget which was very complex, with emphasis on it being a balanced and robust budget.
- The prudence of setting money aside for known pressures was noted including investment in future services; promoting independence; being innovative; partnership working; growing the economy; environmental issues, particularly how we intend to respond to the key issues over recent times with the flooding issue.
- All of the above highlighted the work carried out by local government and also the need for future funding security and Cabinet noted lobbying of MPs and Government would continue to achieve a fair settlement for Norfolk.
- 9.13 In moving the recommendations, the Cabinet Member for Finance thanked Cabinet for the comments.
- 9.14 Cabinet considered and reviewed the report and **RESOLVED** to:
- 1) **note** the statements regarding the uncertain planning environment, robustness of budget estimates, assumptions and risks relating to the 2021-22 budget, **and authorise the** Executive Director of Finance and

Commercial Services, in consultation with the Leader of the Council and the Cabinet Member for Finance, to make any changes required to reflect Final Local Government Finance Settlement information (if available), or changes in council tax and business rates forecasts from District Councils, in order to maintain a balanced budget position for presentation to Full Council. For the avoidance of doubt, to enable a final balanced Budget position to be recommended to County Council, Cabinet **agreed** that any additional resources which become available will be added to the Corporate Business Risk Reserve, and any income shortfall will be addressed from the Corporate Business Risk Reserve (to the extent possible).

- 2) **note** the findings of public consultation as set out in Appendix 5, and consider these when recommending the budget changes required to deliver a balanced budget as set out in Appendix 1.
- 3) **note** the findings of equality and rural assessments, as set out in Appendix 6 to this report, and in doing so, note the council's duty under the Equality Act 2010 to have due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 4) **note** that the council has responded to the consultation undertaken on the provisional Settlement.
- 5) **note** the decision by Norfolk Leaders, acting as the Pool Board, to withdraw from 2021- 22 Business Rates pooling as set out in section 9 of Appendix 1.
- 6) **agree** the council's assessment of compliance with the CIPFA Financial Management Code as detailed in section 15 of Appendix 1.
- 7) **agree to recommend to County Council:**
 - a) The level of risk and budget assumptions set out in the Robustness of Estimates report (Appendix 4), which underpin the revenue and capital budget decisions and planning for 2021-25.
 - b) The principle of seeking to increase general fund balances as part of closing the 2020-21 accounts and that in 2021-22:
 - i) any grant funding received from the Local Tax Income Guarantee scheme be added to the Corporate Business Risk Reserve to offset tax income losses resulting from COVID-19 as they arise;
 - ii) any further additional resources which become available during the year should be added to the general fund balance wherever possible.
 - c) The findings of public consultation (Appendix 5), which should be considered when agreeing the 2021-22 Budget (Appendix 1).

- d) An overall County Council Net Revenue Budget of £439.094m for 2021-22, including budget increases of £127.170m and budget decreases of -£118.498m as set out in Table 11 of Appendix 1, and the actions required to deliver the proposed savings, subject to any changes required in line with recommendation 1 above to enable a balanced budget to be proposed.
- e) The budget proposals set out for 2022-23 to 2024-25, including authorising Executive Directors to take the action required to deliver budget savings for 2022-23 to 2024-25 as appropriate.
- f) With regard to the future years, that further plans to meet the remaining budget shortfalls in the period 2022-23 to 2024-25 are developed and brought back to Cabinet during 2021-22.
- g) To note the advice of the Executive Director of Finance and Commercial Services (Section 151 Officer), in section 7 of Appendix 1, on the financial impact of an increase in council tax, and confirm, or otherwise, the assumptions that:
 - i) the council's 2021-22 budget will include a general council tax increase of 1.99% and a 2.00% increase in the Adult Social Care precept, an overall increase of 3.99% (shown in section 7 of Appendix 1), and for 2022-23 a 1.00% Adult Social Care precept (being a partial deferral of the 2021-22 Adult Social Care precept), based on the current discretions offered by Government and as recommended by the Executive Director of Finance and Commercial Services.
 - ii) the council's budget planning in future years will include general council tax increases of 1.99% for planning purposes, as set out in the Medium Term Financial Strategy (MTFS Table 4 in Appendix 2). These council tax assumptions have regard to the level of referendum threshold expected to be set for the year and take into account the Government's historic assumptions that local authorities will raise the maximum council tax available to them. Notwithstanding any decision to defer a portion of the Adult Social Care precept, the final level of council tax for future years is subject to Member decisions annually.
 - iii) Beyond the 1.00% deferral of the Adult Social Care precept, no further increases in the Adult Social Care precept for 2022-23 onwards are assumed based on current Government policy, but that these will be subject to Member decisions annually within and informed by any parameters defined by the Government.
 - iv) if the referendum threshold were increased in the period 2022-23 to 2024-25 to above 1.99%, or any further discretion were offered to increase the Adult Social Care precept (or similar), then it is likely that the Section 151 Officer would recommend the council take full advantage of any flexibility in view of the council's overall financial position as set out in the assumptions in section 6 of Appendix 1.
- h) That the Executive Director of Finance and Commercial Services be authorised to transfer from the County Fund to the Salaries and General Accounts all sums necessary in respect of revenue and capital expenditure provided in the 2021-22 Budget, to make payments, to raise and repay loans, and to invest funds.

- i) **agree** the Medium Term Financial Strategy 2021-25 as set out in Appendix 2, including the two policy objectives to be achieved:
 - i) Revenue: To identify further funding or savings for 2022-23 to 2024-25 to produce a balanced budget in all years 2021-25 in accordance with the timetable set out in the Revenue Budget report (Table 1 of Appendix 1).
 - ii) Capital: To provide a framework for identifying and prioritising capital requirements and proposals to ensure that all capital investment is targeted at meeting the Council's priorities.
- j) The mitigating actions proposed in the equality and rural impact assessments (Appendix 6).
- k) Note the planned reduction in non-schools earmarked and general reserves of 43.0% over five years, from £113.949m (March 2020) to £64.953m (March 2025) (Reserves Table 6 in Appendix 3);
- l) Note the policy on reserves and provisions in Section 3 of Appendix 3;
- m) Agree, based on current planning assumptions and risk forecasts set out in Appendix 3:
 - i) for 2021-22, a minimum level of general balances of £19.706m, and
 - ii) a forecast minimum level for planning purposes of
 - 2022-23, £21.206m;
 - 2023-24, £22.706m; and
 - 2024-25, £24.206m.

as part of the consideration of the budget plans for 2021-25, reflecting the transfer of risk from Central to Local Government, and supporting recommendations;
- n) Agree the use of non-school Earmarked Reserves, as set out in Reserves Table 5 of Appendix 3.

9.15 Evidence and Reasons for Decision:

- 9.15.1 Through the course of 2020-21, the council has faced an unprecedented and ongoing financial and public health crisis which has had significant implications for budget setting. It remains critical to engage with Government and other stakeholders to ensure adequate and sustainable funding for Norfolk to continue to deliver vital services to residents, businesses and visitors. Government announcements, including funding allocations for 2021-22 have informed financial planning assumptions, but it remains to be confirmed whether these are sufficient to address ongoing COVID-19 costs in 2021-22 and beyond. The Council's MTFS planning builds on the position agreed in February 2020 and this has been continually updated as more reliable information about cost pressures and funding impacts has emerged through the process.
- 9.15.2 The full suite of information and evidence to support the council's 2021-22 budget proposals is laid out in the appended papers. The Cabinet needs to recommend a budget in order for the council to fulfil the legal requirement to set a balanced budget for 2021-22 and determine the level of council tax for the year. The need to identify savings is driven by both service cost pressures, and the wider funding position of local government as set out elsewhere in the appended papers.
- 9.15.3 The proposals in this report are informed by the council's constitution, local government legislation, best practice recommendations for financial and strategic

planning (including the CIPFA Financial Management Code) and feedback from residents and other stakeholders via the public consultation on the 2021-22 Budget as detailed within this report.

9.16 Alternative Options

9.16.1 The papers appended to this report represent the culmination of the process to develop detailed budgets and saving proposals for 2021-22 to be recommended to Full Council. However, at this stage it remains the case that no proposals have been agreed, meaning that a range of alternative options remain open.

9.16.2 In particular, there are a number of areas where Cabinet could choose to consider different parameters for the budget and recommendations to Full Council, such as:

- Varying the level of council tax and/or Adult Social Care precept for 2021-22, cognisant of the referendum principles for the year, and the implications for the level of savings to be found and the overall budget position;
- Considering alternative saving proposals, taking into account the time constraints required to develop proposals, undertake public consultation (where necessary), and meet statutory deadlines for the setting of council tax.
- Changing other assumptions within the MTFS (including reducing assumptions about budget pressures or varying the level of council tax) and therefore altering the level of savings required in future years.

9.16.3 The deliverability of the overall budget and saving proposals is kept under review by the Section 151 Officer in order to advise on final budget setting proposals. Final decisions on the Budget need to be taken by the County Council in February 2021 informed by final Local Government Finance Settlement figures, forecasts supplied by District Councils, and the findings of EQIA and public consultation activity.

10 Capital Strategy & Programme 2021-22

10.1 Cabinet received the report by the Executive Director of Finance & Commercial Services presenting the proposed capital strategy and programme and including information on the funding available to support the programme. The paper also summarised the development of the proposed capital programme, including proposed new schemes and a summary of forecast capital receipts.

10.2 The Cabinet Member for Finance introduced the report and moved the recommendations, during which the following points were noted:

- The summary of current and proposed investment plans was set out on page 470 of the agenda, including an additional £102m in new schemes, and the £435m investment within the current programme. The schemes were aimed at supporting the economy, promoting health and wellbeing and giving people a strong sense of community.
- The commitment to rebuilding the economy was underpinned by existing programmes which were listed on page 500, appendix C.
- There was a range of additional projects to boost the economy, help manage change in the environment, promote wellbeing and health and

strengthen core community hubs, all of which were set out in Appendix D of the report.

- Investment in County Farms of £2.5m, added to the recent purchase of land at Outwell, and the additional £15m financing of Repton to build homes where needed in Norfolk, which would help grow the economy.
- Hethel would receive finance to support the next stage of its development as well £8m for the expansion of Scottow Enterprise Park.
- The operations and maintenance facility in Great Yarmouth and the development of 4000 housing scheme outside King's Lynn at West Norfolk were also included in the programme.
- Infrastructure to support the economy included the Great Yarmouth 3rd River Crossing; the Long Stratton Bypass and £10m to pay for ultra-fast connectivity to over 400 public sector sites around the county, providing next generation access to broadband across Norfolk.
- The projects added to the £100m investment being made in schools and SEND schools and supported the Children's Services transformation programme by investing in small residential homes for vulnerable children.
- Investment in health and wellbeing would be seen through the launch of the greenways project and from the expansion and renewal of the Norfolk Trails and local footpaths, as well as £8m to develop the Norwich Castle Keep project.
- To support the environmental programme a pilot scheme within the area of outstanding natural beauty was being proposed to change the way people accessed the area as well as over £2m to be spent to improve recycling centres across the county.
- Capital support of nearly £2m for flood repairs was also included, with a further £300k available for flood repair on top of the £1.8m in the revenue budget.
- An additional £2.5m was being invested in the fire service and the development of Gressenhall being made into an environmental hub, as well as the work required to deal with ash dieback.
- The local member fund would be increased from £6k to £10k and would be available to local parishes and communities to fund environmental projects such as tree planting, providing EV charging points, or repairing local, less frequently used footpaths.
- Norfolk Libraries were acknowledged as invaluable support to communities and £4m had been allocated to upgrade King's Lynn and Great Yarmouth Libraries, as well as Dereham Library into community hubs supporting Adult Social Care and Children's services. Plans were also underway to provide similar services in Watton and Hunstanton in the future.
- The Capital programme underpinned the long-term commitment to build a stronger, sustainable and unified county of Norfolk.

- 10.4 The Cabinet Member for Commercial Services and Asset Management highlighted the capital investments to support semi-independent living for young people and updating the fire service estate to ensure it remained useable.

The continued investment in NCC companies was welcomed and the policy of investing in sustainable Norfolk-based companies would not only produce a return for the Council but also supported the Build Back Better Initiative by increasing jobs and business growth in the county.

Regarding the sale of assets, the Cabinet Member noted that assets were regularly reviewed to ensure their ongoing use supported the future priorities of the Council. Assets which did not meet the criteria had been identified and formed the basis of a continually updated disposal scheme.

The County Farms estate, following the three recent acquisitions, was being maintained in excess of the minimum 16.5k acres required in the Norfolk County Council Constitution and now stood at 17.49 acres. Although there had been a significant backlog of repairs and maintenance across the estate, these were now being addressed, although it would have a consequent effect on the estate's ability to make a better revenue contribution to the County Council. The programme of planned improvements was continuing, funded from the capital programme for larger schemes and from the trading account for revenue improvements, and investment in the estate would help to further enhance future revenue contributions.

The County Farms estate generated approximately £2.4m annual rental income for the County Council, which was projected to rise to £2.44m in 2021-22.

In supporting the recommendations in the report, the Cabinet Member noted there were a number of excellent initiatives planned to help Build Back Better, ongoing delivery of services and infrastructure for Norfolk residents.

- 10.5 The Cabinet Member for Highways, Infrastructure and Transport supported the recommendations, adding that he was particularly pleased to see the investment in infrastructure projects including the Norwich Western Link; the Great Yarmouth 3rd River Crossing; the Long Stratton Bypass and the additional investment in broadband access across the county.

The Cabinet Member also welcomed the addition to the local Members budget which would enable local councillors to work with their residents to improve their infrastructure and safety through highways schemes. He also highlighted the parish partnership scheme and the work carried out with town and parish councils to complete their local priorities projects. The additional funding for upgrading streetlights across the county which would help the environmental policy was also welcomed, as well as the additional funding for flood improvements.

- 10.6 The Cabinet Member for Adult Social Care, Public Health & Prevention endorsed the previous comments on the capital strategy and drew attention to the capital spend within Adult Social Care of an additional four year commitment of £37m to support the extra care housing, living well disabled programme for older people.

The Cabinet Member was also pleased to see an additional £19.7m as an extension of the living well housing for disabled adults which was expected to leverage approximately 130 places. If Cabinet approved the budget, a report would be presented to a future Cabinet meeting outlining how the money would be spent to support disabled adults living in Norfolk.

- 10.7 The Cabinet Member for Communities & Partnerships highlighted the Norwich Castle Keep project which was progressing well and would provide more interesting facilities and increased funding when visitors returned. The successful move of the Attleborough library to larger premises where it was able to become an information centre and help hub was also highlighted and it was noted Great

Yarmouth, King's Lynn, Dereham and Hunstanton libraries would receive capital funding so they could offer similar services in future.

- 10.8 The Cabinet Member for Innovation, Transformation & Performance endorsed the report and recommendations, noting the rapid progress of the SEND school in Fakenham which would fill a much needed gap in the service. He also highlighted the next generation broadband project which was essential in rural areas and would allow people to access opportunities such as job vacancies and learning opportunities.
- 10.9 The Cabinet Member for Children's Services welcomed the report highlighting that Children's Services would be modifying a couple of premises to meet the requirement of the "New Route" initiative which would commence in June 2021 and which should help to deliver savings and offer a better service for the children and young people.
- 10.10 The Chairman noted the investment Norfolk County Council was putting into Norfolk as well as the local initiatives included in the capital strategy.
- 10.11 The Cabinet Member for Finance thanked Cabinet for the comments made and moved the recommendations in the report.
- 10.12 Cabinet **RESOLVED** to:
- 1) **agree** the Capital Strategy at Appendix A as a framework for the prioritisation and continued development of the Council's capital programme;
 - 2) **agree** the proposed 2021-25+ capital programme of £537.660m, subject to additional amounts for schemes yet to be re-profiled from 2020-21;
 - 3) **refer the programme** to the County Council for approval, including the new and extended capital schemes outlined in Appendix D;
 - 4) **recommend to County Council** the Council's Flexible Use of Capital Receipts Strategy for 2021-22 as set out in Section 5;
 - 5) **note** known grant settlements as summarised in Section 3 and agree that future capital grants will be added to the programme when confirmed;
 - 6) **note** the estimated capital receipts to be generated, subject to market conditions, over the next four years to support schemes not funded from other sources, as set out in Table 5.

10.13 **Evidence and reasons for Decision**

The attached Annex summarises the development of the proposed capital programme, including proposed new schemes, and a summary of forecast capital receipts.

10.14 **Alternative Options**

The papers appended to this report represent the culmination of the process to develop capital schemes to be recommended to Full Council which will improve services, promote efficiencies and address deficiencies. However, at this stage it remains the case that new capital proposals have not been agreed, and could be removed from the proposed capital programme.

Cabinet adjourned at 11.48 am and reconvened at 11.55am.

11 Annual Investment and Treasury Strategy 2021-22

11.1 Cabinet received the report by the Executive Director of Finance & Commercial Services presenting the Council's borrowing and investment strategies for 2021-22.

11.2 The Cabinet Member for Finance introduced the report and moved the recommendations, during which the following points were noted:

- The Council was required to operate a balanced budget each year.
- The treasury function assisted the achievement of a balanced budget by minutely monitoring cash flow and ensuring cash was available when needed.
- Surplus money was invested in liquid, low risk assets and treasury was responsible for funding planned capital investment and making sure that repayment obligations were met over the longer term.
- The Treasury Management Strategy covered our capital expenditure plans and monitoring checks and the minimum revenue provision policy which was the amount we had to provide to ensure we could repay our debts when they were due.
- The Council's external debt for the five years to 2023-24 was set out on page 523 of the agenda. By the end of March 2022 the debt was estimated to be £855.4m.
- The Treasury Management function operated a number of key indicators to ensure the Council operated within prudential boundaries. These were detailed in the report, but the main ones specified an operational boundary ensuring that external debt was lower than the authorised limit which represented a statutory controlled ceiling beyond which we could not borrow. The Council was well within both these boundaries, the details of which were set out in Appendix 5 on page 541.
- Interest rates were currently at an all-time low. Whilst this made finding returns difficult, it made the cost of borrowing attractive. Our external treasury advisor long term forecast for base rate was 2% and public works loan board rates were below that. 50 year money was currently approx. 1.3%. Short term money was less than this and opportunities would be considered to borrow in this area either by the PWLB or the Municipal Bond Agency.
- From an investment perspective, low interest rate returns meant that it was sensible to utilise balances to cover cash flow over short-term periods rather than borrow in blocks and therefore, we tended to be under funded in the coming year.
- The investment strategy was bound by tight criteria defining investment, credit worthiness and nationality of counterparties. Any investments in commercial activities, eg wholly owned commercial companies, were classified as non-treasury investments and were not included in the report as they were classified as capital expenditure. However, the cost of the expenditure would impact on the overall borrowing requirement. The commercial activities were listed in appendix 10.

11.3 The Chairman highlighted the key point about the cost of borrowing being low at the moment and the tendency for most authorities to go to the Public Works Loan

Board for borrowing requirements. The reference to the UK Municipal Bonds Agency was noted as a possible source of future borrowing, and its bonds had recently beaten the PWLB by at least 5 basis points. The market was keen to see green and social bonds come forward in terms of local authority borrowing.

11.4 Cabinet **RESOLVED** to:

- **endorse and recommend to County Council** the Annual Investment and Treasury Strategy for 2021-22 at Annex 1, including:
 - the capital prudential indicators included in the body of the report;
 - the Minimum Revenue Provision Statement 2021-22 at Appendix 1;
 - the list of approved counterparties at Appendix 4;
 - the treasury management prudential indicators detailed in Appendix 5.

11.5 **Evidence and Reasons for Decision**

The primary objectives of the Council's Investment and Treasury Strategy are to safeguard the timely repayment of principal and interest, whilst ensuring adequate liquidity for cash flow and the generation of investment yield. A flexible approach to borrowing for capital purposes will be maintained both in terms of timing, and in terms of possible sources of borrowing including the Public Works Loans Board (PWLB) and the UK Municipal Bonds Agency (UKMBA). This strategy is prudent while investment returns are low and the investment environment remains challenging.

The Investment and Treasury Strategy summarises:

- the Council's capital plans (including prudential indicators);
- a minimum revenue provision (MRP) policy (how residual capital expenditure is charged to revenue over time);
- the treasury management strategy (how the investments and borrowings are to be organised) including treasury indicators; and
- an investment strategy (including parameters on how investments are to be managed).

11.6 **Alternative Options**

In order to achieve sound treasury management in accordance with the statutory and other guidance, no viable alternative options have been identified to the recommendation in this report.

12 Dedicated Schools Grant (DSG) Funding

12.1 Cabinet received the report by the Executive Director of Children's Services presenting the changes to the distribution of the Dedicated Schools Grant from April 2021 in line with the Department of Education's National Funding Formula arrangements.

12.2 The Cabinet Member for Children's Services introduced the report and moved the recommendations, during which the following points were noted:

- The dedicated schools grant effectively controlled how much money Norfolk County Council could spend on schools.

- Since the agenda was published the Norfolk Schools Forum had met and endorsed the early years funding entitlements formula.
- The Norfolk Schools Forum had supported the initial request to transfer a further 1% from main schools' block to the high needs block. Unfortunately, the government did not support that request, so 0.5% was transferred which was the amount allowed within our jurisdiction.
- A deficit was building up, which would, hopefully, eventually be offset by the government although caution was needed that there was not suddenly a transfer of responsibilities back to the County Council.
- Meetings with MPs had taken place and the Norfolk Schools Forum were also considering lobbying the government to get a resolution to the lack of DSG funding.

12.3 The Chairman highlighted that all County and Unitary authorities were in a similar position, which meant that if the Government did make any major changes to funding, many authorities would be affected. Lobbying of MPs was taking place so it was hoped that they would help to resolve the matter.

12.4 Cabinet **RESOLVED** to agree:

- (i) the Dedicated Schools Grant funding including
 - a. the changes to the schools funding formula;
 - b. the changes to the early years funding entitlements formula;
 - c. agreeing the high needs block budget noting that it has been assessed to meet our statutory duties and it adds to the DSG cumulative deficit;
- (ii) to delegate decision making powers to the Executive Director of Children's Services, in conjunction with the Lead Member for Children's Services, delegated authority to agree the final funding cap, or allocation of additional funds, once the final DSG calculations of individual school allocations are known and in line with the principles of Cabinet's decision.

12.5 Evidence and Reasons for Decision

See Section 4 of the report.

12.6 Alternative Options

See Section 5 of the report.

13 School Place Sufficiency – Schools' Local Growth and Investment Plan

13.1 Cabinet received the report by the Executive Director of Children's Services focusing on the Annual Schools Local Growth and Investment Plan.

13.2 The Cabinet Member for Children's Services introduced the report and moved the recommendations.

The Schools Local Growth and Investment Plan provided a snapshot of Norfolk County Council's plans to secure sufficient school places and addressed two issues –

1. Demographic change, due to changes in birth rates and life expectancy, and
2. Population movement resulting from new housing development or migration to and from geographic areas.

Cabinet noted the SLGP was structured in 4 parts:

Part 1 – major growth areas requiring multi-school solutions.

Part 2 – development locations where a new school was planned.

Part 3 – growth areas with implications for existing schools.

Part 4 – areas of the county indicating a decline in pupil numbers and where there were several small schools.

- 13.3 The Cabinet Member for Communities & Partnerships fully endorsed and supported the plan, particularly the expansion of Ormiston Academy at Costessey as many of the residents in Easton in her division had been unable to transfer from Easton school to Ormiston Academy which was their local secondary school.
- 13.4 The Cabinet Member for Adult Social Care, Public Health & Prevention supported the inclusion of the Thetford Primary School adding that it was good news to see a primary school which would be ready to support local housing growth.
- 13.5 Cabinet **RESOLVED** to:
- Endorse the Schools' Local Growth and Investment Plan.

13.6 **Evidence and Reasons for Decision**

See Section 1 of the report.

13.7 **Alternative Options**

The LA has to fulfil its duty to provide sufficient places. The plan outlines some alternative options in areas, where different solutions could be pursued

14 Schools' Capital Programme Update

- 14.1 Cabinet received the report by the Executive Director of Children's Services providing an update on all financial adjustments to the schools' capital programme resulting from recommendations by Capital Priorities Group and decisions by the Executive Director of Children's Services with her delegated powers from Norfolk County Council Cabinet. The report also restated the reporting cycle for the schools' capital programme to Cabinet.
- 14.2 The Cabinet Member for Children's Services introduced the report and moved the recommendations, during which the following points were noted:
- The report identified the capital requirements for new schools.
 - This was an update to the report presented to Cabinet in August 2020.
 - The Capital Priorities Group met four times per year to identify and agree new capital priorities.

- The report identified where money would come from, eg from government; Section 106 money and CIL money where councils operated the CIL system and capital allowance of £120m borrowing from 2018 for the SEND programme.
- The SEND programme was currently looking to have places available by summer 2021.
 - The Great Yarmouth SEMH school should be completed by summer 2021, ready for occupation in September 2021.
 - The Fakenham SEND school was progressing well with the completion date expected by the end of 2021.
 - The Cognition and Learning school planned for Easton was sponsored by the government and was expected to be completed by the end of 2021.
- The programme is on track from a special educational needs capital budget.

14.3 The Cabinet Member for Finance endorsed the report and noted the SRB's which would come on stream in summer 2021 which, despite the covid pandemic would help the budget in terms of home to school transport.

14.4 The Cabinet Member for Innovation, Transformation & Performance endorsed the report, particularly the progress with the school in Fakenham which, if anyone wished, could be viewed via a webcam. (INSERT LINK).

14.5 Cabinet **RESOLVED** to:

- Sign off the report for publishing on the Norfolk County Council website.

14.6 **Evidence and Reasons for Decision**

Comprehensive assessment has been undertaken and is included in the attached report

14.7 **Alternative Options**

Not applicable.

15 **Admission Arrangements for the School Year 2022/23.**

15.1 Cabinet received the report by the Executive Director Children's Services providing details of the admissions coordination scheme for all schools and the proposed admissions policy for all Community and Voluntary schools.

15.2 The Cabinet Member for Children's Services introduced the report and moved the recommendations, highlighting that the report set out the admission arrangements for the school year 2022-23 and which needed to be approved by Cabinet annually in February each year.

It was noted there were no changes to the admissions arrangements except for the additional recommendation to include a priority within oversubscribed rules for Community & Voluntary Controlled schools for service personnel.

15.3 The Cabinet Member for Adult Social Care, Public Health & Prevention endorsed the proposals, particularly the recommendation to include a priority within oversubscribed rules for Community & Voluntary Controlled Schools for Service Personnel.

15.4 Cabinet **RESOLVED** to:

- **agree** the continuation of the current co-ordinated admission arrangements and to agree the inclusion of a priority within over-subscription rules for Community and Voluntary Controlled Schools for Service Personnel.

15.5 **Evidence and Reasons for Decision**

See section 4 of the report.

15.6 **Alternative Options**

None.

16 **Adult Learning Annual Plan**

16.1 Cabinet received the report by the Executive Director of Community & Environmental Services asking it to note the Adult Learning Service's exceptional performance over the 2020.

16.2 The Executive Director of Community & Environmental Services highlighted that the Plan was a testament to the work of the Governing Body, staff and the service on how well the service had coped and grown over the last twelve months.

16.3 The Cabinet Member for Communities & Partnerships introduced the report and moved the recommendations, during which the following points were noted:

- the annual report reflected the achievement of the service which had been one of only 6% of Adult Learning providers who had transitioned 100% of their course online at the beginning of the pandemic. This had helped individuals and businesses get through lockdown and prepare for the future through its online courses.
- Approximately 10,000 learners had enrolled onto online courses.
- Courses gave opportunities for people to learn new skills, help with their wellbeing whilst they had been furloughed or had been made redundant and also helped businesses.
- A wide range of courses was available, including apprenticeships.
- The services had made courses accessible for people who could not previously access them and allowed them to fit in their learning with other commitments.
- After the pandemic the Adult Learning Service would be offering more courses, including some courses to be run from the larger libraries across Norfolk.

16.4 Cabinet endorsed the exceptional work of the team during 2020 and noted the performance of the Adult Learning Service.

- 16.5 The Cabinet Member for Growing the Economy added his endorsement and congratulations to the Adult Learning Team highlighting that this was an excellent achievement which would help to ensure Norfolk was well placed to ensure those who had lost jobs due to covid could be reemployed.
- 16.6 The Cabinet Member for Innovation, Transformation & Performance endorsed the report and praised the team. He also noted the Adult Learning Vision which helped to demonstrate the work being done to enable people to take advantage of learning new skills and the ability to fit them into their lives more easily.

The Vision was “We anticipate and respond to the needs of individuals, communities, employers and Norfolk’s economy through the delivery of outstanding, inspirational and highly flexible learning”.

- 16.7 The Cabinet Member for Adult Social Care, Public Health & Prevention reflected that the IT approach by Norfolk County Council had enabled courses to be accessible in rural areas as access to adult learning previously had been difficult for people living outside Norwich. The achievement of 10,000 learners was incredible and he congratulated everyone involved. He also welcomed the library-based learning to be undertaken in Norfolk.

- 16.8 Cabinet **RESOLVED** to:

1. **approve** the Adult Learning Annual Plan
2. **commend** the Adult Learning service’s performance.

16.9 **Evidence and Reasons for Decision**

- 16.9.1 The Adult Learning Annual Plan is based on the identified needs and priorities for adults in Norfolk, including the emerging needs of the county as a result of the impact of the pandemic. It also responds to the policy and funding requirements of the Education and Skills Funding Agency.

- 16.9.2 The service’s external funding and tuition fee income enable Norfolk County Council to deliver adult learning that enables Norfolk residents to:
- Gain the skills, knowledge and qualifications they need to progress into and within employment
 - Access support, through learning, to live healthy, connected, safe, resilient and independent lives.

16.10 **Alternative Options**

The proposed Adult Learning Annual Plan enabled the Adult Learning service to maintain its external funding contract with the Education and Skills Funding Agency and tuition fee income, which bring £5 million into Norfolk for adult learning each year, and an Ofsted rating of good. Cabinet could decide not to deliver Adult Learning in Norfolk and the outcome of this decision would result in the loss of this external funding to Norfolk residents, communities and employers.

17 **Acquisition of Property for the Great Yarmouth Third River Crossing project.**

- 17.1 Cabinet received the report (including an exempt appendix) by the Executive Director of Finance and Commercial Services setting out a proposal for the County Council to acquire the leasehold interest and stock of South Denes Car Centre at South Denes Road, NR30 3LW to enable construction of the Great Yarmouth Third River Crossing Scheme. The report sought approval for the acquisition of the leasehold interest and stock of South Denes Car Centre, effectively extinguishing the business.
- 17.2 The Chairman referred to the exempt Appendix which contained commercially sensitive information, which Cabinet Members had received a copy of and said that, as no one had indicated they wished to refer to it in the discussion, it would not be discussed during the meeting. He added that the information would become available through the Land Registry once the purchase had been completed.
- 17.3 The Cabinet Member of Commercial Services & Asset Management presented the report and moved the recommendations during which the following points were noted:
- the acquisition would be made as part of the Great Yarmouth 3rd River Crossing project and was included in the Capital Budget.
 - Norfolk County Council had been granted a development consent order which included acquisition powers.
 - The GY3RC project required the acquisition of the land, including the stock from the business and the demolition of buildings at the site.
 - The public interest test had been applied and confirmed the exemption of the confidential information; however, the details of the purchase would be included on the land registry website once the purchase had been completed.
- 17.4 Cabinet **RESOLVED** to:
- **approve** the acquisition of the leasehold interest and stock of South Denes Car Centre, South Denes Road, Great Yarmouth NR30 3LW on terms agreed and instruct the Director of Property to oversee the implementation of the acquisition.
- 17.5 **Evidence and Reasons for Decision**
- The acquisition of this property by agreement supports the construction of the Great Yarmouth Third River Crossing Scheme
- 17.6 **Alternative Options**
- There are no alternative options.
- 18 **Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting:**
- Cabinet **RESOLVED** to **note** the Delegated Decisions made since the last Cabinet meeting.

The meeting ended at 12.40pm.

Chairman

Cabinet
1 February 2021
Public & Local Member Questions

Agenda item 6	Public Question Time
6.1	<p>Question 1 from Eleanor Laming A report by Uearthed (Greenpeace UK) shows that more than 3400 of England's high consequence flood assets (there is risk to life and property if they fail) are in very poor condition.</p> <p>I am pleased to see that at the Cabinet meeting on 12 January it was announced that a review of the 2015 Local Flood Risk Management strategy has been undertaken. However, we have already seen the impact of recent flooding in Norfolk, including episodes where people and vehicles had to be rescued.</p> <p>How many high consequence flood assets in Norfolk are in a poor state of repair?</p> <p>Response by the Cabinet Member for Environment & Waste The report by Uearthed (Greenpeace UK) relates to information obtained from the Environment Agency and to answer your specific question we would recommend that you contact them directly.</p> <p>I can add that the Environment Agency have provided this statement: The Environment Agency (EA) routinely inspects both EA and third-party defences for main rivers and the coast where they act as the Coastal Protection Authority. Where there is an immediate danger of flooding, emergency repairs will be undertaken straight away, or contingency plans put in place if this is not possible. The EA advise third party asset owners where there are concerns about their assets condition, offer them advice and encourage them to make repairs.</p> <p>The EA's annual maintenance programme includes a range of activities that are prioritised and timetabled using information from inspections, maintenance standards, levels of flood risk and from legal and statutory obligations. The maintenance programme is published on GOV.UK</p> <p>The EA maintain approximately 78,000 flood assets across England, 95% of which are in good condition and repairs prioritised where there is significant threat to lives and livelihoods.</p> <p>The EA's 2020 recovery programme inspected over 20,000 assets and, supported by a £120m government investment, all of the EA assets are winter ready either through repairs or, where these have not been completed, robust contingency plans are in place to manage risk until repairs are completed.</p>
6.2	<p>Question 2 from Eleanor Laming Has the Council allocated sufficient funds in its budget to deal with the issue of repairing assets for which it is responsible and dealing with future flooding?</p> <p>Response by the Cabinet Member for Environment & Waste In our role of Highway Authority, we have six highway pumping Stations</p>

	Site Ref.	SITE
	H08	Caister High Street Pumping Station
	M07	Caister-on-Sea Depot Pumping Station and Flow meter
	H03	Bacton Pumping Station
	H05	Heacham Pumping Station
	H09	Tunstead Road, Hoveton Pumping Station
	H10	Corpusty Bypass Pumping Station
	<p>Additionally, we maintain subway pumps: two in Gt Yarmouth; one in Holt; and one in Kings Lynn. Pumps are also present at two of the Norwich Park & Ride Sites.</p> <p>These are all maintained under existing contact arrangements and we have sufficient funds for deal with their inspection, maintenance and future replacement.</p> <p>Our other highway drainage systems consist of gravity-based surface water drainage systems.</p> <p>These are typically in:</p> <ul style="list-style-type: none"> • urban areas – such as gullies and pipes to positive outfalls, soakage disposal, SUDS features, or outfalls into systems maintained by others i.e. Anglian Water. • Rural areas – such as grips and backdrains. Again, these may be soakage features or outfall onto other systems maintained by others such as land drains. <p>We have an established proactive gully cleansing regime informed by risk assessment with the cleansing operation being carried out under contract to Tarmac.</p> <p>In 2020-21 we had a revenue budget of £487,000 for gully cleaning, £413,000 for drainage cleansing and £340,000 for emergency cleaning.</p> <p>In the same year we had a capital budget of £2.9m for improvements and repairs to drainage systems.</p> <p>We have funds for repairs and cleansing.</p> <p>However, they all have a finite capacity and any system can be overwhelmed in periods of intense or prolonged rainfall, particularly when the ground is saturated, and periods of high fluvial or tidal conditions.</p>	
6.3	<p>Question 1 from Hayley Pinto</p> <p>Doughnut economics is an approach to sustainable planning which helps organisations assess projects to ensure they stay within environmental planetary boundaries (eg climate change and biodiversity loss) and social boundaries (eg equality, housing etc) (http://bit.ly/DNutEcon). It is being increasingly adopted as a planning tool by organisations worldwide including Amsterdam and Cornwall council</p>	

	<p>(http://bit.ly/DNutCornwall) The approach provides a framework which improves transparency and promotes systems thinking. It would ensure all projects are aligned with the councils stated goals of achieving net zero emissions, protecting biodiversity whilst protecting and improving the wellbeing of the population and social equality.</p> <p>Would the cabinet consider adopting this approach for Norfolk?</p> <p>Response by the Cabinet Member for Environment & Waste: This suggestion and its implications will be further explored by Cabinet in light of the NCC Environmental Policy and the 7 themes identified in the recent Natural Capital Compendium covering Norfolk. Our approach will also be informed by key Government legislation, expected later in 2021.</p>
6.4	<p>Question 2 from Hayley Pinto Could the council demonstrate how the decisions to decimate established and thriving ecosystems with infrastructure projects like the western link road and Thorpe wood housing development would be consistent with the aspirational principles outlined in this approach and their own environmental policy?</p> <p>Response by the Cabinet Member for Environment & Waste: The Norwich Western Link (NWL) is vital to ensure we have adequate infrastructure to avoid existing problems linked to traffic congestion getting worse and to allow for the continued growth of Greater Norwich and Norfolk. We are committed to building the NWL in an environmentally responsible way and want to limit any adverse environmental impacts the new road may have. We will seek opportunities to enhance the environment in the area and are taking full account of our Environmental Policy as part of this. The scheme proposals and more detailed information are being developed and will be shared in our next public consultation, currently planned for the summer of this year. As part of these proposals we plan to include the creation of new habitats and improvements to existing ones in the local area to support a wide range of wildlife.</p> <p>The Thorpe Wood housing development is an issue for the local planning authority, in this case Broadland District Council.</p>
6.5	<p>Question from Dr Andrew Boswell The Constitution (Appendix 22) governs the conduct of, and relationship between, officers and members. It includes an obligation of mutual respect for each other's roles, and a requirement not to seek an unfair advantage or influence. The council employs highway officers, who in May 2019 responded, under the scheme of delegated powers (Constitution Appendix 5) on behalf of the council as a statutory consultee in relation to South Norfolk planning application 2018/2631. In Sept 2020, the Cabinet supplanted this response, and substituted it with a decision issued by Cabinet.</p> <p>How does the Cabinet explain its failure to act within and in accordance with the terms of the Constitution?</p> <p>Response by the Leader and Cabinet Member for Strategy & Governance Appendix 5 of the Council's Constitution sets out at paragraph A.3(b) that the powers delegated to officers are subject to:</p> <p>'...referral to the Executive for consultation or decision on all matters of public controversy or undecided matters of policy or substantial change from previous practice or which involve difficult or major issues where custom and practice or initial</p>

	<p>consultation with elected Members indicates that such referral should take place’.</p> <p>The circumstances, therefore, in which matters delegated to officers may be referred to the Executive are very broadly expressed and include ‘all matters of public controversy’, ‘substantial change from previous practice’ and those which involve ‘difficult or major issues where...initial consultation with elected Members indicates that such referral should take place’</p>
6.6	<p>Question 1 from Michael de Whalley</p> <p>Figures extracted from environmental permit EPR/WP3234DY/A001 for Rookery South Energy Recovery facility (bit.ly/EP_RookerySouth) show that it is calculated to generate 65 MW of electricity from 585,000 tonnes of waste and will release c. 176,000 tonnes of CO₂e (tCO₂e) per year. From these figures, a 20,000 tonne input of waste is calculated to produce 6459 tCO₂e/year. Please explain why the council derived figure of 545 tCO₂e/year (answer 6.31 at last month’s Cabinet) for CO₂ from “the treatment process” is so radically different (c.12 times smaller)?</p> <p>Response by the Cabinet Member for Environment & Waste.</p> <p>The reference made to ‘c. 176,000 tonnes of CO₂e (tCO₂e) per year’ appears to relate only to the release of emissions from a waste treatment facility. However, this is not equivalent to the carbon impact of a treatment process, as emissions are only one part of the carbon impact of treatment, which also includes other aspects such as energy generation.</p>
6.7	<p>Question 2 from Michael de Whalley</p> <p>The carbon intensity is 347 gCO₂e/kWh for the generated electricity. Government emissions factors (March 2019, bit.ly/Govt_EF, Table 1) show the carbon intensity of the UK electricity grid to be 281 gCO₂e/kWh in 2019 and a projected 118 gCO₂e/kWh in 2030 when NCC plans to be “carbon neutral”. How does generating electricity from 180,000 tonnes of waste which will be three-times as carbon intensive as the grid by 2030 fit with your Environmental Strategy?</p> <p>Response by the Cabinet Member for Environment & Waste.</p> <p>The arrangements to use waste from April 2021 to generate electricity, in a way that increases the recycling of metals and recovery of aggregates, and also removes the need to send waste direct to landfill, whilst also having flexibility to allow for further waste reduction and increases in recycling and reuse, fits very well with the County Council’s Environmental Policy.</p>

Cabinet
1 February 2021
Local Member Questions

Agenda item 7	Local Member Issues/Questions
7.1	<p>Question from Cllr Alexandra Kemp Norfolk Councils and the NHS form part of Norfolk's Integrated Care System so take collective responsibility for managing resources, improving Norfolk's health, and ensuring high quality services. In order to prepare for a gradual but safe return to school, and to protect key workers in their vital jobs, the Covid Vaccination Programme need to be extended immediately to teachers, police and prison officers. I have been contacted by worried families of constituents who are Prison Officers and regularly accompany prisoners to hospital in enclosed transport vehicles that increase the risk of Covid transmission.</p> <p>How is Norfolk County Council securing the priority of Norfolk's key workers in the Coronavirus Vaccination Programme?</p> <p>Response by the Cabinet Member for Adult Social Care, Public Health & Prevention Thank you for your question. As you are already aware the NHS is responsible for the vaccination programme. However the Council is providing details of eligible care workers to the NHS. We have built an IT system to do that and contacted all care employers, are working with voluntary organisations, and are feeding names to the NHS as soon as we receive them.</p> <p>I personally would not recommend overruling The Joint Committee on Vaccination and Immunisation (JCVI) who have decided the order of vaccination. They will advise the Government if they should consider, beyond frontline health and care workers, whether other occupational groups may need to be given priority for vaccination once the clinically vulnerable and those over fifty have received theirs. The systems that we have built with the NHS can be used to support vaccination of other groups if that is what the advice is changed to.</p>
7.2	<p>Question from Cllr Penny Carpenter Could the Cabinet Member provide an update on the project to improve the accessibility to County Hall?</p> <p>Response by the Cabinet Member for Commercial Services & Asset Management. County Hall provides an accessible workplace and we have worked hard to ensure that the office and key meeting rooms areas can be accessed by all of our communities. As was identified in 2020 additional works are required to our North Wing meeting rooms, which include the Council Chamber.</p> <p>Works are progressing well on the site and we would like to thank our contractor MACE for helping to meet a challenging program. Despite the current issues around COVID nationally, they have put in place an excellent programme to ensure the safety of their staff on site – which has been independently reviewed by a</p>

number of external bodies.

It is worth reminding ourselves as to the reason for the works This area has been largely unchanged since it was opened in 1968. There are significant maintenance backlogs and it does not meet the needs of residents, particularly those with disabilities. In particular, the current design does not support Councillors with disabilities – a situation that is unacceptable in 2021.

These are the major problems with the whole suite of meeting rooms and public area comprising the Council Chamber, Cranworth room, Marble Map area, Colman room and Edwards room as well as the toilet facilities

- No compliant access for disabled people (particularly around fire evacuation)
- No working heating or cooling
- Poor lighting levels
- No access to the public gallery in the Council Chamber for wheelchair users

The project is designed to focus on:

- Replacement of plant to provide appropriate levels of heating and cooling and controls so that the environment in each space will suit the occupation levels and activities.
- The existing mechanical ventilation is obsolete and does not work at all. The project will provide full mechanical supply and extract ventilation to all occupied areas. With this level of mechanical ventilation the building can be considered a well ventilated space, which is good in the context of controlling the transmission of Covid 19.
- The Council Chamber has no natural or mechanical ventilation. Under the current HSE guidance on Covid, the Chamber cannot be used for any meetings (including socially distanced meetings). Officers have explored other ways of mechanically handling air into the chamber, but a sufficient quantity cannot be provided.
- The current Covid legislation that allows 'virtual' meetings will expire on the 7th May 2021, but it will be important to provide confidence that we are providing a safe environment for them in undertaking the democratic function as well as for visitors and staff.
- In addition to changes to physical access and facilities, the scheme aims to tackle less obvious barriers arising from poor lighting that are exacerbated by poor colour contrast, busy colour patterns on the carpet that cause distress to certain neuro-diverse sufferers and poor provision for those who rely upon robust modern audio-visual installations.
- The work cannot easily be sub-divided so all works to improve disabled access and the air handling are best done as a single package.

Works are underway and scheduled to handover in May 2021

7.3	<p>Question 1 from Cllr Eric Seward How much funding in different grants has the Council received from the Government to do with the Coronavirus pandemic?</p> <p>Response by the Cabinet Member for Finance Thank you for your question. The Council has received £104.588m as set out in Table 4a in the Finance Monitoring Report on the Cabinet Agenda on page 69</p>
7.4	<p>Question 2 from Cllr Eric Seward Can you please detail all of this income and expenditure figures for each individual grant to date?</p> <p>Response by the Cabinet Member for Finance Thank you for your question. Forecast pressures by service are shown in Table 4d in the Finance Monitoring Report on the Cabinet Agenda on page 72 with further analysis provided on pages 85-87.</p>
7.5	<p>Question from Cllr Dan Roper 61 crashes have resulted in injury or fatalities since the Northern Distributor Road, also known as the Broadland Northway, completely opened in April 2018. What additional safety measures do you think are needed to prevent further injuries and fatalities on this road?</p> <p>Response by the Cabinet Member for Highways, Infrastructure & Transport Over the past twelve months, we have provided replacement signposts and signs, repairs to damaged kerbs, countdown marker signs on roundabout approaches, revised road markings at Wroxham Road roundabout, additional chevron and 'get in lane' signs, additional planting and SLOW road markings.</p> <p>At the current time, we are seeing a falling trend in personal injury accidents. Whilst this is positive news, it will be partly influenced by the reduced level of traffic relating to Covid-19 restrictions. We are continuing to monitor the safety performance of the road and will take appropriate action if specific interventions are considered necessary.</p>
7.6	<p>Question from Cllr Tim Adams The chair of the education select committee has urged ministers to put "the whole engine of the state" behind paving the way for schools to safely reopen. In this spirit what additional measures are Norfolk County Council planning to put in place to support schools in reopening once the government signals that they can do so?</p> <p>Response by the Cabinet Member for Children's Services Thank you Cllr Adams for this question. Officers across the council are working in a wide range of ways to support settings, schools and colleges. Many of the current challenges, which affect the current situation and the fuller opening of schools require considerable support corporately. For example, testing, health and safety controls, public health guidance, procurement of PPE, transport for children and provision of laptops. In Children's Services we have focused considerable resource on supporting the education system, from across the department. This continues to include support for remote learning, attendance, welfare and safety of pupils, support for mental health, and for vulnerable families.</p> <p>We have a clear approach to recovery which takes account of re-opening of schools</p>

	<p>for all children. We continue to meet multiple times a week with education leaders and provide regular alerts and information to early years, schools and colleges. We take account of challenges and issues raised by education leaders and where needed local solutions to support the re-opening of all schools for all children will be prioritised. For example, we await the national decisions about implementation of mass testing of pupils in schools and we have resource ready to support schools with that if necessary.</p> <p>Throughout this crisis we have commented on the amazing effort and resilience of our staff, teachers and leaders and I'm pleased to say that the education system in Norfolk functions very well with great collaboration and mutual support.</p>
7.7	<p>Question from Cllr Brian Watkins</p> <p>How much is the current overspend on the Dedicated Schools Grant and how much is it anticipated to grow this year especially as schools are having to spend additional money to deal with the effects of the Covid pandemic?</p> <p>Response by the Cabinet Member for Finance</p> <p>Thank you Cllr Watkins for this question. The current forecast overspend for 2020-21 on the DSG is £11.260m as per the Finance Monitoring Report on the Cabinet agenda (item 8 – Appendix 1, 2.11). This is a full year, outturn forecast, in line with the Council's approach to all financial monitoring to Cabinet.</p> <p>The cumulative deficit on the Dedicated Schools Grant brought forward from previous years totalled £19.703m (item 8 - appendix 1,2.13), and so the anticipated carry forward on the deficit at the end of the year is forecast to be £30.963m.</p> <p>We are not currently anticipating any significant increase in the forecast prior to the end of the financial year as a result of the effects of the Covid pandemic on the High Needs Block. Schools have been able to recoup some COVID related costs from the Government. Where necessary, schools are being offered support to manage their financial position through our schools' finance team, part of our traded education services.</p>
7.8	<p>Question 2 from Cllr Brian Watkins</p> <p>When does this cause a major concern for the County Council's Finances particularly if the government decides to change the rules?</p> <p>Response by the Cabinet Member for Finance</p> <p>Thank you Cllr Watkins for this question. The Government have made no indication that they are considering changing the rules with regards to the terms and conditions of the Dedicated Schools Grant. We continue to work co-operatively with the DfE in relation to our cumulative DSG deficit.</p>
7.9	<p>Question from Cllr Terry Jermy</p> <p>Can the Cabinet Member for the Environment and Waste confirm what work the Council has undertaken with the Environment Agency and local landowners to ensure that ditches, dykes, and drains are well maintained and kept clear over the last four years?</p> <p>Response by the Cabinet Member for Environment & Waste</p> <p>The Council takes a risk-based approach to formal enforcement action and works with local landowners where issues are identified. The majority of local issues are resolved through negotiation and close working with the relevant landowners and</p>

	<p>other agencies, which negates the requirement for expensive and lengthy formal legal action.</p> <p>The Council also proactively publicises messages where we are undertaking studies and works to ensure landowners and property owners are aware of their roles and responsibilities under the Flood & Water Management Act 2010. Flood Investigation Reports also provide a means to reinforce these roles and responsibilities.</p> <p>Close work with the Environment Agency continues and we will look forward to this being enhanced in the coming months as part of the Council initiative to drive closer working with the many agencies who have water management responsibilities in Norfolk.</p>
7.10	<p>Question from Cllr Mike Smith-Clare</p> <p>We are finally seeing the Cabinet Member for Children's Services finally taking some responsibility to address digital exclusion and connectivity issues for our children and young people, albeit it six months after the Labour Group proposed action on this very issue. In light of the continuing uncertainty about when schools will reopen, can he confirm how the current actions to address digital access issues and connectivity are being developed into a sustainable plan long term plan to reduce and eradicate the digital divide in Norfolk?</p> <p>Response by the Cabinet Member for Children's Services</p> <p>I'm sure Cllr Smith-Clare would join me in congratulating all the staff involved for the work they have done and for giving me the opportunity to highlight this excellent work. As Cllr Smith-Clare knows, we have been working with the schools system to ensure that the rapid increase in the access to digital devices to support learning has a long-term impact on raising attainment and participation in education for children and their families. Although the pandemic has undoubtedly had a negative impact on learning for many, it has also brought learning into the family home and built much stronger relationships between school and home around children and their learning. We are very determined that this current, urgent work to roll out of devices and connectivity is the first step in building a strong legacy that will have a positive impact on reducing inequalities in opportunity and achievement for disadvantaged children and young people. Planning is underway to establish an ongoing programme of work to roll out refurbished corporate laptops to digitally disadvantaged children and families and that options to address longer term internet connectivity needs will also be developed.</p> <p>In addition to the roll out of equipment and connectivity, Norfolk's Libraries and Children's Services staff are offering support for families who need advice and guidance associated with getting online and coping with online learning.</p>
7.11	<p>Question from Cllr Chris Jones</p> <p>How much additional income has the Council generated from commercial services over the last four financial years?</p> <p>Response by the Cabinet Member for Finance</p> <p>The most significant commercial activities are undertaken by the Norse Group Limited and each year a Norse Group value statement is produced for the Norse Group Shareholder Committee. For 2019-20, this included direct financial payments to the Council of £3.1m.</p> <p>In addition the Council also receives income from charging for services within the</p>

	<p>revenue budget. The income from these charges is used to support the delivery of all the Council's services and assist in balancing the overall budget. There are a wide range of charges, some of which are defined by statute, and in broad terms, where they are not defined in statute, they are based on a market basis in terms of rents, on a cost recovery basis or a contribution towards overheads. Some examples are rental income from County Farms, rental income from solar panels at Scottow, museums charges, and fees for registrars.</p>
7.12	<p>Question from Cllr Chrissie Rumsby What is the current average response rate for a decision on an application to the Norfolk Assistance Scheme?</p> <p>Response by the Leader and Cabinet Member for Strategy & Governance The Norfolk Assistance scheme forms part of the Councils approach to supporting people in financial hardship through the Covid-19 pandemic.</p> <p>Since the 1 December the Council has received 7,144 applications to the scheme of which 1,327 were in the last week alone. The scheme is under considerable pressure and is working hard to train new staff to support the team and increase capacity. All applications received are assessed and prioritised with CEV and people Self Isolating being processed within 24 hours alongside applications from families with children under 5. Applications for emergency Food and Heating then take priority followed by those seeking help with household items including cookers and fridges.</p> <p>Of the 7,144 applications made since 1 December 5,435 have been completed and closed. A further 1,709 remain open however 813 of these have been allocated to support workers and are being progressed with applicants. The remaining 896 applications will be allocated and worked on shortly.</p>
7.13	<p>Question from Cllr Danny Douglas When will the Cabinet Member for Highways ensure the correct street signage is on St Margarets Street to replace the current signage which incorrectly advises vehicles that they cannot access St Benedicts Street?</p> <p>Response by the Cabinet Member for Highways, infrastructure & Transport Thank you for highlighting this issue. I will ask the Highways Team to look into the issue raised.</p>
7.14	<p>Question from Cllr Colleen Walker How many first time buyers has the Council helped to get a foot on the property ladder through the new homes that have been built on surplus Council property since 2017?</p> <p>Response by the Cabinet Member for Commercial Services & Asset Management I am pleased that Cllr Walker supports more home ownership. This is not a metric that the Council collects and we are not aware of any other authority that collates this information around their own land. Unless a first-time buyer is clearly identifiable (for example through participation in a Government scheme) this information is not something that can be easily collected.</p> <p>Land sold (especially prior to 2017) may have or passed through several owners</p>

	<p>before coming forward for development. Local planning policy will determine the tenure of any new homes that are built in an areas – on any land – and will reflect the local need, as determined by the Local Planning Authority, based upon their assessment of the housing market in each District. They will record these numbers for all land where planning is received and where development starts. It may not always be possible to identify whether a purchaser is a first-time buyer or not.</p> <p>Where the Council is developing homes through its housing company Repton – there are a variety of products that will appeal to first time buyers, including shared ownership products. These will provide high quality homes at an accessible price. At Acle, the first development where Repton is on site, we have exceeded the ‘policy compliant’ amount of affordable housing - supporting another key part of our housing market.</p>
--	--

Written Supplementary Questions requiring written responses from the Cabinet Meeting held on
Monday 1 February 2021

Agenda item 7 Local Member Questions	
Written supplementary question from Cllr Colleen Walker	<p>I'm amazed at this answer. Does he not accept that he has a responsibility to help first time buyers get a foot on the property ladder by building new homes on surplus council property?</p> <p>Response by the Cabinet Member for Commercial Services & Asset Management: As Cllr Walker will be aware both from her time on the Business and Property Committee, as well as questions at both Cabinet and Full Council – NCC is actively developing new homes on surplus County Council land, including within her borough in Great Yarmouth.</p> <p>I would be happy to meet with her to run through the plans in more detail</p>
Written supplementary question from Cllr Chrissie Rumsby	<p>What planning is taking place to ensure that there is enough capacity within the NAS team to deal with continuing demand when staff return to their substantive posts within other areas of the Council's services?</p> <p>Response by the Leader and Cabinet Member for Strategy & Governance: The Norfolk assistance scheme continues to be monitored closely to ensure that it is able to support those most in need of help as quickly as possible. The high level of applications to the scheme has meant regular readjustments in staffing levels and the team has been well supported by other Council departments through the provision of additional support workers. In order to ensure that there is no staffing cliff edge through workers being called back to their substantive roles at short notice, the scheme is currently recruiting with the aim of bringing in up to 6 additional temporary support workers over the coming month. At this point in time it is believed that these additional staff will ensure the scheme is able to meet the demands placed upon it.</p>
Written supplementary question from Cllr Mike Smith-Clare	<p>How many school children and young people in further education still cannot access online learning as at today's date?</p> <p>Response by the Cabinet Member for Children's Services: We continue to collect information from schools as to the number of children and families who would benefit from a laptop or connectivity devices. So far we have requests for 3,500 devices, of which over 2,000 have so far been rolled out. Some Academy Trusts have made their own arrangements and the DFE programme is also supplying additional laptops. Further education colleges are being supplied with significant quantities of laptops and we do not collect information from them about individual needs, as it is managed by the post 16 provider. The colleges hold student information which under data protection regulations they have no valid purpose to share with the local authority as the supply of devices is via the Education Schools Funding Agency.</p>

Cabinet

Item No. 8

Decision making report title:	Highway Parish Partnership Schemes 2021/22
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Cllr Wilby (Cabinet Member for Highways, Infrastructure and Transport)
Responsible Director:	Tom McCabe (Executive Director, Community and Environmental Services)
Is this a key decision?	No

Introduction from Cabinet Member

We established the Parish Partnership scheme to give local communities the opportunity to directly influence our programme of small highway improvements. The scheme this year continues to be extremely popular and officers have assessed 160 individual bids from Town and Parish Councils across Norfolk.

This year's programme will see 113 small local schemes, delivering what communities tell us they need. This includes trods, village gateways, bus shelters and vehicle activated signs.

The way that the programme is funded, with Town and Parish Councils making a contribution, means that we can more than double the impact of the funding we make available. This year, our contribution of £313,626 and a Safety Camera Partnership contribution of £39,117 to this local investment programme will support the delivery of schemes totalling £715,489.

Whilst the Parish Partnership scheme is not available in those urban areas without Parish or Town Councils, these communities have not been forgotten and we will continue to make significant investment in these important areas. This includes the investment we are making in Norwich as part of the Transforming Cities Fund and in Great Yarmouth with the 3rd River Crossing construction about to start.

Executive Summary

This report sets out the proposed parish partnership programme for 2021/22.

Recommendations

- 1. To approve the 90 local schemes listed in Appendix B for inclusion in the Parish Partnership Programme for 2021/22.**

2. To approve the 23 vehicle activated sign schemes listed in Appendix C for inclusion in the Parish Partnership Programme for 2021/22, subject to securing funding from the Safety Camera Partnership.

1. Background and Purpose

- 1.1. The Parish Partnership scheme began in September 2011, when Parish and Town Councils were invited to submit bids for local highway improvements, with the County Council funding up to 50% of bid costs. The key benefits of the scheme are that it:
- Delivers local priorities identified by local people;
 - Draws in additional funding for small scale highway improvements, enabling us to collectively deliver more;
 - Gives local communities an opportunity to directly influence the improvements in their local area.
- 1.2. The programme continues to be well received by Parish/Town Councils, Local Members and communities. Information about the number of bids received through the scheme over the past seven years is set out in Appendix D, and information about the number and value of these bids by district is at Appendix E. There is a good spread across Norfolk.
- 1.3. Invitation letters for 2021/22 bids were sent out in June 2020 with a closing date of 4 December 2020 (Appendix A), giving bidders good time to develop their proposals.
- 1.4. 119 bids were submitted from Town & Parish Councils for 2021/22, including 5 bids from Parishes who had not submitted before. Two Parish Councils have subsequently withdrawn their bids. Four of the bids received were assessed and considered to not to be viable or deliverable or were outside the scope of the scheme. The relevant Parish Councils have been informed.
- 1.5. All bids have been assessed against the following factors:
- Contribution to Local Transport Plan objectives;
 - Outcome for the local community;
 - Value for money;
 - Compliance with regulations.

2. Proposals

2.1. Small highway improvements

- 2.1.1. 113 bids for small highway improvements have been assessed and are viable and deliverable. It is proposed that all 113 of these bids are allocated funding and added to the Parish Partnership Programme for 2021/22. The total funding contribution from the County Council needed to deliver these schemes is £313,626.

2.1.2. A full list of the 113 bids is included at Appendix B, with first time bidders shaded in yellow. The most popular bids are for:

- Village Gateways (23);
- Trods (14) - a simplified, lower cost alternative to footways (often constructed using recycled road surface material);
- Bus Shelters (10);
- Part-time advisory 20mph speed limit with flashing school warning lights outside schools (11).

2.2. **Vehicle activated signs (VAS)**

2.2.1. 23 bids were received for SAM2. These are mobile VAS units which flash vehicle speed as a reminder to the driver. The SAM2 would be purchased under the scheme, and subsequently owned/maintained by the relevant Town or Parish Council.

2.2.2. For these 23 bids, officers have submitted a bid for funding of £39,117.90 from the Safety Camera Partnership to enable them to be delivered without any direct County Council funding. On that basis, it is proposed to add all 23 of these schemes onto the Parish Partnership Programme for 2021/22. A full list of these bids is included at Appendix C.

3. **Impact of the Proposal**

3.1. A County Council contribution of £313,626 and a Safety Camera Partnership contribution of £39,117, along with funding from Town and Parish Councils, will enable a programme of local works totalling £715,489 to be delivered.

4. **Evidence and Reasons for Decision**

4.1. This Parish Partnership scheme enables delivery of schemes which have been identified as important by local communities.

4.2. The contribution from Town and Parish Council's and the Safety Camera Partnership means that we can deliver more schemes on the ground. In addition, where local communities support lower cost solutions, there is a positive impact on the wider highway's improvement programme. For example, over the last five years, the implementation of trods has enabled 32 much more expensive footway schemes to be removed from the forward programme.

5. **Alternative Options**

5.1. Cabinet could decide to reduce the County Council's contribution to the Parish Partnership Programme or could decide to not utilise unallocated highways funding to allow all the assessed bids to progress. In which case, a set of additional criteria would need to be developed to enable the current list of proposed schemes for 2021/22 to be re-assessed.

6. Financial Implications

- 6.1. Members have approved a capital allocation of £350,000 for Parish Partnership schemes in 2021/22. The NCC contribution to the Parish partnership schemes is £313,626, the remaining allocation will held to deal with any cost pressures within the programme.
- 6.2. The SAM2 schemes set out in Appendix C would require a contribution of £39,117 to deliver. A bid has been submitted to the Safety Camera Partnership (SCP) for this funding on the basis that these schemes support road safety and casualty reduction. This will be discussed at the Operational Group meeting of the SCP, in advance of a decision being made the SCP Board meeting in the Spring.

	NCC/ SCP contribution	Parish Contribution	Total
Parish Partnership schemes	£313,626	£323,627	£637,253
SAM2 Schemes	£39,117	£39,118	£78,235
	£352,743	£362,745	£715,489.

7. Resource Implications

- 7.1. **Staff:** There are no staffing implications and the programme can be delivered within existing staff resource.
- 7.2. **Property:** None of the proposed schemes involve land acquisition.
- 7.3. **IT:** None.

8. Other Implications

- 8.1. **Legal Implications:** The legal implications of individual schemes will be evaluated as part of the project delivery process. None of the proposed schemes will require legal orders to deliver.
- 8.2. **Human Rights implications:** The Human Rights implications of individual schemes will be evaluated as part of the project delivery process.
- 8.3. **Equality Impact Assessment (EqIA):** An equality impact assessment has been undertaken on this proposal, to examine how the proposal is likely to impact on people with protected characteristics.

The assessment has identified that the proposal should promote equality for people with protected characteristics, particularly older and disabled people and parents/younger people. This is because the scheme enables parish councils to bid for money for improvements to the highways in their local area, which includes improvements that promote accessibility and inclusion, such as

bus shelters, vehicle activated speed warning signs and road markings near schools.

Careful planning takes place to ensure that new schemes are implemented correctly and take account of issues within the local area. The bidding process is accessible and inclusive, and it is a criteria of the process, that any successful bid must be accessible for disabled people. This enables the scheme to play its part in making Norfolk an accessible county – a priority identified in Together, for Norfolk, the Council's six-year business plan.

8.4. **Health and Safety implications:** The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

8.5. **Sustainability implications:** Many of the schemes will have a positive contribution to sustainability, by encouraging walking and cycling.

8.6. **Any other implications:** None.

9. Risk Implications/Assessment

9.1. In previous years, the Safety Camera Partnership (SCP) has agreed to contribute funding towards the SAM2 bids. However, funding for 2021/22 is not guaranteed, and decisions are taken in the context of all bids submitted to the SCP.

10. Select Committee comments

10.1. N/A

11. Recommendations

- 11.1. **1. To approve the 113 local schemes listed in Appendix B for inclusion in the Parish Partnership Programme for 2021/22.**
2. To approve the 23 vehicle activated sign schemes listed in Appendix C for inclusion in the Parish Partnership Programme for 2021/22, subject to securing funding from the Safety Camera Partnership.

12. Background Papers

- 12.1 Highway Parish Partnership Schemes 2020-21 Report to Cabinet committee 2 March 2020
- 12.2 Highway Capital Programme 2020/21/22/23 and Transport Asset Management Plan Report to Cabinet 13 January 2020

Officer Contact

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

Officer name: Kevin Townly

Tel No.: 01603 222627

Email address: Kevin.townly@norfolk.gov.uk



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

[Type here]

[Type here]

Appendix A



Environment, Transport, Development
County Hall
Martineau Lane
Norwich
NR1 2SG

NCC contact number: 0344 800 8020

Textphone: 0344 800 8011

cc Local Members

Your Ref:

Date: June 2020

My Ref:

Tel No.:

Email:

HI/12/GEN/DH/KT

0344 800 8020

martin.wilby@norfolk.gov.uk

From the Cabinet Member for Highways, Infrastructure & Transport

Dear Sir/Madam

Delivering local highway improvements in partnership with Town and Parish Councils

I am delighted to inform you that due to the success of working in partnership with Parish/Town Councils for the last seven years the Parish Partnership Scheme Initiative will again be repeated in the financial year 2021/22. Further supporting information, including possible funding sources for your share of the bid, is available on our website (click on [this link](#)).

The County Council has again provisionally allocated £325,000 on a 50/50 basis (There is an upper limit on Norfolk County Council funding support of £25,000 per bid) to fund schemes put forward by Town and Parish Councils to deliver projects that are priorities for local communities. We are particularly keen to encourage and support first-time bids.

This letter provides more information on the process, invites you to submit bids, and explains how the County Council can support you in developing your ideas. The closing date will be the 4 December 2020. Please contact your local Highway Engineer based at the local Area Office for agreement and any advice in developing your ideas, especially around the practicalities and cost estimates.

Once all bids have been received, we will assess them and inform you of our decision in March 2021 following approval by the Norfolk County Council Cabinet.

Continued .../

To encourage bids from Town and Parish Councils with annual incomes (precepts plus any another income) below £2,000, we are offering the following support;

- 75% County Council contribution
- £5,000 maximum bid value
- Offer available only once to any bidder

We will also accept bids from unparished County Council Wards. Such Wards can always opt to become a formal Parish Council, but otherwise we are offering support on the basis that the Ward raises the required 50% funding. Kings Lynn Borough Council, Great Yarmouth Borough Council and Norwich City Council have kindly indicated their willingness to consider proposed schemes and potential funding for them. Further details are in the relevant committee report on our website (click on [this link](#)).

What sort of schemes would be acceptable?

- Small lengths of formal footway
- Trods (a simplified and low-cost footway),
- Improved crossing facilities
- Improvements to Public Rights of Way.
- Flashing signs to tackle speeding. We would encourage you to consider Speed Awareness Mobile Signs (SAM2) - which flash up the driver's actual speed rather than fixed signs (VAS) - which flash up the speed limit. The number of VAS in Norfolk has grown, and checks show that speed reduction benefits can be minimal. Whilst we will still consider bids for fixed VAS, we will need to be satisfied that they will be effective in reducing speed. We consider that SAM2 mobile signs, which are moved around on an agreed rota, are better at reducing speed; **SAM2 can be jointly purchased with neighbouring Parishes and would be owned and maintained by the Parish/Town Council.** Please note this type of scheme may be dependent upon NCC securing additional funding from the Norfolk Safety Camera Partnership
- Part-time 20mph signs with flashing warning lights, outside schools. The County Council generally supports these as they do show a moderate reduction in average speeds during peak times.
- "Keep Clear" carriageway markings outside schools. Applications will be considered for new school keep clear carriageway markings (which must be supported by the local school), however, these will not be enforceable without a Traffic Regulation Order which is outside the scope of the Parish Partnership Scheme. If you wish to enforce the Order, it would have to be wholly funded by the Parish or the Local Member.

New Bus Shelter. A copy of Norfolk County Councils guidance for new bus shelters is available on our web site (click on [this link](#)). **Any new shelter would be owned and maintained by the Parish/Town Council.**

Schemes can be within or immediately adjacent to the highway. If they are off highway the future responsibility for the maintenance will fall to the Parish or Town Council.

Schemes should be self-contained and not require other schemes or works to make them effective.

Schemes that support the Local Transport Plan (LTP) objectives will have a higher priority for funding. The LTP can be found on our website (click on [this link](#)).

With the County Council's agreement Parishes can employ private contractors to deliver schemes. However, any works on the highway would be subject to an agreed programme, inspection on completion, and the contractor having £10m public liability insurance.

Schemes which will not be considered

- Bids for minor traffic management changes which require a Traffic Regulation Order for example;-
 - Speed Limits
 - Waiting restrictions
 - Weight restrictions
- Bids for installation of low-energy LED lighting in streetlights to help cut energy bills and maintenance.
- Mirrors in the highway
- Protection of private land from travellers

Information you must include in your bid

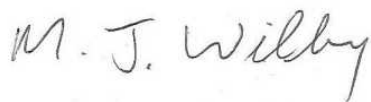
- The objective of the scheme
- Details of the scheme, its cost and your contribution.
- A plan/map of the extents of the scheme
- Who, and how many people will benefit.
- Local support, particularly from your local Member, frontagers and land owners.
- For 'off highway' schemes, your proposals for future maintenance.

Please find a simple bid application form attached to this letter. When assessing your bid, we will consider the points above, but also:

- The potential for casualty reduction.
- Any ongoing maintenance costs for the County Council.

Your bids should be emailed to ppsschemes@norfolk.gov.uk (or posted for the attention of the County Programme Engineer, Linda McDermott, at the above address). If you need further information on the bid process please contact Linda, by email or by phoning 01603 228905. For advice on the scheme practicalities and/or likely costs, please contact your local Highway Engineer.

Yours sincerely



Martin Wilby
Cabinet Member for Highways, Infrastructure & Transport

Parish Partnership bid application form

Fund applied for:	Parish Partnership Fund		
Applicant details:			
Submitted by/contact:			
Phone Number:			
Email			
Sum applied for:			
Total project cost:			
Project title:			
Project detail: (please include a plan/map of the extents of the scheme):			
plan/map attached:	Yes / No		
Any other funding:			
Parish Income:	Precept	Other Income	Total Yearly Income
Reason for works:			
Any relevant supporting documents (e.g. supportive			

[Type here]

[Type here]

Appendix A

correspondence) :	
Discussed with:	

Parish	Member	Scheme Type	Value of Works
Clenchwarton	Alexandra Kemp	Village Gateways	£1,500
Hempnall	Alison Thomas	PROW	£1,630
Hempnall	Alison Thomas	Bus Shelter	£400
Long Stratton	Alison Thomas	20mph Wig Wags	£3,054
Tharston and Hapton	Alison Thomas	20mph Wig Wags	£6,500
Brancaster	Andrew Jamieson	Village gateways	£12,607
Burnham Thorpe	Andrew Jamieson	Village Gateways	£1,905
North Creake	Andrew Jamieson	Village Gateways	£3,164
Blofield	Andrew Proctor	Trod	£5,000
Blofield	Andrew Proctor	20mph Wig Wags	£10,581
Brundall	Andrew Proctor	Zebra Crossing	£7,000
Cantley	Andrew Proctor	Trod	£6,000
Rockland St Mary	Barry Stone	20mph Wig Wags	£6,054
Burston and Shimpling	Bev Spratt	Footway	£34,412
Dickleburgh	Bev Spratt	Signs	£2,562
Fornsett	Bev Spratt	20mph Wig Wags	£10,581
Great Moulton	Bev Spratt	Bus Shelter	£3,930
Mattishall	Bill Borrett	Kerbing	£2,500
Swanton Morley	Bill Borrett	Road Markings	£1,000
Swanton Morley	Bill Borrett	Trod	£7,499
Beighton	Brian Iles	Footway	£1,800
Terrington St John	Brian Long	Footway	£41,400
Watlington	Brian Long	Trod	£9,600
West Dereham	Brian Long	Signs	£1,540
Bradwell	Carl Smith	Bus Shelter	£7,450
Burgh Castle	Carl Smith	Signs	£1,350
Carbrooke	Claire Bowes	20mph Wig Wags	£7,000
Spixworth	Daniel Roper	Bus Shelter	£5,000

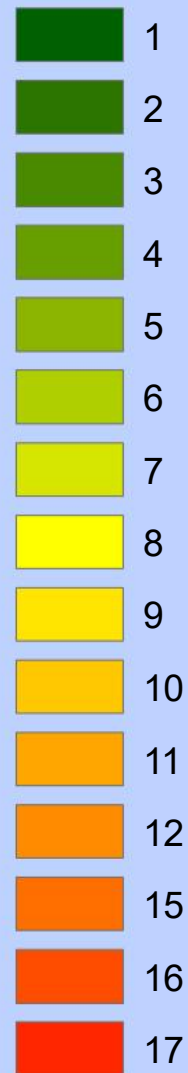
Parish	Member	Scheme Type	Value of Works
Hethersett	David Bills	Street Furniture	£439
Swaffham	Ed Colman	Signs	£530
Swafham	Ed Colman	Surfacing	£3,000
Bradenham	Edward Connolly	Village Gateways	£5,300
Little Ellingham	Edward Connolly	Village Gateways	£2,542
Bacton	Edward Maxfield	Village Gateways	£7,000
Gooderstone	Fabian Eagle	Bus Shelter	£10,000
Gooderstone	Fabian Eagle	Footway	£16,000
Great Cressingham	Fabian Eagle	Village Gateways	£9,000
Coltishall	Fran Whymark	Village Gateways	£1,501
Castle Acre	Graham Middleton	Trod	£11,700
Gayton	Graham Middleton	Trod	£4,100
Shouldham	Graham Middleton	Trod	£15,500
Cawston	Gregory Peck	Village Gateways	£2,500
Ringland	Gregory Peck	Car Park	£9,000
Downham West	Harry Humphrey	Trod	£16,300
Outwell	Harry Humphrey	Lights	£4,036
Walsoken	Harry Humphrey	Bus Shelter	£7,500
Walsoken	Harry Humphrey	Passing Bays	£0
Walsoken	Harry Humphrey	Guard Rail	£456
Great and Little Plumstead	Ian Mackie	Village Gateways	£12,500
Wymondham	Joe Mooney	Bus Shelter	£6,743
Worstead	John Timewell	Village Gateways	£1,020
Worstead	John Timewell	Kerbing	£5,576
Diss	Keith Kiddie	PROW	£10,780
Hedenham	Margaret Stone	Footway	£3,440
Topcroft	Margaret Stone	kerbing	£2,800
Blakeney	Marie Strong	Signs	£3,000

Parish	Member	Scheme Type	Value of Works
Beetley	Mark Kiddle-Morris	Village gateways	£3,000
Gressenhall	Mark Kiddle-Morris	Posts	£3,000
Litcham	Mark Kiddle-Morris	Village Gateways	£4,000
Mileham	Mark Kiddle-Morris	Trod	£6,000
Feltwell	Martin Storey	Village Gateways	£5,921
Feltwell	Martin Storey	Footway	£7,300
Hockwold cum Wilton	Martin Storey	Village Gateways	£7,169
Bircham	Michael Chenery	Access	£8,000
East Rudham	Michael Chenery	Kerbing	£2,200
Ashmanhaugh	Nigel Dixon	Village Gateways	£1,250
Dereham	Phillip Duigan	Bus Shelter	£5,000
Dereham	Phillip Duigan	Signs	£200
Dereham	Phillip Duigan	20mph Wig Wags	£4,500
Horning	Richard Price	Street Furniture	£740
Hemsby	Ron Hanton	Bus Shelter	£7,750
Thetford	Roy Brame/Terry Jermy	Kerbing	£2,000
Thetford	Roy Brame/Terry Jermy	Trod	£18,000
Walpole	Sandra Squire	Village Gateways	£4,777
Briston	Steffan Aquarone	Village Gateways	£7,347
Corpusty	Steffan Aquarone	Mini Roundabout	£8,000
Corpusty	Steffan Aquarone	Village Gateways	£4,000
Snettisham	Stephen Askew	Trod	£9,173
Old Buckenham	Stephen Askew	20mph Wig Wags	£7,000
Costessey	Tim East	20mph Wig Wags	£10,000
Helhoughton	Tom FitzPatrick	Village Gateways	£2,920
Drayton	Tony Adams	Resurfacing	£50,000
Felthorpe	Tony Adams	Car Park	£30,000
Bramerton	Vic Thomson	Trod	£7,000

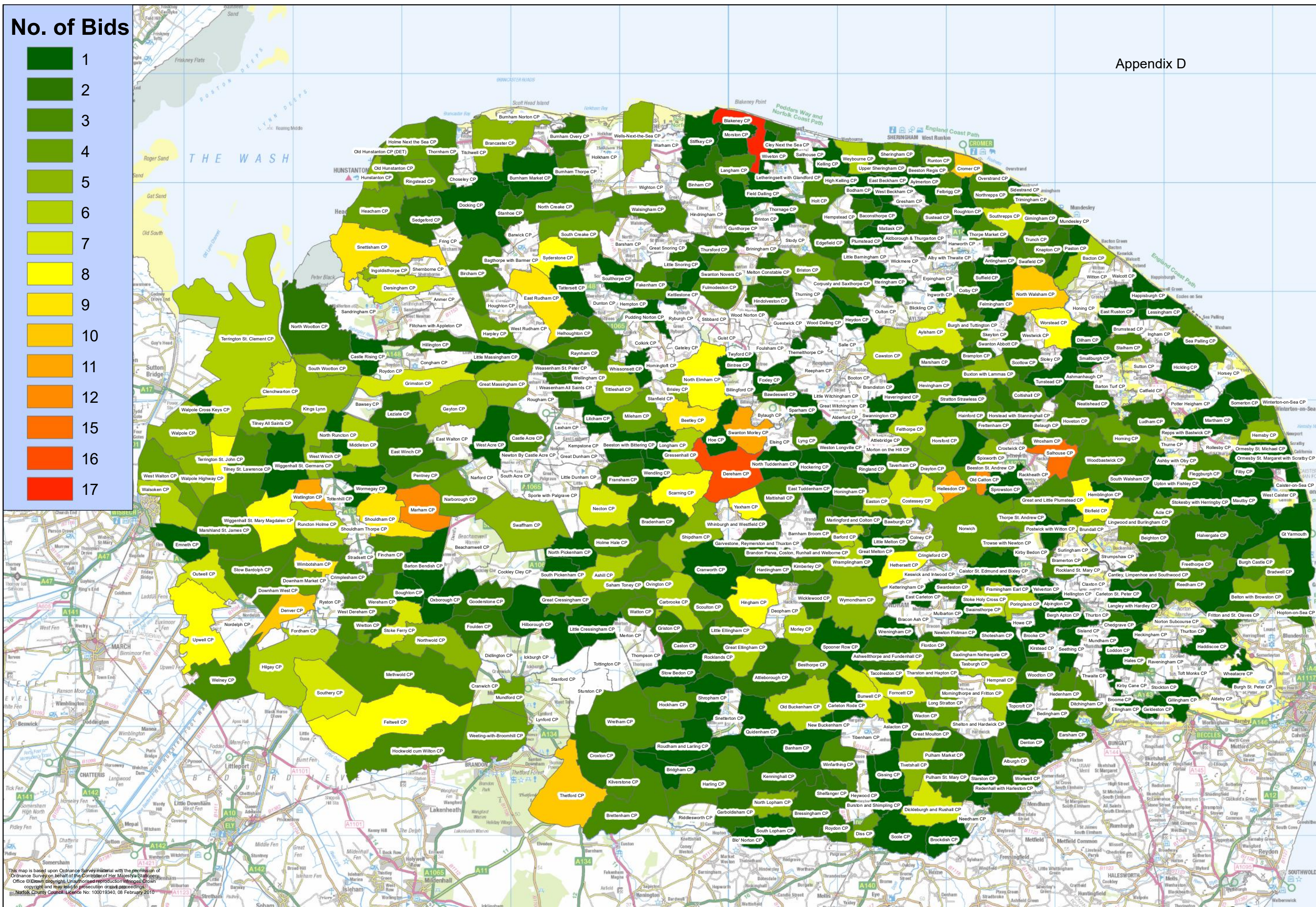
Parish	Member	Scheme Type	Value of Works
Poringland	Vic Thomson	Village Gateways	£8,284
Stoke Holy Cross	Vic Thomson	Village Gateways	£2,776
Stoke Holy Cross	Vic Thomson	Footway	£13,502
Trowse	Vic Thomson	20mph Wig Wags	£4,713
Scarning	William Richmond	Bus Shelter	£3,624
Scarning	William Richmond	20mph Wig Wags	£2,358
Total Cost			£637,253
Total Norfolk County Council Contribution (2 bids capped)			£313,626

Parish	Member	Scheme Type	Value of Works
Wacton	Alison Thomas	SAM2	£2,800
Fritton with St Olaves	Andy Grant	SAM2	£2,800
Tacolneston	Bev Spratt	SAM2	£3,905
Lyng	Bill Borrett	SAM2	£3,717
North Tuddenham	Bill Borrett	SAM2	£3,489
Swanton Morley	Bill Borrett	SAM2	£500
Swanton Morley	Bill Borrett	SAM2	£2,800
Freethorpe	Brian Iles	SAM2	£3,917
Halvergate	Brian Iles	SAM2	£3,150
Newton Flotman	Colin Foulger	SAM2	£730
Cringleford	David Bills	SAM2	£6,770
Great Ellingham	Edward Connolly	SAM2	£3,525
Trunch	Edward Maxfield	SAM2	£3,200
Hemblington	Fran Whymark	SAM2	£3,428
Salhouse	Fran Whymark	SAM2	£3,590
Shouldham	Graham Middleton	SAM2	£750
Fleggburgh	Haydn Thirtle	SAM2	£3,150
Earsham	Margaret Stone	SAM2	£3,350
Hales and Heckingham	Margaret Stone	SAM2	£3,886
Stalham	Nigel Dixon	SAM2	£3,328
Fakenham	Tom FitzPatrick	SAM2	£8,735
Grimston	Grimston	SAM2	£3,665
Stoke Holy Cross	Vic Thomson	SAM2	£3,050
Total Cost			£78,235
Proposed Safety Camera Partnership Contribution (subject to bid)			£39,117

No. of Bids

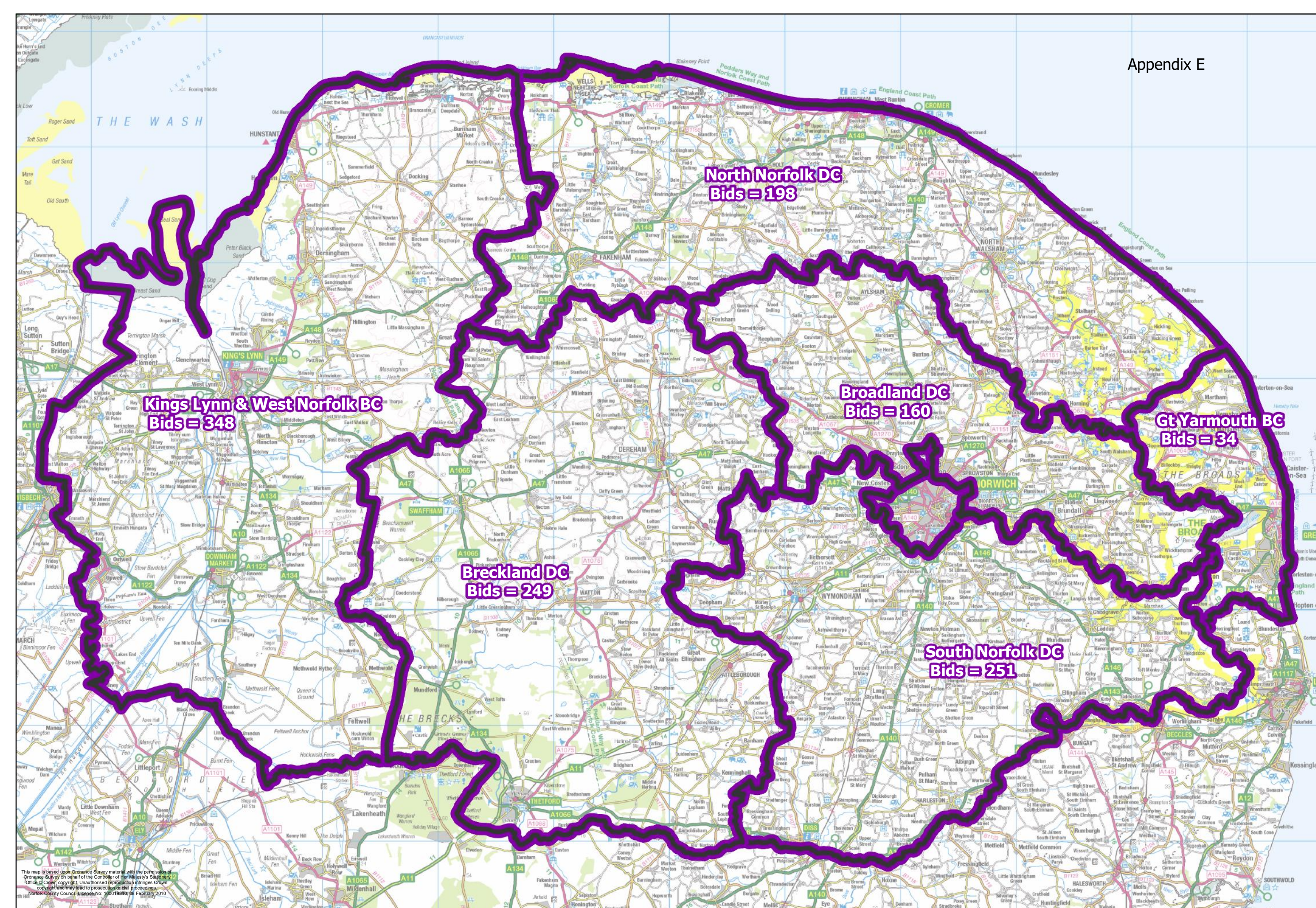


Appendix D



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or other proceedings. Norfolk County Council Licence No: 100019340, 08 February 2010

Number of Parish Partnership Bids to NCC per Parish, as of 26th January 2021



Cabinet

Item 9

Decision making report title:	Highways Capital Programme 2021/22/23/24 and Transport Asset Management Plan
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Cllr Wilby (Cabinet Member for Highways, Infrastructure and Transport)
Responsible Director:	Tom McCabe - Executive Director, Community and Environmental Services
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	22 July 2020

Introduction from Cabinet Member

Highway infrastructure is important for our growing economy as we seek to manage, maintain & develop Norfolk's highway network, facilitate major development and deliver effective services to support sustainable growth and quality of life to residents and businesses.

Two key outcomes of the highway capital programme are to ensure:

- a well-managed highway network that enables everyone to travel the county freely and easily;
- delivery of improved infrastructure to promote the Norfolk economy.

Executive Summary

This report summarises the one-year settlement following the Government's November 2020 budget and the proposed allocations for 2021/22. It also includes the successful progression of the 3rd River Crossing in Great Yarmouth, the Transforming Cities Fund in the Greater Norwich Area and Long Stratton Bypass. In recent years, competitive bids have already secured significant funding from the Local Growth Fund (LGF), via the New Anglia Local Enterprise Partnership (NALEP), as well as the Department for Transport's (DfT) "National Productivity Investment Fund" for improvements, and the DfT "Challenge" and "Incentive" funds for maintenance, and Active Travel for Walking and Cycling. These funds are progressively replacing "needs based" allocations.

The recommended allocations for 2021/22, based on the expected government settlement, are set out in paragraphs 1.10, 1.11 and Appendix A of this report.

Recommendations

- 1. Approve the Highways Capital Programme including the proposed draft allocations and programme for 2021/22 and indicative allocations for 2022/23/24 (as set out in Appendices A, B and C).**
- 2. Approve the temporary maintenance and deck fixing proposal for Carrow Bridge as set out in para 2.2.7.**
- 3. Approve the Transport Asset Management Plan (TAMP) for 2021/22 to 2025/26.**

1. Background and Purpose

- 1.1. 2021/22 is the eleventh year of the third Local Transport Plan (LTP) 2011-2026 for Norfolk, Connecting Norfolk. The fourth LTP is currently being developed and will be considered by Members during 2021. The current LTP has six main aims:
 1. managing and maintaining the transport network;
 2. delivering sustainable growth;
 3. enhancing strategic connections;
 4. improving accessibility;
 5. reducing transport emissions; and
 6. improving road safety.
- 1.2. Funding from the Department for Transport (DfT) for both Structural Maintenance and Integrated Transport Block grants was announced in the one spending review announced in November 2020. Whilst the Government stated the size of several grants for Local Highway Authorities, they are yet to confirm the individual allocations for each authority. Therefore, this report is based upon our best estimates of these figures.
- 1.3. We are currently awaiting the outcome of a submitted bid to DfT (Pinch-Point Funding) for the A134 / A1122 Stradsett junction improvement scheme (£3.771m towards a project of £4.237m).
- 1.4. The Integrated Transport budget is funded from DfT allocations, but more significantly we look to other sources of funding, such as Local Growth Funding, Transforming Cities as well as funding from developers.
- 1.5. Following consultation in March 2018, a government statement on proposed Major Road Network (MRN) funding is expected shortly. This would see a share of the annual National Road Fund, funded by Vehicle Excise Duty, given to local authorities to improve the most important 'A' roads under their management. The MRN in Norfolk comprises A134, A140, A146, A1270, A10 and A17.
- 1.6. In July 2019 Transport East, the Sub-national Transport Body covering Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock submitted its regional evidence base to government containing its priorities for large local major road schemes (those above £50m) and schemes on the MRN. Transport East's priorities included the following in Norfolk:

- Norwich Western Link (major);
 - A140 Long Stratton Bypass (MRN);
 - A10 West Winch Housing Access Road (MRN);
 - A47/A17 Pullover Junction King's Lynn (MRN).
- 1.7. DfT fed back on these schemes and allocated further development funding for the A140 Long Stratton Bypass to progress to Outline Business Case (OBC) stage. This has now been completed and the OBC submitted to DfT in January 2021. The Norwich Western Link similarly received funding to progress to OBC. West Winch Housing Access Road is a separate item on the agenda, with Cabinet being asked to agree the submission of the Strategic Outline Business Case (SOBC). Work continues on Pullover Junction to take it towards SOBC. There is more detail on these projects later in section 2.5 of this report.
- 1.8. In planning the 2021/22/23/24 programme, we have made assumptions around the availability and success in achieving future competitive based funding opportunities. Where the funding source has not been confirmed these are detailed with the comments against the schemes in Appendix C.
- 1.9. In March 2015, Elected Members agreed a roll-forward of the LTP Implementation Plan and set out a framework for implementation in the future, given the continuing pressure on budgets. It is proposed to continue with this framework. The LTP is being reviewed and a fully refreshed strategy will be adopted later this year with an implementation plan to follow by the end of the year.
- 1.10. Members should note that in addition to DfT Integrated Transport funding, schemes of this type are also delivered from various funding sources including: developer funding (Section 106, CIL - Community Infrastructure Levy); one-off bidding rounds; National Productivity Investment Fund (NPIF); and Local Growth Fund (LGF). The total value of this programme is estimated at some £46.426m, which considerably exceeds the proposed LTP allocation of £1.3m.
- 1.11. The corporate bidding team continue to explore potential funding opportunities and facilitate the preparation and submission of bids that support County Council priorities and objectives. The CES representative and officers are working closely with this team to seek and secure additional funding for the service.
- 1.12. The highways capital programme is actively managed throughout the year to aim for full delivery within the allocated budget. Schemes are planned at the start of the year but may be delayed for a variety of reasons e.g. planning consent or public consultation. When it is identified that a scheme may be delayed then other schemes will be planned and progressed to ensure delivery of the overall programme and the original schemes will be included later. The programme will be managed in line with the Council's Scheme of Delegation.

2. Proposals

2.1. Structural Maintenance and Bridge Strengthening

- 2.1.1. It is recognised that the existing level of funding makes the maintenance of current condition challenging, but our planned interventions have had a generally positive outcome over the years.
- 2.1.2. The overall highway asset backlog at June 2020 is £45.1m. This is an increase compared with £36.4m in 2018/19 and £37.9m in 2017/18.
- 2.1.3. The Highway Asset Management Policy and Strategy, together with targets, has been reviewed, revised and was considered by to the July 2019 Infrastructure and Development Select Committee.
- 2.1.4. To help with the challenge of managing the asset we will continue to look for opportunities for additional funds as they become available over and above the DfT allocations.
- 2.1.5. During 2020-21 a further investment of £20.615m including an increase in the Governments Pothole Fund was allocated to Norfolk following the spring budget, after the condition survey had taken place. A report to Cabinet in July 2020 confirmed the distribution of the additional funding to be spent in year, taking the 2020-21 Structural Maintenance Capital budget to £59.2m. This includes significant added investment in bridges, footways and 'A' roads. The latter being boosted by a successful bid to the DfT Maintenance challenge fund of £2.539m in 20/21.
- 2.1.6. Whilst the Government's Pothole Fund now at £500m per annum and has been maintained, some other grants have not. The overall structural maintenance budget for 2021-22 is £42m.
- 2.1.7. Details of the proposed allocation of the structural maintenance and bridges budget for 2021-22 can be found in Appendix B.

2.2. Carrow Bridge, Norwich

- 2.2.1. Carrow Road River Bridge carries the A147 (Carrow Road) Norwich ring road, over the River Wensum in Norwich. The bridge is 98 years old, being constructed in 1923. This section of the Norwich ring road combines both the inner and outer ring roads and is heavily used by all highway modes.
- 2.2.2. It has an operational single leaf bascule rolling lifting span. When open, this allows tall vessels sailing on the River Wensum to pass to or from Norwich city centre
- 2.2.3. In 1995, the deck was waterproofed and 'Acme' plywood deck panels (a proprietary system of plywood deck panels coated on their top surface with a high skid resistance surfacing material) were installed to form the carriageway surfacing.

- 2.2.4. Since then the deck panels have been a very expensive maintenance liability due to them becoming loose and breaking up due to the heavy and continuous road traffic. Most, if not all, of the original panels have had to be replaced with new panels. This has required the upper levels of the original deck troughing infill to be replaced with modern cementitious repair materials to provide a better anchorage for the additional fixings.
- 2.2.5. Emergency repairs facilitated by weekend road closures are becoming a regular quarterly event.
- 2.2.6. Demand for lifting the bridge has reduced in recent years and only 2 vessels have passed in the last 3 years. One was the Vagabond (floating restaurant) in March 2020, the other being the TS Nelson in 2018. On both occasions, this was to allow the vessels to leave their long-term moorings and sail downstream. Since the Riverside development in the 1990's, the function of the area has changed, and there is no current demand for vessels (requiring the bridge to be opened) to enter the Port of Norwich. It should however be noted that the limit of navigation is New Mills, although hire craft are not permitted beyond Bishops Bridge.
- 2.2.7. Therefore, subject to obtaining a works licence from the Broads Authority, it is proposed to carry out repairs to the bridge and at the same time, fix the deck into position during the summer of 2022. This will remove the need for such frequent maintenance work on the bridge and therefore minimising disruption for highway users. It will also mean that the bridge will be unable to open to enable tall vessels to pass through and therefore, given the limit of navigation, is only proposed as a temporary solution. It is important to note that this is not considered a straightforward matter and is constrained by statutory considerations and the views of various river users. The alternative option is to refurbish the bridge as a working bascule bridge but this has significant drawbacks on cost (£2m+) and disruption to all highway user grounds as works could result in closure of the bridge for at least three months.
- 2.2.8. Further work will be carried out to determine a long-term solution for the bridge. This will be influenced by any decision taken on the replacement of the nearby single-track railway Trowse swing bridge. The County Council is a partner on the Trowse Rail Bridge Group and the East Norwich Partnership which, between them, are looking at the issues in this area and developing a long-term strategy. These include studies looking at Trowse Rail Bridge and whether a new rail bridge to double track the railway over the river is required, and on how to access development sites in East Norwich.
- 2.2.9. Once this strategy is finalised, if required, funding bids can then be developed for either full refurbishment or replacement of Carrow Bridge.
- 2.3. **Active Travel**
- 2.3.1. A report on the "Norfolk Cycling & Walking Action Plan" was approved by EDT Committee on 17th March 2017. This followed an invitation from DfT to become a

partner with them in a Cycling Delivery Plan for Norfolk, which will ultimately enable access to DfT funding streams to deliver the required infrastructure.

- 2.3.2. Members approved the establishment of a Cycling and Walking Member Champion, and approved delegation for the submission of funding bids and linked plans.
- 2.3.3. In summer 2020, the DfT published 'Gear Change'. This new strategy from government has made clear the ambition of achieving a step change in walking in cycling in the coming years, calling for bold action and a 'once in a generation chance to accelerate active travel'. This includes the vision that cycling, and walking will be the natural first choice and account for half of all journeys in our towns and cities by 2030. Norfolk has a unique opportunity to build upon previous improvements across the network and accelerate this change.
- 2.3.4. Publication of the DfT Cycling and Walking Investment Strategy, gave guidance on the Local Cycling & Walking Infrastructure Plans. Expressions of interest were requested, and Norfolk received £65,000 to develop a walking and cycling Strategy for Greater Norwich. This has included developing a prioritised network plan for cycling and walking infrastructure improvements based on effectiveness, cost and deliverability, which helped inform the Transforming Cities Funding Bid.
- 2.3.5. The Council's cycling and walking strategy is now being refreshed to reflect the need for change and importance of Cycling and Walking for health and wellbeing, community resilience, environment and the economy. We are similarly developing LCWIP's for Kings Lynn, Great Yarmouth District and Dereham.
- 2.3.6. The Covid pandemic lead to use of the Governments Emergency Active Travel Fund during the spring and summer of 2020-21. In Norfolk we utilised the funding for the provision of temporary barriers to widen zones for pedestrians to maintain a safe space, and some experimental point closures to encourage the 'café society'.
- 2.3.7. Norfolk received a £1.5m grant from the Active Travel Fund Tranche 2. This is primarily to encourage cycling and walking. Of this £1.2m was for capital projects, our proposals are currently seeking confirmatory support and should then be confirmed for construction in 2021-22. These include new mandatory cycle lane on Ipswich Road, Heartsease Lane and St Williams Way in the Greater Norwich Area, an upgraded segregated crossing where National Cycle route 1 crosses the A148 Gaywood Road in Kings Lynn and additional cycle parking across Norfolk's Market Towns.
- 2.3.8. The £300,000 revenue element of the Tranche 2 funding will build vital capacity to implement the Active Travel programme, including increased community engagement, consultation and behavior change initiatives. The insight led approach created through the revenue funding will enable us to evidence the plans we intend to resource in future iterations of the Active Travel Fund.
- 2.3.9. During February we began delivering training on the Healthy Streets Framework with almost 100 NCC officers and local authority representatives attending the

first 2 virtual sessions. The Healthy Streets Framework of 10 indicators addresses the health impacts of poorly designed streets and will support the successful implementation of cycling and walking design features.

- 2.3.10. A sample of LSS implemented over recent years has been reviewed, to check whether expected benefits have been delivered. LSS are generally performing as expected and delivering cost benefits in terms of accident reduction savings, based on low-cost measures.

2.4. **Integrated Transport**

- 2.4.1. Integrated Transport funding covers all expenditure on new infrastructure such as improvements at bus interchanges and rail stations, local safety schemes, pedestrian crossings, footways, traffic management, route and junction improvements and cycle paths. It used to be largely funded by the DfT Integrated Transport block grant. It is now heavily supplemented by other funding sources such as Local Growth Fund, National Productivity Investment, Community Investment Levy, and Housing Infrastructure Fund.

- 2.4.2. Budget summaries for the proposed programme is detailed in Appendix A. Individual schemes are detailed in Appendix C.

- 2.4.3. The proposed allocation from the LTP grant is £1.3m. This is allocated for mainly low-cost improvement schemes including the parish partnership programme, and contributions to developing major schemes.

2.4.4. **Parish Partnership programme**

- 2.4.4.1. The Parish Partnership programme began in September 2011, when Parish and Town Councils were invited to submit bids for small highway improvements. The County Council offered to support up to 50% of the cost of schemes. The intention being to ensure that limited funds could be used to meet local community needs, helping promote the developing localism agenda.
- 2.4.4.2. From 2020/21 it is proposed that annually £50,000 will be added from the Council's £20m investment in highways, to the existing £300,000 from LTP. The Safety Camera Partnership has in 2020-21 given £57,627 for Speed Activated Message signs (SAMs) to be purchased and managed by Parishes. We have reviewed the parish bids for 2021/22, (see separate report to March Cabinet) to confirm the continuing level of demand for these signs and a funding bid will be submitted to the Safety Camera Scrutiny Board of £39,117. On this basis we are anticipating a match fund of £313,626 for 50% County Council contributions. There is a separate report on the agenda for Cabinet 8 March 2021, covering this in more detail.
- 2.4.4.3. To give Parish/Town Council more time to develop bids, letters inviting bids were sent out in June 2020. Bids are assessed against their contribution towards the six main aims that support the vision in the LTP, and viable schemes identified.

- 2.4.4.4. To further assist Town/Councils, the County Council [website](#) provides key supporting information.
- 2.4.5. **Additional Highways Investment**
- 2.4.5.1. At the Policy & Resources Committee on 27 November 2017, Members noted that one of the priorities for the administration was a commitment to invest an extra £20m in Norfolk's roads.
- 2.4.5.2. This funding was allocated to the delivery of major projects, junction improvements, market town schemes, footways and crossing improvements and a contribution to Parish Partnership, Local Member fund and public rights of way. Much of this funding has been spent and schemes delivered.
- 2.4.5.3. **Local Road schemes / Junction Improvements**
- 2.4.5.4. The proposed investment will enable those schemes already approved in 2019-20 to continue to progress with design. These are the B1146 Hempton Roundabout, A1066 Victoria Road junction with Vincennes Road, Diss and Station Road Link, Diss.
- 2.4.5.5. The investment has funded nine feasibility studies on County 'A' & 'B' road junctions to determine options and costs and enable prioritisation and a future programme to be developed. Most sites would require the acquisition of land. We have made initial enquires with landowners to determine those who are supportive of our proposals.
- 2.4.5.6. Of those with a supportive response, the Hempton junction of the B1146 and C556 produced the best combined cost benefit ratio for congestion and safety. Design has been progressed in 2019/20/21 with proposed construction in 2022/23.
- 2.4.5.7. Of the remaining sites, the Council has submitted a proposal to replace the existing staggered junction at Stradsett A1122/A134 to the DfT Pinch Point Fund. with the government is expected to confirm the outcome of the bid in March 2021. Successful bids will receive funding in 2021/22 and 2022/23.
- 2.4.6. **Market Town Network Improvement Strategies**
- 2.4.6.1. All ten market town strategies have now been adopted by the Council. Cabinet agreed that work would now focus on implementation of the action plans. Officers are currently working with local representatives on Wroxham and Hoveton on a refresh of the action plan
- 2.4.6.2. The ten Studies (Dereham, Swaffham, North Walsham, Thetford, Diss, Downham Market, Fakenham, Wroxham/Hoveton, Wymondham, Aylsham), were funded from the £20m investment (detailed in 2.4.5).
- 2.4.6.3. Two items resulting from the reports, Fakenham A148/A1065 roundabout lining configuration changes were completed in 2020 and the Downham Market Waiting restrictions TRO planned for implementation in 2021/22.

- 2.4.6.4. Funding has also been made available as a contribution to the North Norfolk District Council scheme to install an access ramp at North Walsham railway station.
- 2.4.7. **Pedestrian Crossings and Footways**
- 2.4.7.1. The proposed investment will be used to fund assessment and study work together with some scheme delivery. A new pedestrian crossing facility was built at North Walsham in 2020/21. New facilities are planned for Hellesdon, and Harleston in 2021/22. Other assessments are being undertaken to inform the priorities and cost for inclusion in a future programme.
- 2.4.8. **Public Rights of Way (PROW)**
- 2.4.8.1. The £20m investment allowed approximately £200,000 to be invested in capital improvement and maintenance on PROW, including surfacing and footbridge reconstruction. This was delivered over 2018/19/20. Funding from the LTP Integrated Transport remains at £15,000 for 2020/21.
- 2.4.9. **Local Member Fund budget**
- 2.4.9.1. Members were advised by email in June 2017 that a new fund had been created to provide each Member with an annual budget of £6,000 to be used on highway work within each financial year. This offers flexibility to progress small highway projects based upon local need.
- 2.4.9.2. From 2021-22 it is proposed to increase this fund per member to £10,000 per annum, subject to agreement by Members as part of the 2021/22 budget setting process.
- 2.5. **Major Projects**
- 2.5.1. **Great Yarmouth Third River Crossing**
- 2.5.1.1. In the 2017 Autumn Budget the Government announced a £98m grant for this project. £2m funding has also been secured from the LGF and £1m from County Council funds has been allocated in 2020-21. The remaining £19m will be funded from local contributions, and we have been successful in securing a reduced borrowing rate to support this.
- 2.5.1.2. The Secretary of State granted development consent in September 2020 and the Full Business Case was and approved by the Department of Transport in November 2020.
- 2.5.1.3. Construction work commenced on 4 January 2021 with completion programmed for 2023.

2.5.2 Transforming Cities

2.5.2.1 Transforming Cities is a £2.5bn transport fund to support connectivity in some of England's largest cities, launched at the Autumn Budget 2017 and expanded in the 2018 Budget with funding running from 2018-19 to 2022-23. Around half has been allocated to Metro Mayoral Combined Authorities on a devolved basis with the remaining £1.2billion to be allocated across 12 cities, including Greater Norwich.

2.5.2.2. In 2019/20 we successfully bid for funding from Tranche 1 and received £6.1m for six schemes. These schemes are now largely complete.

2.5.2.3. The principles of the bid for Tranche 2 funding, was reported to Cabinet on 4 November 2019. This phase is larger and spans three financial years from 2020/21 to 2022/23.

2.5.2.4. In September 2020, the DfT awarded Norwich £32m capital funding from Tranche 2. The bid was based on a range of projects aimed at improving clean and shared transport to create a healthy environment, increasing social mobility and boosting productivity through enhanced access to employment and learning. The TCF allocation is based upon the funding breakdown shown in the following table.

2.5.2.5.		DfT	Local Authority	Third-Party	Total
	Medium	£32.2m	£7.9m	£18.8m	£59.9m

2.5.2.6. As a result of this funding award, the TCF programme is a significant addition to the Highway Capital Programme.

2.5.3. Norfolk Infrastructure Delivery Plan

2.5.3.1. Other significant projects are being scoped using available funding sources but are not yet developed in sufficient detail for inclusion in the capital programme. These are part of the Norfolk Infrastructure Delivery Plan refreshed for 2020, that was reported to Infrastructure and Development Select Committee on 11 November 2020 and agreed by Cabinet on 7 December 2020.

2.5.3.2. Those which would form part of the adopted road network are:

- North East Norwich Link Road (Broadland Growth Triangle);
- Attleborough Link Road;
- A10 West Winch Relief Road;
- A140 Long Stratton Bypass;
- Fakenham A148 Roundabout Enhancement;
- Norwich Western Link.

2.5.3.3. £60,000 of LTP Integrated Transport funding for 2021-22 will be used to attract support from Pooled Business Rates (PBR), should it be agreed that this will be

made available, to enable the development of some of these and other important schemes. The grants are only provisional. This process is still being worked through, and so the status of the bids may change, and funding may be reallocated both outside and within the Highways Capital Programme.

2.5.4. Norwich Western Link

- 2.5.4.1. In May 2020, the Norwich Western Link was given conditional entry into the Department for Transport's Large Local Majors funding programme via acceptance of the Strategic Outline Business Case and as a result the Council received £1.024m to continue developing the project.
- 2.5.4.2. Following the procurement process through 2020/21 the Design and Build Contractor is due to be appointed in Spring 2021 along with submission with the Outline Business Case to DfT. A local access consultation was also conducted between July and September 2020 and will inform the scheme proposals for sustainable transport and local access.
- 2.5.4.3. The pre-application consultation is scheduled for summer 2021 ahead of the planning application submission in late 2021 alongside other elements of the statutory process. The contractor will continue with the detailed design proposals and the Full Business Case will be developed.
- 2.5.4.4. Following completion of the statutory process and confirmation of DfT funding the scheme is due to commence construction in late 2023

2.5.5. A140 Long Stratton Bypass

- 2.5.5.1. In September 2019 the Council was awarded £570,000 funding by the DfT to further develop the Outline Business Case for submission (OBC). This demonstrates to DfT the importance and benefits of the proposed scheme. Members agreed the Outline Business Case at Cabinet on 5 October 2020. The OBC was submitted to DfT in mid-January 2021 and we await to hear the outcome.
- 2.5.5.2. Alongside progression of the OBC, the project team have been developing the scheme design and working alongside the Developer to update the existing planning applications. It is intended that those applications will be formerly re-submitted in the late spring of 2021, which will allow NCC to progress the scheme through the Statutory Orders process culminating in a proposed start of works during 2023 and programmed completion in 2024.

2.5.6. West Winch Housing Access Road

- 2.5.6.1. In September 2019, the Council received feedback on the pre-Strategic Outline Business Case (SOBC) submission from the DfT. The DfT asked for clarification on a number of points followed by resubmission. This item will also be considered separately by Cabinet, with Cabinet being asked to agree to the submission of updated Strategic Outline Business Case. Subject to satisfactory consents and approvals, the start date is programmed for 2024.

2.5.7. Pullover A17/A47

2.5.7.1. In September 2019, the Council received feedback on the prioritisation of projects by Transport East. The project was included as part of the MRN.

2.5.7.2. The project is at a very early stage. Work started in 2020 on option assessment together with costs and potential programme. This work is due to complete by March.

2.5.8. Local Growth Fund (LGF)

2.5.8.1. Investment funded from the New Anglia Local Enterprise Partnership concluded in 2020/21 in Greater Norwich, Great Yarmouth, Attleborough and Thetford.

2.5.8.2. We are waiting for clarification from government about the successor to this funding stream.

2.5.9. Traffic Management

2.5.9.1. Minor traffic management issues (parking, waiting, speed, and weight limit restrictions) are generally funded via the Local Member Fund budget. Anything more significant will need to identify appropriate funding and seek authorisation/approval.

2.5.9.2. Speed limits are governed by the Council's speed management strategy and new limits introduced only where there is significant change in the environment (e.g. a village boundary has expanded) or there are compelling safety reasons.

3. Transport Asset Management Plan (TAMP) 2021-22

3.1. The TAMP is updated annually, reported to Select Committee and approved by Cabinet, is available on [our website](#).

3.2. An annual "Highway & Transport Network Performance report" was presented to the Infrastructure and Development Select Committee in September 2020. This report enables the Committee to understand network performance so that they can take this into account in considering policies and strategies.

3.3. Norfolk continues to review its maintenance and inspection policies for the network to ensure they deliver best practice, are value for money, and that actions align with Member's decisions on funding priorities. Any changes are presented to Members for approval.

3.4. Officers have reviewed the TAMP and no significant changes are proposed, and the provision in the TAMP is considered to continue to be appropriate. We would usually take a report on the TAMP to the Select Committee in November 2020; this is the regular annual update. In discussion with the Chairman, the TAMP was circulated by Select Committee Members to review by email instead

of a discussion at a meeting. This was because there were no significant changes being proposed by officers this year.

- 3.5. A change to grass cutting frequency in urban and rural areas which was proposed as part of the budget setting process for 2021/22 and was subject to public consultation as part of this process. This was approved by February 2021 Cabinet and will require minor amendments to the TAMP to reflect this change.

4. Impact of the Proposal

- 4.1. The Highways Capital Programme represents a significant investment in the Norfolk economy.
- 4.2. It helps protect the investment already made in establishing the £15bn highway asset.
- 4.3. It also supports the Council's six-year business plan, Together, For Norfolk, with two key two key outcomes:
- Infrastructure is in place to support housing development, inward investment and sustainable growth.
 - Easy access to the County, good transport, fast internet and strong mobile network help people and businesses connect with each other.

5. Evidence and Reasons for Decision

- 5.1. The Highway Capital Programme matches the Council's aspirations in the six-year plan to manage, maintain & develop Norfolk's highway network, facilitate major development and deliver effective services to support sustainable growth and quality of life to residents.
- 5.2. **National Highways & Transport Network (NHT) Public Satisfaction Survey 2020**
- 5.2.1. The National Highways and Transport (NHT) survey takes place annually during the summer. The survey sample size was 3,300 and boasted a response rate of 30%, a good response rate for surveys of this type.
- 5.2.2. The NHT Survey is referenced in the DfT's Incentive Fund self-assessment process and allows the Council to compare ourselves to our peers, monitor performance and help make efficiencies. It also forms part of our performance framework for our asset management strategy.
- 5.2.3. Norfolk County Council achieved an overall score of 56 and again achieved a ranking of 1st out of 29 county councils that participated in this year's NHT survey. The average overall score amongst our peers this year was 50.
- 5.2.4. Norfolk also achieved 2nd place in the best performing authorities in the Eastern Group (Peterborough coming 1st).
- 5.2.5. Out of the 29 county councils and larger unitary authorities in the peer group, Norfolk also ranked 1st in the following:

- 5.2.6. • CMQ102 – Professionalism of staff re enquiries
 • PTBI 07 – Bus Fares
 • WCBI 12 – Cycle Parking
 • HMBI 12 – Keeping drains clear and working
- 5.2.7. We report both the score and position in the Transport Asset Network Performance Report of several maintenance indicators
- 5.2.8. • KBI 11 - Pavements & Footpaths (overall); Joint 4th (59); was 2nd (60);
 • KBI 13 - Cycle routes and facilities (overall); Joint 2nd (50); was 2nd (53)
 • KBI 15 - Rights of way (overall); Joint 17th (56); was 4th (58)
 • KBI 23 - Condition of highways; Joint 3rd (42); was 1st (45)
 • KBI 24 - Highway maintenance; Joint 3rd (52); was 1st (56)
 • KBI 25 - Street lighting; Joint 20th (59); was 2nd (64)
- 5.2.9. The customer satisfaction results across a range of indicators, coupled with the asset performance framework gives the Council confidence that outcomes are being achieved.

6. Alternative Options

- 6.1. Differing proposals could be put forward to utilise planned invest differently across the highway assets or provide additional investment from our Council. However, given the strong performance above in 5.2, this is not recommended.

7. Financial Implications

- 7.1. The additional funding for highways schemes is included in the Norfolk County Council Revenue and Capital Budget 2021-22, presented to Full Council in February 2021. This included the overall County Council Capital Programme, and overall budgets contained within this report.
- 7.2. The Council has received a one-year Highway capital settlement for 2021/22. The details for the following 3-years is expected from the DfT following the Government's Budget on 3 March. The Council will also look to maximise opportunities for bidding for other funding.

8. Resource Implications

8.1. Staff:

If the County Council is successful in its bid applications, the resource strategy will need to be reviewed to ensure delivery of the projects, although the current arrangements with the professional services provider, WSP, will be utilised in the first instance.

8.2. Property:

There are no implications

8.3. IT:

There are no implications

9. Other Implications

9.1. Legal Implications

The legal implications of individual schemes will be evaluated as part of the project delivery process.

9.2. Human Rights implications

The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

9.3. Equality Impact Assessment (EqIA) (this must be included)

An Equality Impact Assessment for the Highway Asset Management Strategy and Policy has been completed. There are no adverse impacts.

An Equality Impact Assessment has been carried out for our Transforming Cities programme. Should our funding application be successful, assessments will also be carried out as part of the development of individual schemes.

9.4. Health and Safety implications

The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

9.5. Sustainability implications

The programme has been developed in accordance with the current LTP aims, which include delivering sustainable growth. This is considered further for each scheme during the detailed design phase.

9.6. Any other implications - N/A

10. Risk Implications/Assessment

10.1. Funding may be changed by Government (for example budget announcements, or bidding opportunities) or the Council.

10.2. Although an allowance for inflation is budgeted for, if inflation exceeds what is expected the programme may be adversely affected.

10.3. Damage to assets can be caused by adverse weather, winter, drought, wind and flood. The County's Fen roads are particularly susceptible to drought damage.

10.4. There is a risk with the larger, non-LTP funded schemes that if they overspend, any shortfall may need to be funded from the Highways Capital Programme. To accommodate this, programmed schemes may need to be deferred to prevent overspend on the overall Highways Capital Programme. The risk is mitigated by effective project and programme management.

- 10.5. The Council has underwritten a local contribution as part of the requirements of the funding opportunity, such as the 3rd River Crossing (£20m).
- 10.6. Any scheme specific risks and implications will be assessed and mitigated during the development of each scheme.

11. Select Committee comments

- 11.1. The Infrastructure & Development Select Committee endorsed the realignment of the Asset Management Policy with the Council Plan May 2019 and the enhanced detail in the Asset Management Strategy and the revised targets to 2020/21. This was as part of the Highway Asset Performance Report at its meeting on 17 July 2019.
- 11.2. The Infrastructure & Development Select Committee also reviewed the latest revision to the Transport Asset Management Plan 2020/21-24/25 at its meeting on 13 November 2019. The significant changes being the Asset Management Policy and Strategy.

12. Recommendations

- 1. Approve the Highways Capital Programme including the proposed draft allocations and programme for 2021/22 and indicative allocations for 2022/23/24 (as set out in Appendices A, B and C).**
- 2. Approve the temporary maintenance and deck fixing proposal for Carrow Bridge as set out in para 2.2.7.**
- 3. Approve the Transport Asset Management Plan (TAMP) for 2021/22 to 2025/26.**

13. Background Papers

- 13.1. [Local Transport Plan 2011-2026](#)
- 13.2. At the select committee meeting on 16 September 2020 Members approved the Transport Performance [Report](#) and [link to minutes](#)
- 13.3. At the select committee meeting on 13 November 2019 Members reviewed the Transport Asset Management Plan (TAMP) [Report](#) and [link to minutes](#)
- 13.4. At the Cabinet meeting on 13 January 2020 Members approved the Highway capital programme and Transport Asset Management Plan (TAMP) [Report](#) and [link to minutes](#)

Officer Contact

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

Officer name: Kevin Townly

Tel No.: 01603 222627

Email address: kevin.townly@norfolk.gov.uk



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

APPENDIX A: Norfolk County Council- Highways Capital Programme Summary

Scheme Type	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding
Major schemes	0	64,775	0	41,882	0	40,108
Bus infrastructure	20	3,305	20	9,382	20	0
Bus priority schemes	0	2,627	0	6,607	0	0
Public Transport Interchanges	145	2,438	145	2,927	145	0
Cycling schemes (County)	50	1,438	80	1,256	80	295
Walking schemes	315	2,996	315	300	315	300
Road crossings	0	250	0	0	0	0
Local road schemes	380	4,490	415	3,800	415	4,300
Traffic Management & Traffic Calming	74	1,325	0	0	0	0
Local Safety Schemes	317	0	325	0	325	0
Other Schemes, Future Fees & Carry Over Costs	0	504	0	0	0	0
Integrated transport	1,300	84,148	1,300	66,154	1,300	45,003
Structural/Routine/Bridge Maintenance	42,017		42,017		42,017	
Totals:	43,317	84,148	43,317	66,154	43,317	45,003

Notes:

1. Above figures in £000's
2. DfT (Local Transport Plan) funding detailed under main year headings
3. Other Funding includes Section 106, Section 278, LGF, CIL, County Council & Major Scheme funding

Structural Maintenance Budget Proposed Allocations 2021/22/23/24 Draft	2020/21	2021/22	2022/23	2023/24
			(assumed same as 2021/22 pending spenduing review)	(assumed same as 2021/22 pending spenduing review)
Funding				
LTP Structural Maintenance Grant (needs)	23,043,000	15,892,000		
LTP Structural Maintenance Grant (permananet pothole fund)	22,231,000	15,892,000		
LTP Structural Maintenance Grant (incentive)	4,799,000	3,973,000		
County Council funding to cover £1.065m capitalisation from 2018-19	1,065,000	1,065,000		
County Council funding to cover £1.599m capitalisation from 2019-20	1,559,000	1,599,000		
County Council funding to cover £722,708 capitalisation from 20-21	722,708	722,708		
Capital Integrated Transport Contribution	2,841,000	2,873,000		
NCC borrowing for Mt Challenge Fund	382087			
Mt Challenge Fund Resurfacing	2,539,459			
	59,182,254	42016708		
Spending				
Countywide specialist				
Bridges	3,681,708	2,000,000		
Bridges (small works)	400,000	720,000		
Bridges Inspections / feasibility studies	250,000	1,011,000		
Bridges NPIF				
Traffic Signal Replacement PMB011	690,000	525,000		
Traffic Signals (small works) PMB010	600,000	600,000		
Traffic Signals (system) PJ0007 PMB010	50,000	50,000		
Traffic Management				
HGV Signing				
Public Transport Disruption PMA807	50000	5,000		
Park & Ride PM3030	170,000	40,000		
Asset Condition Surveys capitalised 2018-19 (PMA571)	150,000	160,000		
sub total	6,041,708	5111000		
Roads				
Detrunk Principal Roads (Surfacing)				
Principal Roads (Surfacing)	6,339,346	700,699		
Principal Roads (Surfacing) contribution to TCF2		679,704		
Principal Roads (Surfacing) NPIF				
Principal Roads (Surfacing) LGF named scheme				
Principal Roads (Surface Treatment)	1,730,724	1,668,000		
Principal Roads (Surface Treatment) LGF named scheme				
Principal Roads (Joint repair)	100,000			
Principal Roads (SCRIM) PM2	150,000	150,000		
Principal Roads (Reclamite) PM4403	294,500	1,000,000		
Principal Roads (Haven Bridge provisional)				
Public Transport Disruption	50000			
sub total	8,664,570	4,198,403		
B roads (surfacing)	2,276,064	1,895,000		
B roads (surfacing) NPIF				
B roads (surface treatment)	998,706	1,027,303		
B Roads (Surface Treatment) LGF named scheme				
sub total	3,274,770	2,922,303		
C roads (surfacing and haunch) fen roads PMA809	1,400,000	500,000		
C roads (surfacing and haunch)	2,400,000	1,049,411		
C roads (surfacing and haunch) NPIF				
C roads (surface dressing)	4,059,427	3,717,457		
sub total	7,859,427	5,266,868		
U roads (surfacing and haunch)				
U roads (surface dressing)	4,059,429	3,710,000		
sub total	4,059,429	3,710,000		
Layered Patching	4,119,664	4,212,772		
Chip Patching	1,974,000	1,969,000		
Permanent Pothole repair	900,000	900,000		
Road Markings	850,000	600,000		
Road Studs	401,000	101,000		
sub total	8,244,664	7,782,772		
Machine Patching (PM3039,PM3040,PM3041,PM3037)	1,614,938	400,001		
Patching element from Pothole fund				
sub total	1,614,938	400,001		
Winter Damage / Flood Damage Patching / Pothole				
sub total				
Bleeding Roads (PMA836, PMA837 and PMA838)	10,000	10,000		
maintenance alongside TCF2	264,000			
maintenance alongside ACTIVE TRAVEL	750,000			
maintenance alongside Broadland Northway PMA784		190,000		
sub total	1,024,000	200,000		
	34,741,798	24,480,347		
Contract costs etc.	7,694,146	5,170,167		
Fencing Repairs (PMA812,813,814,PMB031)	55,000	55,000		
Vehicle Restraint Systems				
Condition inspections & retensioning PMB358		44,000		
Risk Assessment, PM9501	32,000	53,000		
Design & works PM9500	100,000	100,000		
VRS Repairs PMA241	100,000	75,000		
	232,000	272,000		
Footways & Drainage & signs				
Signs & post PM3216, PM3217, PM3218 and PM3219	1,050,000	600,000		
Signs - PROW finger Posts PMA815	40,000	40,000		
Fencing Repairs (PMA812,813,814,PMB031)				
Area Managers Schemes PM1,	140,000	140,000		
Footways - Category 1 & 2	467,574	528,637		
Footways Category 3 & 4	3,024,009	1,668,587		
Footways Category 3 & 4 Slurry	554,330	558,303		
Footways & Kerbs repairs (capitalised from 2020-21) (PMA818,817,816)(PMB045)	800,000	800,000		
Footway layered patching (pm9112,9113,9114,9115)	1,492,012	1,040,011		
Drainage Schemes	911,047	596,656		
Drainage (NDR / Postwick fee only as-built SWD capture) PMA990	19,817	5,000		
(Drainage Flood & Water Risk Match Pot) NS0006	75,000	75,000		
Drainage Capitalisation Area Delivery (PMA237, PMA238, PMA239, PMA240)	1,776,000	876,000		
Drainage NPIF				
Drainage - Market Town				
Capital Challenge Fund (Drainage)				
	10,349,789	6,928,194		
Summary				
Total Structural Maintenance & Bridges Spending	59,114,441	42,016,708		
Probable final budget	59,182,254	42,016,708		

APPENDIX C: Proposed Highways Capital Improvements Programme

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Major schemes										
DfT	Great Yarmouth	DfT	Great Yarmouth - Third River Crossing Scheme	£0	£45,129,000	£0	£16,280,000	£0	£0	DfT funded
NCC	Great Yarmouth	NCC	Great Yarmouth - Third River Crossing Scheme	£0	£9,161,000	£0	£9,671,000	£0	£519,000	Funding source to be determined (bid underwritten by Norfolk County Council)
DfT	South Norfolk	DfT	Long Stratton Bypass (NCC Design)	£0	£1,749,000	£0	£3,191,000	£0	£7,787,000	Proposed DfT
NCC	South Norfolk	NCC	Long Stratton Bypass (NCC Design)	£0	£0	£0	£1,367,000	£0	£3,337,000	Local Authorities' Intended Contribution
3 rd Party	South Norfolk	PBR	Long Stratton Bypass (NCC Design)	£0	£749,000	£0	£0	£0	£0	3 rd Party
NCC	Broadland	NCC	A47-A1067 (Wensum Valley) Western Link Road	£0	£2,198,000	£0	£2,206,000	£0	£2,269,000	this will be a further £3.315m funded by NCC Capital (Borrowing)
DfT	Broadland	DfT	A47-A1067 (Wensum Valley) Western Link Road	£0	£5,789,000	£0	£9,167,000	£0	£26,196,000	Proposed DfT
Bus infrastructure										
LTP	Countywide	LTP	County- DDA Bus stop upgrades	£10,000	£0	£10,000	£0	£10,000	£0	
TFN	Norwich	TCF2	St Stephens Street	£0	£2,750,000	£0	£3,095,000	£0	£0	
TFN	Norwich	TCF2	Thickthorn Park and Ride Phase 1	£0	£300,000	£0	£2,480,000	£0	£0	
TFN	South Norfolk	TCF2	Dereham Road / Breckland Road with Costessey Bowthorpe Mobility Hub	£0	£255,000	£0	£3,807,000	£0	£0	
LTP	Norwich	LTP	Norwich - Bus Infrastructure Improvements (DDA)	£10,000	£0	£10,000	£0	£10,000	£0	

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Bus Priority										
TFN	Norwich	TCF2	Provision of an inbound bus lane between Fifers Lane and Waterloo Road along the Cromer Road/Aylsham Road corridor	£0	£1,044,000	£0	£0	£0	£0	
TFN	South Norfolk	TCF2	Dereham Road/Longwater Lane Bus Lane (Longwater Lane - Wendene)	£0	£59,000	£0	£640,000	£0	£0	
TFN	Norwich	TCF2	Sprowston Road (Denmark Road - Outer Ring Road)	£0	£889,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Dereham Road/Old Palace Road/Heigham Road	£0	£60,000	£0	£343,000	£0	£0	
TFN	Norwich	TCF2	Dereham Road/Larkman Lane and Larkman Mobility Hub	£0	£115,000	£0	£656,000	£0	£0	
TFN	Norwich	TCF2	Ketts Hill Roundabout	£0	£10,000	£0	£75,000	£0	£0	
TFN	Norwich	TCF2	Heartsease Fiveways Junction	£0	£300,000	£0	£4,136,000	£0	£0	
TFN	Norwich	TCF2	Sprowston Road (Magdalen Road - Denmark Road)	£0	£150,000	£0	£757,000	£0	£0	
Public Transport Interchanges										
LTP	Countywide	LTP	Countywide Public Transport Interchanges	£145,000	£0	£145,000	£0	£145,000	£0	small measures across all inter changes
TFN	Norwich	TCF2	Norwich Rail Station mobility hub	£0	£2,273,000	£0	£270,000	£0	£0	
TFN	Norwich	TCF2	Norfolk & Norwich University Hospital mobility hub	£0	£75,000	£0	£1,651,000	£0	£0	
TFN	South Norfolk	TCF2	Wymondham Rail Station Platform Access	£0	£50,000	£0	£673,000	£0	£0	
TFN	Norwich	TCF2	Norwich Bus Station Mobility Hub	£0	£40,000	£0	£333,000	£0	£0	

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Cycling										
TFN	Norwich	TCF2	Cycle and pedestrian crossing of outer ring road (Mile Cross)	£0	£431,000	£0	£0	£0	£0	
TFN	South Norfolk	TCF2	Costessey - Marriotts Way Link - Gunton Lane parking area	£0	£65,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Earlham Green Lane - Marriott's Way	£0	£15,000	£0	£121,000	£0	£0	
TFN	South Norfolk	TCF2	Dereham Road/Richmond Road	£0	£40,000	£0	£361,000	£0	£295,000	
TFN	Norwich	TCF2	Newmarket Road (Eaton Road - Christchurch Road)	£0	£40,000	£0	£774,000	£0	£0	
Active Travel	King's Lynn & West Norfolk	Active Travel	King's Lynn A148 Gaywood Road signalised crossing upgrade	£0	£118,000	£0	£0	£0	£0	
Active Travel	Norwich	Active Travel	Ipswich Road - new mandatory cycle lane facility	£0	£168,000	£0	£0	£0	£0	
Active Travel	Norwich	Active Travel	Heartsease Lane - new mandatory cycle lane facility	£0	£301,000	£0	£0	£0	£0	
Active Travel	Norwich	Active Travel	St Williams Road - new mandatory cycle lane facility	£0	£72,000	£0	£0	£0	£0	
Active Travel	King's Lynn & West Norfolk	Active Travel	A1076 Gaywood Road Additional Cycle Parking	£0	£48,000	£0	£0	£0	£0	
Active Travel	Great Yarmouth	Active Travel	Town Centre Additional Cycle Parking	£0	£25,000	£0	£0	£0	£0	
Active Travel	Countywide	Active Travel	Countywide - Market Towns - Additional Cycle Parking	£0	£115,000	£0	£0	£0	£0	
LTP	Countywide	LTP	Future Cycling Schemes	£50,000	£0	£80,000	£0	£80,000	£0	Match funding to support other externally funded to schemes or early prioritisation and development

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Walking schemes										
LTP	Countywide	LTP/Parish	Delivering local highway improvements in partnership with Town and Parish Councils	£300,000	£300,000	£300,000	£300,000	£300,000	£300,000	"other funding" is 50% match funding from Town/Parish Councils.
NCC extra £20m/ Walking	Countywide	NCC Extra £20m	Delivering local highway improvements in partnership with Town and Parish Councils	£0	£50,000	£0	£0	£0	£0	other funding is contribution from NCC extra £20m
LTP	Countywide	LTP	Public Rights of Way in Towns & Villages - Urban Path Improvements	£15,000	£0	£15,000	£0	£15,000	£0	
TFN	Norwich	TCF2	King Street	£0	£775,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	St Stephens Road	£0	£1,768,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Marriott's Way to Hellesdon Road	£0	£103,000	£0	£0	£0	£0	
Road crossings										
NCC extra £20m/ Ped Crossing	Broadland	NCC extra £20m	Sprowston - Constitution Hill/ School Lane	£0	£25,000	£0	£0	£0	£0	Design and Construction
NCC extra £20m/ Ped Crossing	South Norfolk	NCC extra £20m	Colney - Contribution to Ped Crossing Hospital Roundabout	£0	£75,000	£0	£0	£0	£0	Contribution to a Developer Scheme
NCC extra £20m/ Ped Crossing	South Norfolk	NCC extra £20m	Redenhall and Harleston - Wilderness Lane	£0	£75,000	£0	£0	£0	£0	Design and Construction
NCC extra £20m/ Ped Crossing	Broadland	NCC extra £20m	Hellesdon - Middletons Lane near Firside School	£0	£75,000	£0	£0	£0	£0	Design and Construction

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Local road schemes										
NCC Extra £20m/ Junctions Imp	North Norfolk	NCC Extra £20m	Hempton B1146/C550 junction improvement	£0	£141,000	£0	£1,695,000	£0	£0	To be taken forward for Design and Construction
NCC Extra £20m/ Junctions Imp	Breckland	NCC Extra £20m	Gt Ellingham - Hingham Road Watton Road Junction	£0	£500,000	£0	£0	£0	£0	
Developer	Breckland	Developer	Gt Ellingham - Hingham Road Watton Road Junction	£0	£455,000	£0	£0	£0	£0	
LTP	Countywide	LTP	Unallocated Funding	£21,700	£0	£97,000	£0	£97,000	£0	
LTP	King's Lynn & West Norfolk	LTP	Downham Market - A1122 railway crossing (continued maintenance costs) recurring annual spend to be covered by capital programme	£50,000	£0	£50,000	£0	£50,000	£0	recurring annual spend to be covered by capital programme
NCC Extra £20m/ Market Towns	North Norfolk	NCC Extra £20m	North Walsham Station Access Ramp	£0	£50,000	£0	£0	£0	£0	Design and Construction
LTP	Great Yarmouth	LTP	Great Yarmouth - A12-A143 Link Road	£21,800	£0	£21,800	£0	£22,000	£0	Part 1 claims
NCC Extra £20m/ Market Towns	Countywide	NCC Extra £20m	Market Town Interventions	£0	£480,000	£0	£0	£0	£0	Market Town interventions to follow on from study recommendations
NCC Extra £20m/ Junctions Imp	South Norfolk	NCC Extra £20m	Diss- A1066 Vincennes Road junction improvement	£0	£582,000	£0	£0	£0	£0	Subject to availability of land. Feasibility done
NCC Extra £20m/ Junctions Imp	South Norfolk	NCC Extra £20m	Diss- Station road link	£0	£366,000	£0	£0	£0	£0	Feasibility done but private land required. Significant political support.
TFN	Norwich	TCF2	Tombland / Queen Street	£0	£600,000	£0	£0	£0	£0	0

TFN	Norwich	TCF2	Norwich Airport Access – Industrial Estate Link	£0	£50,000	£0	£1,100,000	£0	£0	0
TFN	Norwich	TCF2	Boundary Junction	£0	£115,000	£0	£0	£0	£0	0
Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Local road schemes										
TFN	Norwich	TCF2	South Park Avenue & Unthank Road to Colman Road (Colman Hospital)	£0	£467,000	£0	£0	£0	£0	0
TFN	Countywide	TCF2	Transforming Cities Fund Tranche 2	£0	£375,000	£0	£375,000	£0	£0	0
LTP	Countywide	LTP	VIVACITY Data analytics	£20,000	£0	£20,000	£0	£20,000	£0	0
LTP	Countywide	LTP	INRIX Roadway Analytics	£45,000	£0	£45,000	£0	£45,000	£0	0
LTP	Countywide	LTP	VIDA Data analytics funding	£30,000	£0	£30,000	£0	£30,000	£0	0
LTP	Countywide	LTP	Schemes to be determined by Strategic Transport Manager in Economic Development	£60,000	£0	£60,000	£0	£60,000	£0	Matched Pooled business rates schemes
LTP	King's Lynn & West Norfolk	LTP	Stradsett - A1122 A134 Junction Improvements	£20,000	£0	£0	£0	£0	£0	Scheme preparation in expectation of DfT pinch point funding. Decision on funding expected March 2021
Pinch Point Grant	King's Lynn & West Norfolk	Pinch Point Grant	Stradsett - A1122 A134 Junction Improvements	£0	£0	£0	£200,000	£0	£4,300,000	Scheme preparation in expectation of DfT pinch point funding. Decision on funding expected March 2021
LTP	King's Lynn & West Norfolk	LTP	Kings Lynn - Valingers Road/London Road Junction Signalisation	£20,000	£0	£0	£0	£0	£0	Funding source to be confirmed
TBC	King's Lynn & West Norfolk	TBC	Kings Lynn - Valingers Road/London Road Junction Signalisation	£0	£0	£0	£430,000	£0	£0	0
Active Travel	Great Yarmouth	Active Travel	Beaconsfield Road - Point Closure	£0	£221,000	£0	£0	£0	£0	0
Active Travel	Norwich	Active Travel	Exchange Street - Point Closure	£0	£11,000	£0	£0	£0	£0	0

Active Travel	Norwich	Active Travel	St Benedicts - Point Closure	£0	£15,000	£0	£0	£0	£0	0
------------------	---------	------------------	---------------------------------	----	---------	----	----	----	----	---

Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Local road schemes										
Active Travel	South Norfolk	Active Travel	Redenhall with Harleston - Town Centre - The Thoroughfare various roads	£0	£44,000	£0	£0	£0	£0	0
Active Travel	South Norfolk	Active Travel	Diss - Town Centre - Mere Street & Various Rds	£0	£11,000	£0	£0	£0	£0	0
LTP	Broadland	LTP	Post NDR Environmental monitoring	£91,000	£0	£91,000	£0	£91,000	£0	Monitoring until 2033/34
Traffic Management & Traffic Calming										
Developer	South Norfolk	Developer	Costessey West End - NDR Associated Schemes to be funded from LTP budget	£0	£46,000	£0	£0	£0	£0	Scheme required in association with NDR
LTP	South Norfolk	LTP	Costessey West End - NDR Associated Schemes to be funded from LTP budget	£74,000	£0	£0	£0	£0	£0	Scheme required in association with NDR
TFN	Norwich	TCF2	Grapes Hill Roundabout	£0	£334,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Thorpe Road / Yarmouth Rd Contraflow	£0	£945,000	£0	£0	£0	£0	
Local Safety Schemes										
LTP	Norwich	LTP	Norwich A147 Ketts Hill Barrack Street LSS Roundabout Improvements	£66,500	£0	£0	£0	£0	£0	
LTP	Norwich	LTP	Newmarket Road - Junction Remedials	£35,000	£0	£0	£0	£0	£0	
LTP	Norwich	LTP	Norwich - Salhouse Road	£35,000	£0	£0	£0	£0	£0	
LTP	Norwich	LTP	Newmarket Road - related to the PEA046 Cycling Scheme	£7,000	£0	£0	£0	£0	£0	Contribution to PEA046 transforming city scheme
LTP	Norwich	LTP	Bowthorpe Clover Hill / Rawley Road Mini R'bout	£23,000	£0	£0	£0	£0	£0	To be a contribution to a Parish Partnership Scheme (City still to confirm their contribution to enable scheme to go forward)
LTP	South Norfolk	LTP	Chedgrave A146/C554 Junction	£100,000	£0	£0	£0	£0	£0	

LTP	Countywide	LTP	Unallocated local road scheme funding	£25,000	£0	£300,000	£0	£300,000	£0	To be used as match funding on jointly funded schemes
Sub-programme	District	Main funding source	Scheme	2021/22	Other Funding	2022/ 23	Other Funding	2023/ 24	Other Funding	Comments
Local Safety Schemes										
LTP	Countywide	LTP	Safety Partnership Schemes / contribution to maintenance schemes	£10,000	£0	£10,000	£0	£10,000	£0	
LTP	Countywide	LTP	Local safety schemes Feasibility / Preliminary Design	£15,000	£0	£15,000	£0	£15,000	£0	
Other Schemes, Future Fees & Carry Over Costs										
NCC extra £20m	Countywide	NCC extra £20m	Members Fund	£0	£504,000	£0	£0	£0	£0	
NCC	Countywide	NCC	Members Fund	£0	£336,000	£0	£840,000	£0	£840,000	As agreed by Cabinet 1 st February 2021
Totals:				£1,300,000	£84,148,000	£1,299,800	£66,154,000	£1,300,000	£45,003,000	

Report to Cabinet

Item No. 10

Report title:	Great Yarmouth Operations and Maintenance Campus
Date of meeting:	8 March 2021
Responsible Cabinet Member	Councillor Graham Plant (Cabinet Member for Growing the Economy)
Responsible Director:	Tom McCabe (Executive Director, Community and Environmental Services)
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	25 August 2020

Introduction from Cabinet Member

The offshore energy sector provides Great Yarmouth and Norfolk with arguably the single most important economic opportunity for a generation. Oil and Gas has been a mainstay of the economy for over 50 years and the recent emergence of offshore renewables has presented Great Yarmouth's port, its supply chain and its skills base with the chance of enjoying hugely significant growth and investment.

The Local Industrial Strategy identifies the sector as one of the three most important for Norfolk and Suffolk, and our own strategy is focused on ensuring we take the necessary steps, working with partners to create the ideal conditions to attract and retain investment, and to optimise the assets we have. One of the principal benefits from offshore renewables investment is the long-term operations and maintenance function. Great Yarmouth already benefits from the presence of several businesses undertaking this work, but research has shown we can do a lot more to provide the facilities they need.

This proposal to establish an Operations and Maintenance Campus in Great Yarmouth is a bold initiative which has already received very positive feedback from the industry.

This report follows on from the recommendations made in April 2020 Cabinet, to provide detailed costings and anticipated timescales for phase 1 of the project.

Since April 2020, Norfolk County Council has been successful in securing £6,000,000 from the government's Getting Building Fund, towards this project. Further detailed surveys have been undertaken to give a better understanding of likely costs than were available at feasibility stage.

Research has shown it will give Great Yarmouth an asset that will enable the area to rival other parts of the UK and to accelerate the growth we are already seeing in the energy sector (see [Appendix A](#)). This project has emerged through strong partnership working and could not have been conceived and developed as far as it has without the support of the New Anglia LEP, Great Yarmouth Borough Council and Peel Ports working together in the Enterprise Zone.

Executive Summary

The project seeks to create an Operations and Maintenance (O&M) Campus in Great Yarmouth, capitalising on space in Borough Council ownership at the southern tip of the Great Yarmouth South Denes peninsula, which is presently under-utilised. It is the closest port to the Southern North Sea wind farm arrays with access to deep water, as well as the river port. The project will upgrade or enhance facilities through three separate work packages.

This consists of:

- 170m of river quay refurbishment and upgrading
- New pontoons
- Revised road layout to optimise the land available for development, and associated infrastructure works.

On behalf of partners, NCC commissioned initial feasibility work to look at the financial viability of the project. Following the recommendations of the April 2020 report to Cabinet, further work has been undertaken to assess the likely construction costs and confirm that the cost allowances made to date are adequate. It was also necessary to assess the operation of the facility, including river modelling to ensure that navigation and sediment transfer are not compromised.

The feasibility study suggested £2m was the maximum likely commercial component of investment and it was agreed this would come from Norfolk County Council and Great Yarmouth. Both Councils will share improved rental income derived from an uplift in future site occupancy and revenue from the refurbished quay and pontoons.

In February 2020 Great Yarmouth Borough Council took a report on the GY O&M Campus to its Policy and Resources Committee and commitment to co-invest £1m, subject to Heads of Terms. The co-investment was endorsed at Great Yarmouth Borough Council's Full council meeting in June 2020.

Great Yarmouth Borough Council and Norfolk County Council propose to enter into a contractual joint venture agreement (Proposed Contract) for the project, in preference over the alternative option of establishing a new joint venture company.

For financial planning purposes this report is using 40% risk contingency for the headline budget to reflect the risk profile of a marine project. It is proposed a procurement process begins if this report is agreed to get as clear a commercial cost budget for the project as possible.

The project costs are assumed at £18m as set out in the table below:

Table 1: Great Yarmouth Operations and Maintenance Estimated Project Cost

	Amount £
Total Construction Costs	£9.5m
Professional/PM fees	£2.4m
General Utilities	£0.3m
Risk/Contingency	£5.1m

Inflation	£0.7m
Total cost	£18m

This Cabinet report seeks agreement for Norfolk County Council to deliver the Great Yarmouth Operations and Maintenance Campus. The report also recommends approving an investment from Norfolk County Council of £1m towards project costs, which will enable the Council to receive a share of any rental uplift from the site.

Funding the Project

The table below details the funding for the project.

Table 2: Great Yarmouth Operations and Maintenance Funding

Government Grant 'Getting Building Fund'	£6m
Norfolk County Council	£1m
Great Yarmouth Borough Council	£1m
Norfolk Business Rates Pool	£1m
Norfolk County Council borrowing to be repaid from Great Yarmouth Enterprise Zone Pot B business rates funding (pending agreement by New Anglia LEP see paragraph 6.4)	£9m
Total funding	£18m

The arrangement will be formalised through a project agreement between Norfolk County Council and Great Yarmouth Borough Council and in respect of the Enterprise Zone related borrowing an MoU agreement between Great Yarmouth Borough Council, Norfolk County Council and New Anglia LEP.

Governance of the Project

Governance of the project is via a Working Group, made up of officer representatives from Norfolk County Council, Great Yarmouth Borough Council, New Anglia LEP and Peel Ports. There is a dedicated Project Manager from with Norfolk County Council's Infrastructure Team overseeing delivery and procurement from Norfolk County Council.

Benefits

Maritime works are costly, and without public sector support this project will not proceed and we will be less likely to attract the associated investment, economic growth and local jobs. There are various proposals at other east coast ports and there is a danger that investment will migrate there unless we create a facility of equal or better status.

Great Yarmouth will be provided with a first-class facility on which to attract new O&M companies and related investment. The net cost to the public sector will be reduced due to the additional rates income received via the new development on the Enterprise Zone. It is estimated that some 650 new jobs could be located here.

This project supports the ambitions of the Norfolk and Suffolk Economic Strategy, the Local Industrial Strategy and the Covid-19 Economic Recovery Restart Plan (p14), by seeking to capitalise on the offshore renewables sector opportunity and delivering business investment and growth in that sector.

Recommendations

- 1. To agree for Norfolk County Council to deliver the Great Yarmouth Operations and Maintenance Campus project**
- 2. Delegate authority to the Executive Director of Finance and Commercial Services, in consultation with the Cabinet Member for Finance to agree the Heads of Terms for Norfolk County Council's £1m investment and the financial risk sharing arrangements for the project (Note that provision for the £1m investment has already been included in the 2021-22 Capital Programme).**
- 3. To recommend to County Council that a further £17m is added to the Capital Programme for this project with £9m of this being funded by prudential borrowing.**
- 4. To note that the County Council's £9m prudential borrowing will be formalised through a MoU agreement with Great Yarmouth Borough Council and New Anglia LEP with the expectation that this borrowing will be fully repaid from the Great Yarmouth Enterprise Zone Pot B business rates funding.**
- 5. To agree the delegation to the Executive Director Community and Environment Services of the procurement in accordance with the requirements of the County Council's Contract Standing Orders a contractor to carry out the infrastructure works.**

1. Background and Purpose

- 1.1 This project seeks to exploit the now well-established offshore renewables sector opportunity off the east coast and the Enterprise Zone that covers sites in Great Yarmouth and Lowestoft. The Enterprise Zone's 2017 strategy, sector focus and rationale is contained in the [Space to Grow brochure](#).
- 1.2 Further justification for pursuing this opportunity is contained in the [Great Yarmouth Economic Growth Strategy 2017-2021](#) and the opportunity aligns to the actions under Aim 4: A Prosperous Physical Environment and Improved Infrastructure, bringing more land to market and reinvesting enterprise zone business rates growth.
- 1.3 Additional rationale is the [Norfolk and Suffolk Economic Strategy](#) which sets out the opportunity for Great Yarmouth and Lowestoft being the world's largest market for offshore wind along with over 150 serviceable offshore gas assets, employing a combined 8,469 people in 834 local companies. The key opportunity in this sector has been identified as linking offshore generation and energy use, technology and product development across oil, gas and renewables. This was further bolstered by the [Draft Norfolk and Suffolk Local Industrial Strategy](#). This highlights that roughly half of the Sector Deal's 30GW of electricity by 2030 ambition will be delivered off the coast of Norfolk and Suffolk, with 14.5GW in the existing pipeline, valued at £20bn. Local partners are working to support the supply chain, deliver the Sector Skills Plan to

realise the forecasted 600% growth in well-paid skilled work (6,150 FTEs) and meet the projected operations and maintenance opportunity worth £1.3bn per annum by 2025 in the East of England. An action specified in the strategy is to enhance the capacity and capability of Norfolk and Suffolk's ports with a series of ambitious projects to attract and capture manufacturing, construction and operations and maintenance investment, to serve the offshore energy market. The recently published New Anglia LEP Covid-19 Recovery Plan also highlights the importance of restarting the economy by enabling infrastructure and drive the identification, development and promotion of clean growth opportunities, such as the Offshore Wind Operations and Maintenance Base in Great Yarmouth (p14).

- 1.4 Over the past decade, the clean energy market has been growing steadily in the East of England driven by Government investment in the sector. In that time, the prediction that the UK would have the largest offshore wind market in the world has been borne out and this trend is set to grow, as described in the previous paragraph. The North Sea hosts the largest part of the market opportunity, especially in the Southern North Sea (SNS). As wind farms are built out, the demand for space to host Operations and Maintenance facilities grows. Great Yarmouth already hosts several facilities – notably Dudgeon and Hi Wind. Vattenfall have also signed an MoU with Peel Ports for a base of operations. Our research (and feedback from industry we receive) suggests there is more demand that could be satisfied in Great Yarmouth if the right facilities are in place.
- 1.5 Employment in the sector has grown above the national average since 2010, while commercial vacancy rates have stayed relatively low – an indication that business formation might be curtailed by the lack of commercial space.
- 1.6 In December 2018, a Demand and Needs assessment undertaken by Hatch Regeneris considered the demand for O&M facilities at an international, national and local scale and was based on both primary and secondary data. This study showed demand for an O&M facility in an optimum location and that it is supported by a sector that is growing at national and regional scales. Locally there are very low commercial vacancy rates and falling floorspace in the region demonstrates the demand for more facilities.
- 1.7 Norfolk has a major concentration around offshore energy, founded on oil and gas, but migrating in the last 10 years into renewables. With many skills and capabilities around offshore surveying, exploration, drilling, rig movement, extraction/production and servicing, plus installation of wind turbines and their operation and maintenance.
- 1.8 Great Yarmouth is already home to over 50% of the UK's installed capacity and further growth is planned over the next 10 years (Source: completion of Contracts for Difference (CfD) Allocation Round 3). The impending onshore cabling for Ørsted and Vattenfall contracts offers further opportunity for supply chain companies.
- 1.9 Building on local investments by Dudgeon, Galloper, Scottish Power Renewables and Vattenfall, Norfolk County Council is seeking to attract new supply chain growth by building a new Operations and Maintenance (O&M) campus close to the deep-water harbour and with access to enhanced and upgraded river port facilities. It will offer the closest and most immediate access to the open sea and the offshore wind farms.
- 1.10 This will further enhance Great Yarmouth's existing O&M capability and offer businesses the shortest journey to the windfarms in the North Sea. The site will include shared quay and external laydown space, with room for bespoke offices and technical facilities for developers and supply chain businesses.

- 1.11 The Space to Grow Enterprise Zone, comprising two sites including much of the South Denes Area, is already generating income through 100% retained business rates. A percentage of this income, currently 45%, is available to be used to enhance, accelerate or enable development on the two sites. This is called “Pot B income” and a key outcome from its deployment, alongside the economic benefits is the further growth of Enterprise Zone income that can then be used for future projects.
- 1.12 New Anglia Local Enterprise Partnership (LEP) announced in early July that it had been awarded £32.1m as part of the Government’s Getting Building Fund, which will help deliver jobs, skills and infrastructure in the wake of the Covid-19 pandemic. After a successful bid from Norfolk County Council for £6m towards costs, the GY O&M Campus was awarded funding in August 2020. The GY O&M is a key project that will support the economic recovery by creating jobs to support the growing renewables sector.

2. Proposals

- 2.1 The proposal is to create an Operations and Maintenance Campus at the southern tip of the South Denes peninsula, close to the outer harbour and river port. There is enough land that can be combined and presented as a single entity and be used for office, technical areas and storage but there are no associated quayside facilities which are essential. The proposal is to:
- enhance Berths 1A and 1B, making them available for businesses located nearby to berth Crew Transfer Vessels (CTV) and Operational Vessels
 - create additional pontoon facilities projecting from the spending beach for smaller CTV
 - undertake road and other infrastructure improvements in order to optimise the land available
- 2.2 The quayside is in poor condition and whilst the adjacent land can be used, there are existing tenancies on the site and the quays are not usable. The cost of bringing the quays back to a usable state is not commercially viable and so this is a key element of the project. The adopted Core Strategy Local Plan (2015) recognises the importance of the port and its industries. A key strategic objective (SO 4) of the Local Plan is strengthening the competitiveness of the local economy by promoting the River Port and Outer Harbour on a Local, National, European and international Scale as an attractive base for business. The emerging draft Local Plan (2020) continues to support proposals for port related developments and in particular development related to the offshore energy industry. The above proposal would be consistent with the strategic objectives of the adopted Local Plan and the policies in the emerging Local Plan. In addition, it is worth noting that, the Third River Crossing proposal will significantly improve accessibility to the Port and Harbour areas and support the wider regeneration of the waterfront and town centre.
- 2.3 Norfolk County Council will lead on the delivery of the works . A requirement from the April 2020 cabinet report was to undertake further feasibility to ensure the cost exposure and risk for the county council is fully developed and understood before moving the project forwards. The maritime and highways infrastructure designs, identified in the further feasibility report for the Great Yarmouth Operations and Maintenance Campus by WSP dated September 2020, have been priced by the WSP Quantity Surveying team to produce feasibility stage cost estimates to identify the

public sector investment in the project. The feasibility report is now complete and estimates total project costs of £18.0m. The risk contingency within this cost is £5.1m.

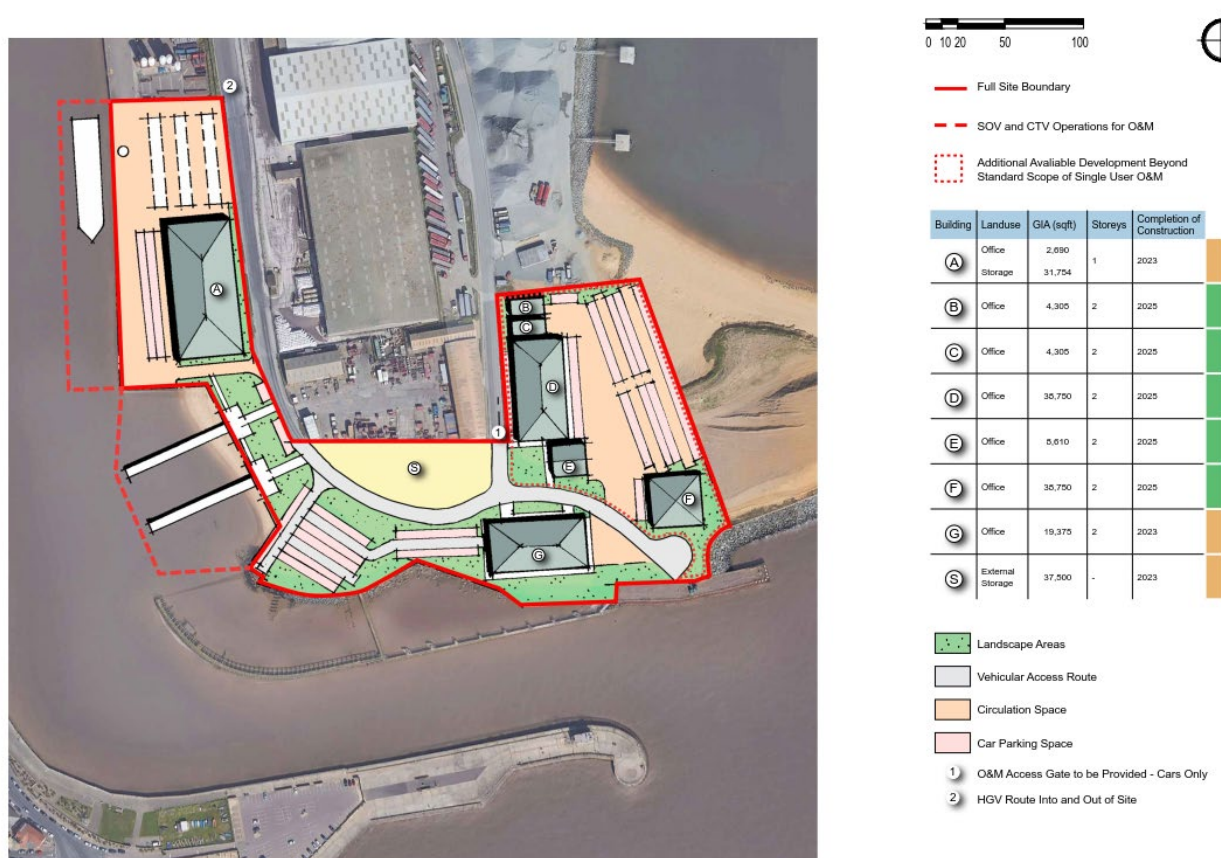
- 2.4 The Great Yarmouth Operations and Maintenance Campus WSP September 2020 report sets out a three-point estimate of total outturn project costs to provide an indication of a reasonably likely upper (40%), central (25%) and lower scenario (15%) for total public sector investment. Due to the risk of unknown factors, it was agreed with Norfolk County Council's Infrastructure Team that project costs should be estimated using the upper cost scenario and finalised once a commercial procurement has taken place.

WSP has assessed that £2m of the cost is feasible to be provided on a commercial basis (NCC and GYBC). £6m will be paid from the GBF, £1m from Pooled Business Rates and the funding gap of £9m to be provided by a loan from Norfolk County Council, repayable from Enterprise Zone income.

- 2.5 Enterprise Zone income between 2020/21 and 2037/38 is significant. The current baseline, assuming no additional development anywhere on the Great Yarmouth EZ sites has the potential to provide the funding gap for the capital and interest repayments. The Great Yarmouth Operations and Maintenance Campus WSP September 2020 feasibility report reviewed the forecast baseline for Pot B, providing refresh accounting for sensitivity analysis from Covid-19, and estimates £9m surplus available in Pot B to provide match funding for the GY O&M Campus.
- 2.6 The key risk is in the event of a fundamental change to the Business Rates system. Both the Space to Innovate and Space to Grow Enterprise Zones are subject to a legally binding 25-year agreement that guarantees local retention of 100% of rates collected or payable. However, if there is a change to the whole system of business rates, it will be important to ensure the status of Enterprise Zones is maintained. This will be a national issue.
- 2.7 All of the investment will be made on land currently in the ownership of the Borough Council.
- 2.8 Norfolk County Council and Great Yarmouth Borough Council propose to each invest £1,000,000 towards the total costs of phase 1. The investment is expected to deliver a return through the derived income from the commercial uplift from phase 1 build out as set out in the report. Norfolk County Council agree to share the uplift in rent, over and above the current income Great Yarmouth Borough Council achieve from the site. This will be set out in Heads of Terms on the joint venture agreement between Norfolk County Council and Great Yarmouth Borough Council.
- 2.9 The baseline rental income and forecast rental uplift, anticipated as a result of the phase 1 developments, has been agreed by Great Yarmouth Borough Council, as part of the site valuation. The majority of the rental uplift anticipated will be derived from the site improvements and demand for use of quayside access and improved pontoons. Principles for sharing the uplift above the baseline are being discussed between Norfolk County Council and Great Yarmouth Borough Council.

3. Impact of the Proposal

- 3.1 The proposal is to create an Operations and Maintenance Campus at the southern tip of the South Denes peninsula, close to the outer harbour and river port. This new facility would be enabled through developing brownfield space and reclamation, providing capacity for office, technical areas and storage but there are currently no specific quayside facilities.
- 3.2 The proposal is to enhance Berths 1A and 1B, by upgrading the derelict quay pilings and associated works. The quay is owned by the Borough Council, who lease part of the site to local businesses. They are not able to use the quays, and are not directly affected by this report. However, the Borough Council will be liaising with current tenants to allow for access.
- 3.3 The full build out of the project will create a total of 288,700 sqft of lettable space, of which 162,700 sqft would be office and the remainder would be a mix of internal and external storage space. This could support 650 permanent professional office jobs and associated manual labour roles as demanded for the storage and lay up facilities. The drawing below is indicative and subject to change.



- 3.4 The key impact of the proposal will be the creation of a viable, highly attractive location for offshore energy businesses, especially in renewables but not exclusively, who will be able to operate in an optimum location, close to flexible port facilities, and with direct access to the sea.

4. Evidence and Reasons for Decision

- 4.1 The options presented in this report are those that are considered commercially acceptable based on the Hatch Regeneris demand and need study that found a strong demand for office and light industrial space, whilst accommodating marine based, technical activities such as berthing and storage, favouring a non-phased

development that includes ability to develop warehousing and offices spaces alongside berthing for service operating vessels and crew transfer vessels.

- 4.2 This has been recently reinforced in discussions with companies who were consultees a year ago. They have shown considerable interest in the proposals and have provided a positive projection of demand, which they were pleased to see accord with their initial feedback.
- 4.3 The above plan is considered an example of how this site can be optimised - especially given it has not been seen as a commercially viable location. By linking it to refurbished river port facilities, deep water access as well as new pontoons it will place Great Yarmouth at the forefront of being able to attract investment. It is also shown to be financially viable.

5. Alternative Options

- 5.1 There are two alternative options. Firstly, the do-nothing scenario. This would mean promoting the site in its current state, with the expectation that the market will provide all the necessary investment. We have already ascertained that £2m is the limit on commercial funding, which would deliver a viable return. The gap is substantial, and no private sector investor would consider the site viable for investment as the achievable return through rent alone would not provide a commercial return within the operational lifetime of the units themselves.
- 5.2 It is also stressed that Enterprise Zone income, channeled through Pot B is designed to be used for interventions of this nature. The expectations for Enterprise Zones, when first set up was that local authorities or LEPs would borrow against future income and invest in the sites to enable them. We are actually proposing to borrow against baseline income, as assessed as part of the WSP feasibility report, not projected income from future, but uncommitted development
- 5.3 The other option is to look for alternative sites. However, this is not practical for two reasons. The attractiveness of the proposed site is its close proximity to the sea. Depending on tidal conditions, every 1/4 mile north, along the river adds notable travel time, each way. Also, we are not aware of any vacant sites of similar size further north that could accommodate significant growth, and neither is there any vacant quay space.

6. Financial Implications

- 6.1 Following the feasibility studies and preliminary design, the project is currently estimated to cost £18m as set out in table 1 in the executive summary. This includes a risk/contingency allowance which will be refined once the results of the procurement process are known.
- 6.2 The cost of delivering the scheme will not be fully known until the detailed design has been completed, the scheme obtains planning approval and tender prices have been received.
- 6.3 Financial contributions to deliver the project will be provided from different sources as are set out in table 2 in the executive summary. Whilst Norfolk County Council will

borrow £9m to enable the project to be delivered, the annual repayments of this loan are to be fully met from the Great Yarmouth Enterprise Zone Pot B business rates until 2038.

- 6.4 The forecast Pot B business rates until 2038, calculated by finance officers from Norfolk County Council and Great Yarmouth Borough Council, showed a deficit of £2.6m. In order to close the deficit, on 24th February 2021, New Anglia LEP Board approved an increase of the Pot B intervention rate from 35% to 45%.
- 6.5 Whilst a prudent forecast has been made of future business rates for the period to 2038, over such a long period there is the possibility that the level of actual business rates drops below the forecast.
- 6.6 Cabinet in April 2020 agreed to enter into formal joint working arrangements with Great Yarmouth Borough Council over the development of this project. Following discussions, it has been agreed that the financial risk sharing arrangements, regarding any potential project overspend or if there are insufficient business rates in Pot B to meet the loan repayments, will be shared equally between Great Yarmouth Borough Council and Norfolk County Council.
- 6.7 Prior to the delivery of the project and Norfolk County Council's making its £1m investment one of the recommendations of this report is that the principles of sharing any rental uplift between Great Yarmouth Borough Council and Norfolk County Council are agreed and documented in order that both parties are clear on their financial obligations and potential benefits.

7. Subsidy Control (State Aid) Implications

- 7.1 Following EU transition and the Trade and Co-operation Agreement (TCA) the UK government is currently consulting on new arrangements for the regulation of subsidy control in this country. Whilst the outcome of this consultation is awaited, it is noted that particularly relevant to this project and the development of infrastructure at the Great Yarmouth Operations and Maintenance Campus is the non-binding Joint Declaration on Subsidy Control Policies in which the UK and EU recognised that subsidies may be granted for the development of ports. Pursuant to:
 - (a) this Joint Declaration;
 - (b) having considered the TCA's subsidy control principles; and
 - (c) in accordance with current best practice which is complied with by continuing to apply the requirements of the General Block Exemption Regulation (GBER)

the subsidy control position set out below has been validated.

- 7.2 The potential for a subsidy has been considered in respect of the possible expenditure by Norfolk County Council to be reimbursed from Pot B, proposed to be paid towards the total costs for the delivery of phase 1 of the Great Yarmouth Operations and Maintenance Campus, and our analysis is that the scheme is compliant with currently applicable law and regulations in respect of subsidy control.

- 7.3 Subsidy control has also been considered in respect of Norfolk County Council and Great Yarmouth Borough Council's investment of £1m cash each towards the total costs to deliver phase 1 of the Great Yarmouth Operations and Maintenance Campus, as described in the report and again is viewed as compliant with current law and regulations.
- 7.4 Aid for maritime port infrastructure (e.g. berths, quay walls, jetties and floating pontoon ramps in tidal areas, internal basins), dredging and port access infrastructure (e.g. roads, rail tracks, channels and locks) in accordance with current best practice can continue to be provided against total investment costs of up to €130m under the amending Commission Regulation (1084/2017) amending General Block Exemption Regulation 651/2014.
- 7.5 The parties note that this amending Regulation specifically provides that the amount of aid is limited to 100% of eligible costs for total costs up to €20m.
- 7.6 However, the amount of aid must also not exceed the viability gap of the investment project, namely the gap between total investment costs less operating profit (income, less operating costs) over a reasonable reference period. If, as in this Proposed Contract, the total aid amount sought is less than €5m, then it can be capped at 80% of total eligible costs rather than the viability gap noted above. The aid intensity is not reduced for access roads and dredging.
- 7.7 Norfolk County Council and Great Yarmouth Borough Council have considered and acknowledged that the port infrastructure funded as above must be open to interested users on an equal and non-discriminatory basis and any contracts concessionary or otherwise to construct, upgrade, operate or rent such infrastructure should be awarded only following a transparent and non-discriminatory procurement process.
- 7.8 The Project costs, in terms of a financial viability assessment, have been assessed by WSP Consulting, (a strategic partner of Norfolk County Council and an independent professional services firm. Since the April 2020 report, further assessment in terms of construction and operation has taken place.
- 7.9 This report also seeks, to enter into formal joint working arrangements between Norfolk County Council and Great Yarmouth Borough Council over the development of this project, which could include contributing £1m each to the commercial cost, in the expectation of deriving shared income from the uplift in commercial value the project will deliver.
- 7.10 Discussions have taken place between the parties in order to establish a suitable delivery vehicle to enable this Project to proceed under joint commercial arrangements, and the parties contemplate entering into a contractual joint venture agreement (Proposed Contract), in preference over the alternative option of establishing a new joint venture company.
- 7.11 The application on an aggregated basis of the Getting Building Fund element of funding is similarly viewed as compliant with applicable State Aid law and the terms & conditions of GBF funding will be reviewed and complied with by the Project Team.

8. Resource Implications

- 8.1 **Staff:** There are no direct staff implications. The project will fund the NCC project management costs in their entirety and staff will contribute time in overseeing the Governance of the project.
- 8.2 **Property:** It is not proposed for Norfolk County Council to acquire any property assets as a direct result of the investment proposed, however, the report does seek approval to explore the creation of joint commercial arrangements which the Council would need to invest on a commercial basis.
- 8.3 **IT:** There are none

9. Other Implications

9.1 Legal Implications:

Contractual and funding arrangements are to be specified in a formal project agreement between Norfolk County Council and Great Yarmouth Borough Council and a Memorandum of Understanding between New Anglia LEP, Norfolk County Council and Great Yarmouth Borough Council

The procurement of a works contractor is to be in accordance with the requirements of the County Council's Contract Standing Orders and delegated to the County Council's Executive Director C&ES.

Subsidy control issues are detailed at paragraph 7. above.

To secure Great Yarmouth Borough Council's obligations under the joint venture agreement, Norfolk County Council will secure a legal charge over the site and a restriction on the registered title of the site.

9.2 Human Rights implications:

None at this stage.

9.3 Equality Impact Assessment (EqIA)

If this project is agreed, an equality impact assessment will be undertaken to inform the public consultation phase and then revised based upon relevant feedback in order to inform subsequent key decision points, to examine how the proposal is likely to impact on people with protected characteristics. If agreed, the project has the potential to play its part in making Norfolk an accessible county – a priority identified in Together, for Norfolk, the Council's six-year business plan.

9.4 Health and Safety Implications

The Head of Health, Safety and Well-being will be consulted to ensure all relevant health and safety matters are considered, including working closely with the port operators and port authority.

9.5 Sustainability Implications

This project strongly supports the 'clean growth' section of NALEP Local Industrial Strategy and 'Together for Norfolk'. The County Council's Environment Policy defines the Councils support for renewable energy generation which this project supports and further, the reductions in steaming times up and down the river will also help make the project more sustainable.

Clean growth sits at the heart of this Local Industrial Strategy. Norfolk and Suffolk are at the forefront of tackling the challenges and opportunities of climate change. Enabling site development at Great Yarmouth to facilitate renewable energy companies to invest to service these opportunities, further supports the strategic ambitions.

10. Risk Implications/Assessment

- 10.1 The key risk is in the event of a fundamental change to the Business Rates system. Both the Space to Innovate and Space to Grow Enterprise Zones are subject to a legally binding 25-year agreement that guarantees local retention of 100% of rates collected or payable. However, if there is a change to the whole system of business rates, it will be important to ensure the status of Enterprise Zones is maintained. This will be a national issue.
- 10.2 The £2m investment from Norfolk County Council and Great Yarmouth Borough Council (£1m each) is expected to deliver a return derived through the commercial uplift from the phase 1 build as set out in the report. Whilst the intention is that both councils will share the uplift in rent over and above the current income Great Yarmouth Borough Council achieve from the site, there is a risk that no additional return is achieved, or it takes time before a return is received.
- 10.3 Failure to construct and deliver the Great Yarmouth Operations and Maintenance Campus within agreed budget and to the agreed timescales. This is mitigated by a full commercial procurement process taking place between March and June 21 when final decisions on progressing with the project will be taken.
- 10.4 There are various proposals at other east coast ports and there is a danger that investment will migrate/or there could be competition, unless we create a facility of equal or better status.

11. Select Committee comments

- 11.1 N/A

12. Recommendation

- 1. To agree for Norfolk County Council to deliver the Great Yarmouth Operations and Maintenance Campus project**
- 2. Delegate authority to the Executive Director of Finance and Commercial Services, in consultation with the Cabinet Member for Finance to agree the Heads of Terms for Norfolk County Council's £1m investment and the financial risk sharing arrangements for the project (Note that provision for the £1m investment has already been included in the 2021-22 Capital Programme).**
- 3. To recommend to County Council that a further £17m is added to the Capital Programme for this project with £9m of this being funded by prudential borrowing.**
- 4. To note that the County Council's £9m prudential borrowing will be formalised through a MoU agreement with Great Yarmouth Borough Council and New Anglia LEP with the expectation that this borrowing will be fully repaid from the Great Yarmouth Enterprise Zone Pot B business rates funding.**

5. To agree the delegation to the Executive Director Community and Environment Services of the procurement in accordance with the requirements of the County Council's Contract Standing Orders of a contractor to carry out the infrastructure works.

13. Background Papers

- Space to Grow brochure: <https://newanglia.co.uk/wp-content/uploads/2020/03/Space-to-Grow-EZ-brochure.pdf>
- Great Yarmouth Economic Growth Strategy 2017-2021 <https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=2614&p=0>
- New Anglia LEP Covid-19 Economic Recovery Restart Plan: <https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf>

Officer Contact

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

Officer name: Vince Muspratt **Tel No.:** 01603 223450
Email address: vince.muspratt@norfolk.gov.uk



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

Cabinet

Item No: 11

Decision making report title:	West Winch Housing Access Road
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways, Infrastructure and Transport)
Responsible Director:	Tom McCabe (Executive Director, Community and Environmental Services)
Is this a key decision?	No

Introduction from Cabinet Member

The provision of the West Winch Housing Access Road (WWHAR) is essential to enable some 4,000 new homes to be developed in the West Winch area of King's Lynn. It will also provide an alternative route that provides relief to the village of West Winch which suffers from the impact of through traffic. Officers of both NCC and the Borough Council of King's Lynn and West Norfolk have and will continue to work in partnership to develop and promote the WWHAR, so the shared growth aspirations as set out in the adopted Local Plan can be realised.

The opportunity has arisen to bid for significant government funding to build the road from the Department for Transport (DfT) Major Road Network (MRN) fund. A Strategic Outline Business Case (SOBC) has been prepared which we would like to submit at the earliest opportunity. This is shown in Appendix A.

Executive Summary

This report describes work that has been carried out in partnership between the Borough and County Councils since late 2017 to develop a scheme using WSP to carry out technical work. It seeks Member agreement to submission of the Strategic Outline Business Case.

Work to date has comprised scheme development and activities to support the planning application. A number of issues have been worked through including; the planning approval process, securing Highways England (HE) support for the scheme and the welcomed opportunity to bid for MRN funding. Because a key justification for the scheme is unlocking the housing growth, this has increased the dependence on wider planning issues which need to be reflected in the planning application for the new road.

The current timetable includes submitting a revised business case to DfT in March 2021 which includes a full economic appraisal to secure a positive funding decision, with construction commencing in the first quarter of 2024.

There are a number of key issues that create risk to the current programme and these can be summarised as:

- Land assembly and getting a landowner Collaboration Agreement signed
- Determining a Masterplan for the growth area
- Forward funding of essential gas main diversions

Possible mitigation measures for some of these key risks are, resorting to Compulsory Purchase Orders (CPO) for the land required to build the road. DfT approval of the SOBC submission is critical but the project has a good business case, being required to unlock considerable housing growth, and has the support of stakeholders including the local MP, Borough Council and Transport East.

The currently assessed total scheme cost for a start of works in 2024 is £64.73m including construction, preliminaries, design fees, supervision, surveys, land, statutory undertaker diversions, risk and inflation. A bid is being made to the DfT Major Road Network (MRN) fund for the majority of this cost and a local contribution of at least 15% is expected from development, as set out in an Infrastructure Delivery Plan (IDP) for the growth area produced by the Borough Council based on extensive viability work. The ask of DfT from the MRN fund will be £50.08m which is slightly above the maximum of £50m for an MRN scheme before it is classed as a Large Local Major (LLM) scheme. However, we understand that there is some flexibility in these guidelines and do not anticipate that this slight exceedance to pose a problem.

The developer contribution will be required when the road is built so a forward funding mechanism is required. We are proactively working with the Borough Council to resolve this issue to assist in the delivery of the road to enable the 4,000 new homes to be built. Both the County Council and Borough Council will work together and seek input from Homes England (HE) to find a suitable solution for the forwarding funding element.

Recommendations

- 1. To confirm in principle support for the delivery of the West Winch Housing Access Road**
- 2. Agree that the contents of the Strategic Outline Business Case (SOBC) document set out a strong Strategic Case for the scheme**
- 3. To task officers to submit the Strategic Outline Business Case (SOBC) to the Department for Transport at the earliest opportunity**

1. Background and Purpose

- 1.1.** The West Winch Housing Access Road (WWHAR) is strategically important for Norfolk to enable 4,000 new homes and provide an alternative route for West Winch (A10) traffic. The additional highway capacity will absorb the impact of the housing growth and reduce delays for the strategic through traffic on the A10.

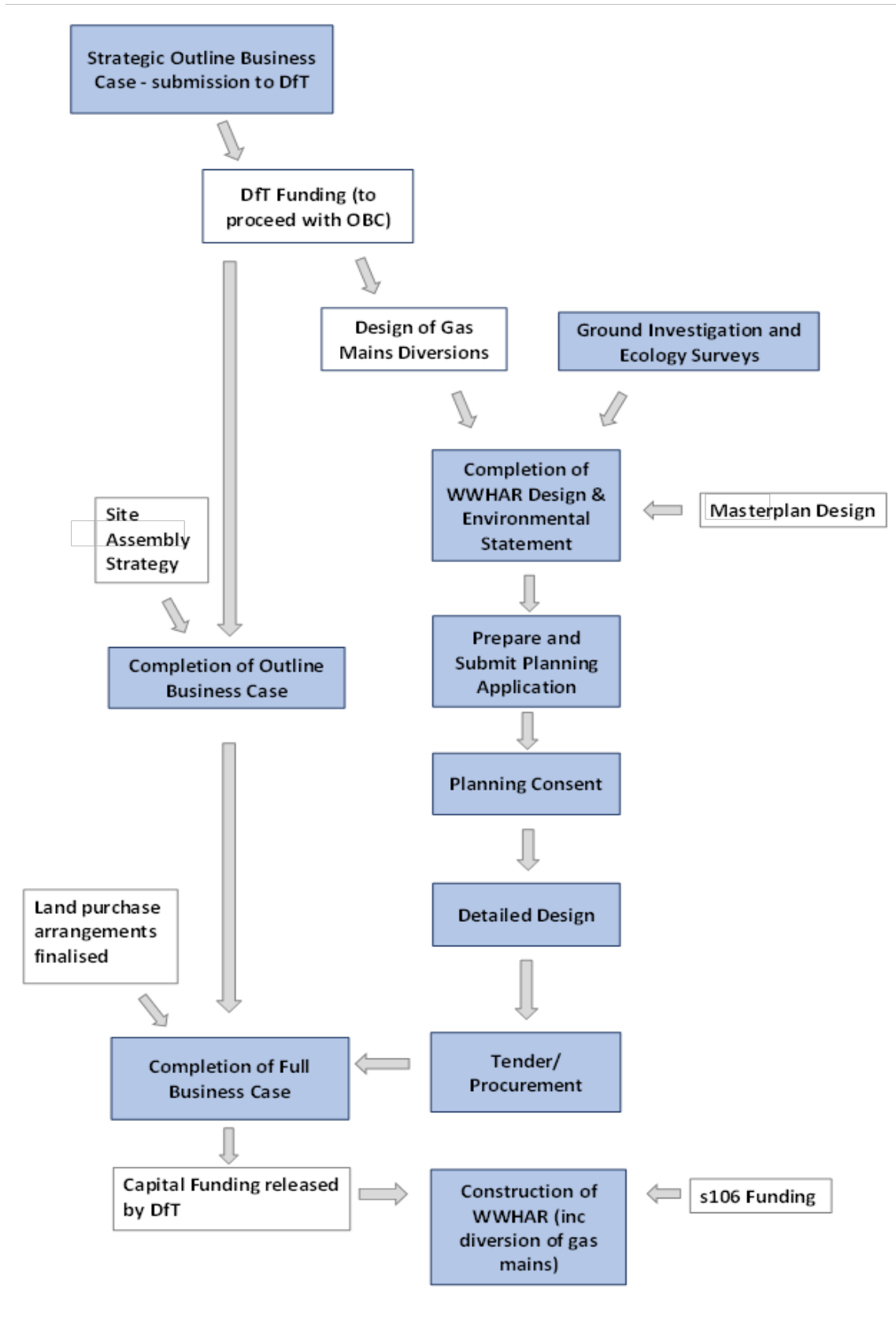
- 1.2. Initial funding for this work during 2018 was assembled from the Business Rates Pool (BRP) with contributions from the Borough and County Councils. Further NCC funding was agreed by Cabinet on 2 September 2019 by way of a significant match funding contribution to a further BRP bid to ensure work could continue on this important scheme. This bid was successful and included an element of funding for post planning permission activities.
- 1.3. In late 2018 the Department for Transport (DfT) initiated its Major Road Network (MRN) programme. This is a fund for improvements on a newly identified tier of roads that sit between the Strategic Trunk Road Network managed by Highways England (HE) and County Council managed roads. The WWHAR was identified as a candidate scheme for this funding stream using the Regional Evidence Base and agreed as a priority in the Transport East 5 year programme for the MRN fund. Subsequently, a draft Strategic Outline Business (SOBC) was prepared and submitted to DfT in July 2019, using the best available information at that time, recognising that it was not fully complete as it lacked a robust economic appraisal section.
- 1.4. Since July 2019 we have completed work on a full economic appraisal to support the SOBC. In summary, whilst the SOBC indicates that the WWHAR demonstrates high value for money, this is predicated on a strong performance against housing delivery rather than traditional transport benefits. We anticipate this dual function of the scheme, housing and transport, might give rise to further dialogue with DfT before they approve the scheme and agree to fund the Outline Business Case (OBC) which is the next step on the way. However, it is worth noting that housing delivery is one of the five objectives of the Major Road Network (MRN) fund.
- 1.5. During 2019 further issues arose that had the effect of delaying the initial aspiration to submit a planning application for the road as a standalone project in December 2019. These included:
 - More detailed work on the economic case of the SOBC to reflect the majority of benefits are from housing growth rather than transport
 - High pressure gas main diversion approval and lead in time
 - Obtaining access to sites for ground investigation work
 - Interaction with Local Planning Authority and KLWN planning advisors
 - Increased scope of Environmental Impact Assessment for the road due to the enabling of 4,000 homes as well as the impact of the road (requiring the production of a Masterplan by the Borough Council)
 - Ensuring the land will be available to deliver the new road and that there is not an undue cost to the scheme above existing land values as that could affect viability and the business case for DfT funding (The road is essential to enable the housing growth so it would be inappropriate for the scheme cost to include uplifted land values which are likely to be unacceptable to the DfT)

- 1.6. The combination of these issues has given rise to additional work being required and a revised programme with the submission date of the planning application being the first half of 2022.
- 1.7. The funding available from BRP and match funding is considered sufficient to meet the currently estimated fees and costs through the planning process

2. Proposals

- 2.1. The WWHAR scheme comprises a number of highway interventions within the vicinity of the development ensuring the site is connected and that the highway network can cope with the increase in demand. The main elements of the WWHAR scheme include:
- A housing access road to the east of West Winch connecting the A47 with the existing A10. This will provide the additional road capacity necessary to accommodate traffic associated with new dwellings;
 - A roundabout on the housing access road providing access to the Hardwick Green planned development;
 - Two priority junctions on the housing access road to serve proposed dwellings that are outside the planned Hardwick Green development;
 - A roundabout on the housing access road, at its southern end, providing a connection to the existing A10;
 - Modifications to the existing Hardwick Interchange to accommodate additional housing traffic plus re-orientation of trips through the junction;
 - Dualling of the existing A47 between Hardwick Interchange (Constitution Hill roundabout) and the housing access road;
 - A signalised roundabout junction where the housing access road meets the A47; and
 - Treatment of local roads severed by the housing access road
- 2.2. With the current programme, the key steps to deliver the WWHAR are shown in the flow chart below.

2.3.



2.4. There are multiple items which are critical to the ultimate approval and delivery of the new housing access road. These items include the following which are

dependent on inputs from third parties and so are outside of the control of the County Council:

- A Site Assembly Strategy and agreement of this by all parties (including third party landowners) will be required to secure OBC funding as the DfT will need certainty regarding the deliverability of the scheme
- A Masterplan Design for the housing allocation is needed to complete the preliminary design and an environmental impact assessment which will be included within the Environmental Statement for planning which is underway
- An OBC and then an FBC (Full Business Case) will need to be completed in parallel to the main design activities to secure scheme funding from DfT
- Diversion of two very high pressure 900mm gas mains

2.5. Each step within the above process chart will need to occur at the appropriate time to ensure that the dependent activities are not delayed and the WWHAR opening is not pushed back further beyond the current anticipated opening date of August 2026.

2.6. The key dates on the current programme for the processes illustrated in the flow chart are shown in the table below:

	Current programme
Submission of Strategic Outline Business Case (SOBC)	March 2021
Meeting with DfT to discuss SOBC	April 2021
DfT agree to fund Outline Business Case (OBC) on strength of SOBC	June 2021
Submission of planning application to Norfolk County Council as Local Planning authority for the scheme	February 2022
Submission of OBC to DfT	September 2022
DfT confirm MRN Programme Entry for the WWHAR	December 2022
Submission of Full Business Case (FBC) to DfT	September 2023
DfT release capital funds for WWHAR	December 2023
WWHAR construction	Early 2024 to July 2026
Scheme open to public	July 2026

3. Impact of the Proposal

3.1. The WWHAR will:

- Enable up to 4,000 new homes to be built as set out in the Local Plan – this is not possible without the road
- Bring new households to the area providing an expanded labour market

- Provide relief for West Winch from strategic traffic movements including HGVs
- Reduce existing congestion problems on the A10 and improve residential amenity for West Winch
- Improve journey time reliability for all users including business trips into and around the King's Lynn area

4. Evidence and Reasons for Decision

- 4.1. To deliver the large scale growth in the West Winch area, as set out in the Local Plan for the King's Lynn and West Norfolk, the evidence shows that additional highway capacity is required to accommodate the traffic generated from the planned 4,000 new homes. The WWHAR will also provide a high quality new route to MRN standards that will provide relief for West Winch village that can take the longer distance strategic traffic movements which comprises a high proportion of Heavy Goods Vehicles (HGV).

5. Alternative Options

- 5.1. The alignment of the WWHAR is largely dictated by the specification for the growth area as set out in the local plan and comprises a route to the east of the proposed new housing. With regard to alternative options, slight variations of the alignment to provide the best fit were investigated and these are reported in the SOBC document.
- 5.2. There are no significant alternative highway solutions that would be effective in enabling the housing growth and providing relief to the village of West Winch. There are also no non-highway transport schemes or policy options that could accommodate the transport impact of the planned growth in isolation.

6. Financial Implications

- 6.1. The currently assessed total scheme cost for a construction start in 2024 is £64.73m including construction, preliminaries, design fees, supervision, surveys, land, statutory undertaker diversions, risk and inflation. The cost of delivering the scheme will not be fully known until the detailed design has been completed, the scheme obtains planning approval, and tender prices have been received. However, significant levels of work have been undertaken at this stage to assess the likely outturn cost and assess the risks.
- 6.2. A bid is being made to the DfT Major Road Network (MRN) fund for the scheme costs, although a local contribution of at least 15% will be required.
- 6.3. The local contribution has been identified as a sum of £12.98m (2018 prices), from a developer contribution which is set out in the Infrastructure Delivery Plan for the growth area (link [Kings Lynn IDP](#)) in Table 3 on page 15. When indexed to the year of construction this figure is £14.65m equivalent to 23% - greater than 15% - which should make the scheme more attractive for DfT to fund than some other schemes.
- 6.4. The ask of DfT from the MRN fund will therefore be £64.73m minus £14.65m equal to £50.08m which is slightly above the maximum of £50m for an MRN scheme

before it is classed as a Large Local Major (LLM) scheme. However, we understand that there is some flexibility in these guidelines and do not anticipate that this slight exceedance will pose a problem.

- 6.5. The developer contribution, required when road construction starts in 2024, is estimated to be £14.65m on current inflation assumptions, but will not be realised until the houses start to be sold. In view of this a forward funding mechanism is required to provide this part of the overall funding for the road. The securing and collection of the S106 payments are the responsibility of the Borough Council. Both the County Council and Borough Council will work together and seek input from HE to find a suitable solution for the forwarding funding element.

7. Resource Implications

- 7.1. **Staff:** Existing staff in Growth and Development are overseeing the work on the WWHAR.
- 7.2. **Property:** NCC own land in the growth area and so we are one of the landowners the Borough Council are seeking to include in the Collaboration Agreement. This involvement is being dealt with separately from NCC's role as scheme promoter for the WWHAR. Section 9.5 sets out how there are many more landowners involved in the growth area proposals and details of the Collaboration Agreement process to ensure land is available to build the road.
- 7.3. **IT:** None

8. Other Implications

8.1. Legal Implications

No legal implications have been identified beyond what one might reasonably expect for the development of a road scheme and the submission of a planning application.

- Advice on planning application issues
- Traffic Regulation Orders
- Land assembly agreements and possible Compulsory Purchase Orders
- Advice on procurement of construction contract

8.2. Human Rights implications

None have been identified at this stage.

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

Equality issues will be covered in the Distributional impact Assessments (DIs) which is part of the business case submissions to DfT. These consider the variance of the scheme impacts across different geographical areas and social groups. They look at the beneficial and adverse impacts of the scheme and how trip 'attractors / receptors' are affected (e.g. local amenities such as schools and hospitals).

8.4. Health and Safety implications

Health and safety issues are taken account of throughout scheme development process. This includes appraising road layouts and junction types etc., to ensure they are appropriate and safe to use by all users including pedestrians and cyclists as appropriate and ensuring any potential hazards are designed out. Health and safety issues will also be paramount at the construction phase and will be covered in later Cabinet reports at that stage of the scheme.

8.5. Sustainability implications

The WWHAR will enable the development of a strategic growth area that has been identified in the most suitable and sustainable location in the Borough. The planning application for the scheme will include an Environmental Impact Assessment (EIA) and Environmental Statement (ES) that fully evaluate and demonstrate the impacts of the scheme. These impacts are also set out to some extent in the Economic Case section of the SOBC.

8.6. Any other implications

None.

9. Risk Implications/Assessment

9.1. With regard to the programme for delivering the road, the key risks and proposed mitigation strategies are set out below. These cover:

- Land assembly
- Determining a Masterplan for the growth area
- Additional information required by DfT on our funding bid
- The diversion of two high pressure gas mains

9.2. There is also a financial risk that the developer contribution, as set out in section 6, is not fully collected from future house sales so it is not possible to fully repay the loan for the Local Contribution to the scheme cost. Discussions are required with the Borough Council to determine an appropriate apportionment of this risk.

9.3. The currently assessed total scheme cost for a construction start in 2024 is £64.73m. This is the best estimate at this time and the actual cost of delivering the scheme will not be known until we have engaged with potential contractors to build the road which is not likely to be until 2023. However, this figure includes an allowance of 23% of the construction cost for fees, based on Long Stratton, and is then uplifted by a 30% risk allowance to the construction, fees, land and gas main costs to get a total figure. Inflation has then been applied to this total to derive the overall figure of £64.73m.

9.4. A separate project risk register has been prepared and this is reviewed during the monthly officer project meetings between Borough and County staff, and items added as required.

Land assembly

- 9.5. The preferred approach to land assembly which is currently being pursued is a Collaboration Agreement to evenly spread the land value uplift benefits to all landowners based on the area of their land holding of which NCC is one. This will include a Masterplan Framework S106 Agreement for the growth area signed up to by the affected landowners which total some 20 in number. There will also be individual section 106 agreements sitting underneath the overarching Masterplan Agreement. The Borough Council of King's Lynn and West Norfolk (BCKLWN) has engaged town planning and development consultants Gerald Eve (GE), to work with landowners in the growth area. As part of this process a Collaboration Agreement is being prepared, which seeks to ensure that the land necessary to deliver the growth area as a whole is available and that landowners receive a fair and equitable amount for their land taking into account the strategic infrastructure that is necessary to deliver the growth area. Under this structure all landowners receive an equal amount for their land.
- 9.6. If the Borough fail to get a Collaboration Agreement or if it takes longer than the current programme would allow, there is the contingency of Compulsory Purchase Orders (CPO) to keep the road on programme. For a CPO to be successful it will be necessary to demonstrate that attempts to secure the land by negotiation have been exhausted. Therefore, it is imperative that the Borough Council continue to work on the Collaboration Agreement with the landowners.
- 9.7. This negotiated approach to land assembly with a CPO fallback is seen as the most pragmatic way forward and should be acceptable to DfT as a reasonable way forward for the scheme. In order to allow a sufficient length of time to initiate and conclude a CPO process before the OBC is submitted to DfT in September 2022, it is suggested that a date of June/July 2021 is set to either; agree that the Borough and County Councils have confidence that the Collaboration Agreement will be signed, or that they agree it is unlikely, and that the contingency CPO action will need to be invoked. This would allow just over 2 years to complete a CPO process.
- 9.8. To assist with the land issues and the land assembly process in general, NCC has recently engaged a representative from NPS Property Consultants to assist, in conjunction with advice from the NCC Director of Property.

Masterplan for the growth area

- 9.9. The Masterplan for the overall growth area needs to be prepared to enable the preliminary design and environmental impact assessment to be carried out as these need to be included within the Environmental Statement for the planning application.
- 9.10. To complete the Masterplan, through the County Council's contract with WSP, the Borough Council has separately engaged WSP to carry out the masterplanning required for the overall housing allocation. This commission also involves the preparation of a Supplementary Planning Document (SPD) for the area which will become a material consideration in the granting of planning permissions both for the road and the various housing sites. The Borough Council anticipate having this work completed and an SPD in place by spring 2021.

Additional information requests from DfT

- 9.11. There is also the risk of DfT requesting additional information or tests which could delay approval of the SOBC and agreement to fund the OBC, which would delay the current programme. Although the MRN fund is designed to make improvements to key strategic highway links, housing delivery is also one of the five objectives of the fund. This is important because the high value for money Value for Money (VfM) category set out in the SOBC is predicated on a strong slant to housing delivery rather than traditional transport benefits. We anticipate this dual function of the scheme, housing and transport, might give rise to closer scrutiny of the WWHAR scheme by DfT. However, the county council has already discussed the funding with DfT and received assurance that the dual function of the road should not prove a barrier to funding.

Diversion of gas mains

- 9.12. The diversion of the two high pressure gas mains will need to be carried out by the responsible body National Grid (NG). To date the project has funded an essential feasibility study into options for diverting the mains carried out by NG consultants Jacobs. This has cost £70k and helped to provide a gas main programme and a cost estimate to feed into the overall WWHAR scheme cost. Further continuous engagement with NG until we have an agreed business case with DfT is desirable if we are to keep to the current programme of scheme opening in 2026.
- 9.13. The detailed design of the gas mains diversions now needs to be paid for and carried out by NG to feed into the planning application for the road. It is suggested that we should not commission NG to undertake the detailed designs until the outcome of the SOBC is known and DfT has confirmed support for the scheme and funding for the OBC and further scheme development.
- 9.14. There is also a one year lead in time for materials for the gas mains diversions and NG advise that they will only construct the diversions during the summer months when the demand for gas is at its lowest. The WWHAR programme identifies that the materials procurement and construction of the diversions will need to be pre-funded before capital funds are finally released by DfT in order to ensure that the diversions are completed before the main contractor takes possession of the WWHAR site. This is a key risk and will need to be discussed in detail during the DfT consideration of the SOBC to determine how the risk could be apportioned between NCC, BCKLWN and DfT.
- 9.15. In the event that the NG works are not pre-funded, it is anticipated that the gas main diversions could not be constructed until June to September 2025 which is towards the latter end of the WWHAR main works contract. This would entail both the main contractor and NG's contractor occupying part of the WWHAR site at the same time. This might affect the opening date for the WWHAR.

10. Select Committee comments

- 10.1. N/A

11. Recommendations

- 11.1.
1. To confirm in principle support for the delivery of the West Winch Housing Access Road
 2. Agree that the contents of the Strategic Outline Business Case (SOBC) document set out a strong Strategic Case for the scheme
 3. To task officers to submit the Strategic Outline Business Case (SOBC) to the Department for Transport at the earliest opportunity

12. Background Papers

- 12.1. 2 September 2019 Cabinet report.

Officer Contact

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

Officer name: Ian Parkes

Tel No.: 01603 223288

Email address: ian.parkes@norfolk.gov.uk



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



Norfolk County Council

WEST WINCH HOUSING ACCESS ROAD

Strategic Outline Business Case





Norfolk County Council

WEST WINCH HOUSING ACCESS ROAD

Strategic Outline Business Case

TYPE OF DOCUMENT (VERSION) PUBLIC

PROJECT NO. 70039893

DATE: FEBRUARY 2021

WSP

WSP House
70 Chancery Lane
London
WC2A 1AF

Phone: +44 20 7314 5000

Fax: +44 20 7314 5111

WSP.com

QUALITY CONTROL

Issue/revision	First issue	Revision 1	Revision 2	Revision 3	Final Issue
Remarks	Draft for review	Version for submission	Update with transport modelling	Update for submission to DfT	Update for submission to DfT
Date	19 June 2019	24 July 2019	14 October 2020	20 December 2020	04 February 2021
Prepared by	LBM	LBM	LBM GF	LBM GF	LBM GF
Checked by	GF	GF	GF	GF GC	GF GC
Authorised by	CW	CW	CW	CW	GC
Project number	70039893	70039893	70039893	70039893	70039893
Report number	1.00	2.00	3.00	4.00	5.00
File reference	\\uk.wspgroup.com\central data\Projects\700398xx\70039893 - West Winch Relief Road\02 WIP\BC Strategic Outline Business Case\03 Draft SOBC				

CONTENTS

1	INTRODUCTION	1
1.1	Background	1
1.2	The Scheme	2
1.3	Strategic Outline Business Case	4
2	THE STRATEGIC CASE	7
2.1	Introduction	7
2.2	Business Strategy	8
2.3	Problem Identified	12
2.4	Impact of Not Changing	18
2.5	Objectives	18
2.6	Measures of Success	23
2.7	Scope	23
2.8	Constraints	23
2.9	Interdependencies	24
2.10	Options	25
2.11	Strategic Fit	32
2.12	Stakeholders	42
3	THE ECONOMIC CASE	46
3.1	Introduction	46
3.2	Appraisal Methodology & Assumptions	46
3.3	Options Appraised	50
3.4	Appraisal Results	52
3.5	Environmental Impacts	57
3.6	Social Impacts	60
3.7	Distributional Impacts Screening	62

3.8	Valuing Dependent Development	63
3.9	Appraisal Summary Table	67
3.10	Value for Money Statement	67
4	THE FINANCIAL CASE	70
4.1	Introduction	70
4.2	Costs	70
4.3	Funding	71
5	THE COMMERCIAL CASE	74
5.1	Introduction	74
5.2	Output Based Specification	74
5.3	Procurement Strategy	74
5.4	Sourcing Options	82
6	THE MANAGEMENT CASE	84
6.1	Introduction	84
6.2	Evidence of Similar Projects	84
6.3	Programme/Project Dependencies	86
6.4	Governance, Organisational Structure and Roles	86
6.5	Programme/Project Plan	90
6.6	Assurance and Approvals Plan	91
6.7	Communications and Stakeholder Management	91
6.8	Programme Reporting	92
6.9	Risk Management Strategy	92
6.10	Benefits Realisation Plan	94
6.11	Monitoring and Evaluation Plan	94

TABLES

Table 2-1 - Alignment of WWHAR Scheme with NCC Aims	9
---	---

Table 2-2 - Alignment of WWHAR Scheme to MRN Objectives	11
Table 2-3 - King's Lynn and West Norfolk Housing Completions 2015/16 – 2019/20	12
Table 2-4 – Problem Identified Summary	17
Table 2-5 – Logic Map	20
Table 2-6 – WWHAR Scheme Preferred Design	32
Table 2-7 - Alignment of WWHAR Scheme with Transport Investment Strategy	35
Table 3-1 - Annualisation Factors	47
Table 3-2 – Appraisal Assumptions	50
Table 3-3 - WWHAR Scheme Journey Time Impacts	53
Table 3-4 - WWHAR Scheme VOC Impacts	53
Table 3-5 - Highway Kilometres Travelled	54
Table 3-6 - WWHAR Scheme Decongestion Impacts	54
Table 3-7 - WWHAR Scheme Indirect Tax Impacts	55
Table 3-8 – Scheme Costs	55
Table 3-9 - Initial BCR	56
Table 3-10 – Summary of Environmental Impacts	60
Table 3-11 – Summary of Social Impacts	62
Table 3-12 - Transport External Costs	64
Table 3-13 – Housing Build Costs	65
Table 3-14 - Sensitivity Analysis	67
Table 4-1 – WWHAR Scheme Cost Estimates (£m, 2020)	70
Table 4-2 – Conversion of WWHAR Scheme Costs to Outturn Estimate	71
Table 4-3 – WWHAR Scheme Cost Profile (£m, outturn)	71
Table 5-1 – Advantages and Disadvantages of the OJEU Procurement Process	80
Table 5-2 – Advantages and Disadvantages of the EHA Procurement Route	81
Table 6-1 – Evidence of Similar Projects	84
Table 6-2 – Project Board Roles and Responsibilities	87
Table 6-3 – Delivery Team Roles and Responsibilities	89
Table 6-4 – WWHAR Scheme Key Milestones	90

FIGURES

Figure 1-1 - WWHAR Scheme	4
Figure 2-1 - Existing Highway Network	14
Figure 2-2 - Reduced Option	27
Figure 2-3 - WWHAR Scheme	29
Figure 3-1 - WWHAR Do Minimum (DM)	51
Figure 3-2 - WWHAR Do Something (DS)	52
Figure 5-1 - Procurement Options	78
Figure 6-1 - Four-Stage Risk Management Process	93

APPENDICES

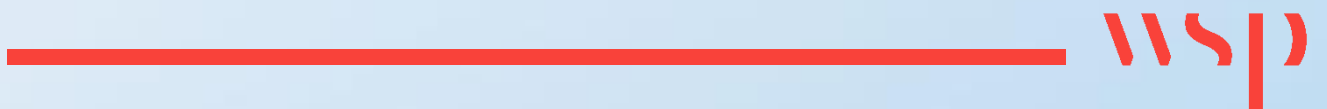
APPENDIX A
ENVIRONMENTAL CONSTRAINTS PLAN
APPENDIX B
ENVIRONMENTAL SCOPING REPORT
APPENDIX C
OPTION DEVELOPMENT REPORT
APPENDIX D
DETAILED DESIGN
APPENDIX E
ECONOMIC NARRATIVE
APPENDIX F
MODEL FORECASTING REPORT
APPENDIX G
LOCAL MODEL VALIDATION REPORT (LMVR)
APPENDIX H
FORECASTING TECHNICAL NOTE
APPENDIX I
ECONOMIC APPRAISAL MODEL



APPENDIX J	
APPRAISAL OUTPUT TABLES	
APPENDIX K	
DI SCREENING PROFORMA	
APPENDIX L	
WWHAR LVU MODEL	
APPENDIX M	
AST	
APPENDIX N	
COST PLAN	
APPENDIX O	
DETAILED PROGRAMME	
APPENDIX P	
RISK REGISTER	
APPENDIX Q	
LETTERS OF SUPPORT	

1

INTRODUCTION



1 INTRODUCTION

1.1 BACKGROUND

- 1.1.1. The South-East King's Lynn Strategic Growth Area has been identified in the King's Lynn and West Norfolk Local Plan as the primary site for substantial housing development. This comprises 4,000 new dwellings on land between the A10 and A47. The site has been selected as the only site available in the area for such levels of growth due to flooding constraints elsewhere, and its proximity and links to King's Lynn. King's Lynn is a hub for many neighbouring, smaller rural settlements and offers employment opportunities as well as a range of services in terms of retail, healthcare, social. It is also home to the Port of King's Lynn which can be accessed by road from the A10 and A47 from the south. The housing development cannot come forward without new highway infrastructure to mitigate the impacts of the additional traffic demand.
- 1.1.2. The village of West Winch lies to the west of the existing A10, 4km south of King's Lynn. The existing A10 connects King's Lynn to Ely, Cambridge, and further south to London, it is therefore strategically important to the region and is heavily used by commuters, visitors and haulage companies. The section between Watlington and King's Lynn experiences some of the highest traffic levels on the A10, with 16,200 vehicles/day (2-way), of which over 11% are HGVs¹. As a result of this many vehicles travel through West Winch as part of their journey, causing severance, difficulty for residents to emerge from side roads and impacts on the amenity of the village. With many residential properties within the village bordering the road there is an ambition to provide a bypass of the village for through traffic. Further, additional capacity is required to cater for the increase in travel demand as a result of the planned housing growth.
- 1.1.3. Norfolk County Council (NCC) is working in partnership with the Borough Council of King's Lynn and West Norfolk (BCKLWN) to expediate housing delivery and coordinate the provision of the required highway infrastructure in the West Winch area. This comprises the West Winch Housing Access Road (WWHAR) which includes improvements to the Hardwick Interchange, dualling of a section of the A47 and a new housing access road between the A47, just east of Hardwick Interchange, and the A10, to the south of the village of West Winch.
- 1.1.4. The BCKLWN has carried out viability work for the growth area and produced an Infrastructure Delivery Plan (IDP). This has identified significant infrastructure requirements to enable the delivery of 4,000 new homes, incurring substantial costs. Viability work undertaken for the IDP identified that the housing development could not contribute the full cost of the road infrastructure in addition to the build costs of the housing and supporting infrastructure. The IDP identified that the housing development could contribute some £13m² towards the WWHAR, but not fund it all. For this reason government funding is being sought to support the project.

¹ A10 Ely to King's Lynn Stage 1&2 Baseline Report, Cambridgeshire County Council, 2017

² 2018 prices

- 1.1.5. NCC and BCKLWN are currently developing the planning application for the WWHAR, which is expected to be submitted in Spring 2022. Alongside this, NCC and BCKLWN have undertaken the development of the Strategic Outline Business Case (SOBC) for the WWHAR scheme. Transport East, the Sub-national Transport Body for the area, included the WWHAR as one of its priorities for Major Road Network improvements when it submitted its Regional Evidence Base (REB) in July 2019. Transport East has recently reconfirmed its support for the scheme and this SOBC submission to government.

1.2 THE SCHEME

- 1.2.1. In line with the BCKLWN Affordable Housing Policy, 20% of the housing delivered in the South-East King's Lynn Strategic Growth Area would be affordable. The northern section of the site, known as Hardwick Green, has capacity for 1,100 of these homes. A planning application is pending for this site, with the developer Hopkins Homes set to deliver the housing and provide a contribution to the required infrastructure to support the growth.
- 1.2.2. For this SOBC it is assumed that without transport intervention only 350 homes can be developed on the Hardwick Green site, a further 750 homes on this northern site could come forward provided an access road is constructed connecting the site to the A47 (including roundabouts for access/interchange)³. To achieve delivery of all 4,000 homes on the site the WWHAR scheme must be delivered.
- 1.2.3. The WWHAR scheme comprises a number of highway interventions within the vicinity of the development ensuring the site is connected and that the highway network can cope with the increase in demand. The main elements of the WWHAR scheme include:
- A housing access road to the east of West Winch connecting the A47 with the existing A10. This will provide the additional road capacity necessary to accommodate traffic associated with new dwellings;
 - A roundabout on the housing access road providing access to the Hardwick Green planned development;
 - Two priority junctions on the housing access road to serve proposed dwellings that are outside the planned Hardwick Green development;
 - A roundabout on the housing access road, at its southern end, providing a connection to the existing A10;
 - Modifications to the existing Hardwick Interchange to accommodate additional housing traffic plus re-orientation of trips through the junction;
 - Dualling of the existing A47 between Hardwick Interchange (Constitution Hill roundabout) and the housing access road;
 - A signalised roundabout junction where the housing access road meets the A47; and
 - Treatment of local roads severed by the housing access road.

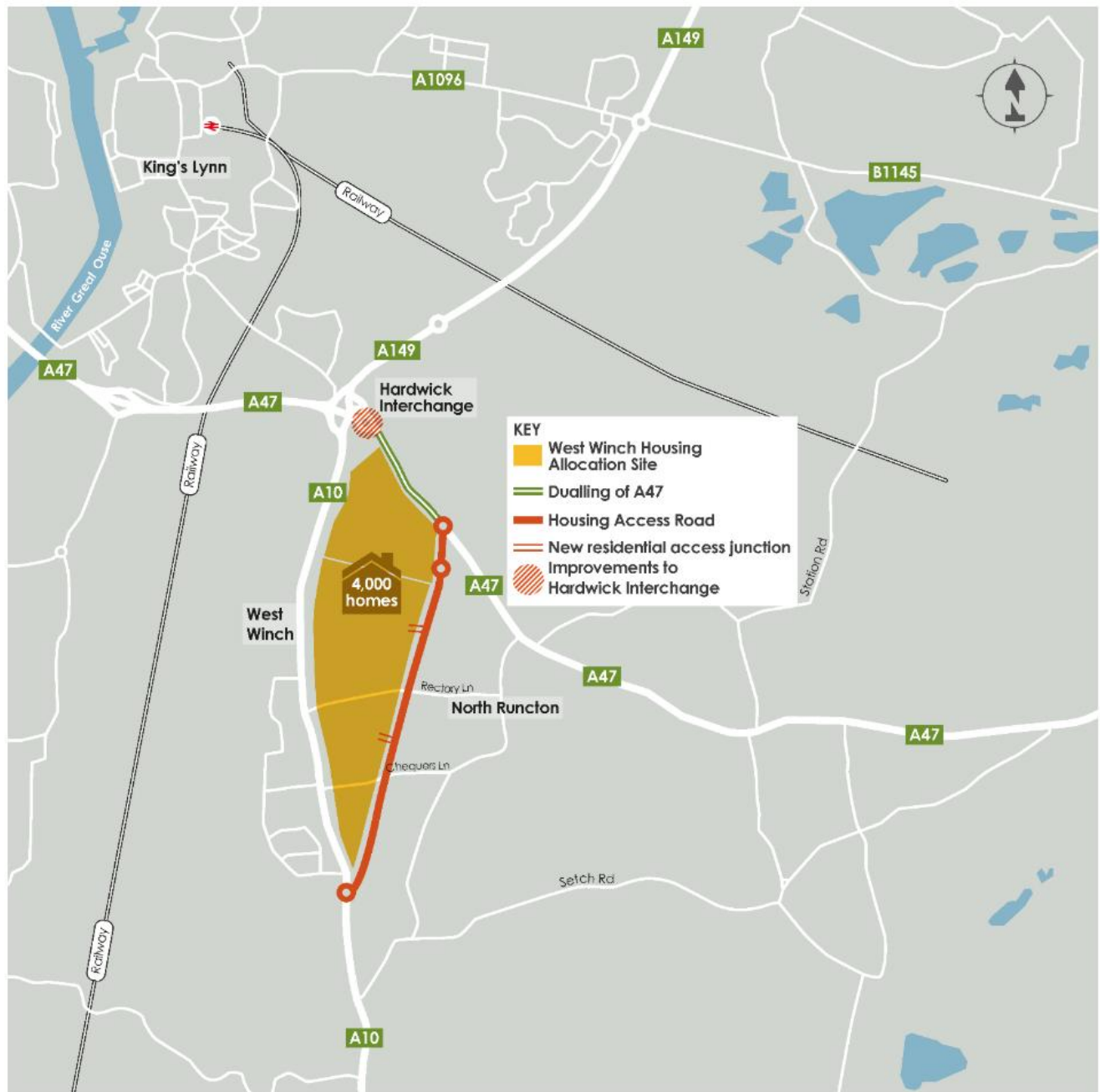
³ The level housing considered dependent may be refined following Transport Assessments undertaken by developers

The Local Plan, Site Allocations and Development Management Policies (adopted in 2016) indicated a general alignment for the access road⁴ that formed part of the appropriate transport infrastructure to enable the housing growth. This alignment was on the basis of the scheme development and options appraisal work. Therefore, the location of the housing access road considered within this SOBC aligns to the general alignment set in policy. Section 2.10 sets out option development work undertaken to date. Figure 1-1 below shows the proposed WWHAR scheme.

- 1.2.4. In parallel to the development of this SOBC for the housing access road, the Masterplan for the housing allocation area is being developed by the BCKLWN. The Masterplan will be designed to ensure that future residents are able to walk and cycle safely and conveniently within the development itself and also to local destinations. Walking and cycle facilities within the development area will tie-in to the combined footway / cycleway that will be provided along the length of the WWHAR and also connect to existing facilities located in West Winch and on the A10.
- 1.2.5. The Masterplan is also being designed to ensure that the development area can be served by bus services and that public transport is a genuine alternative to car travel for future residents.
- 1.2.6. Within the wider area the Local Cycling and Walking Infrastructure Plan (LCWIP) is being developed that will consider how to connect the development site to key hubs including King's Lynn, encouraging active travel. Delivery of the housing development and access road will support the realisation of these wider initiatives in the area, providing a comprehensive package of measures that addresses the needs of the local community.

⁴ https://www.west-norfolk.gov.uk/downloads/file/2491/sadmp_plan_adopted_2016 (page 118 - 119)

Figure 1-1 - WWHAR Scheme



1.3 STRATEGIC OUTLINE BUSINESS CASE

- 1.3.1. This SOBC presents the strategic rationale for the proposed WWHAR scheme and highlights the need for support from the Department for Transport (DfT) to develop the case further. It draws together the work undertaken to date considering the detailed highway design, environmental implications and constraints as well as the opportunities presented by the scheme. This Business Case presents the need for the scheme as well as the current anticipated value for money of the proposals consistent with DfT guidance.
- 1.3.2. The structure of the SOBC follows HM Treasury's five-case Business Case model, with a chapter for each case:

- The *Strategic Case*: setting out the case for change, scheme objectives and alignment with national, regional and local policy;
- The *Economic Case*: demonstrating the value for money of the scheme, and how the impacts address the need for intervention;
- The *Financial Case*: describing the proposed funding arrangements to ensure the affordability of the scheme over its lifespan;
- The *Commercial Case*: identifying commercially viable approaches for the delivery of the scheme;
- The *Management Case*: confirming the processes and controls in place to successfully manage the implementation of the scheme and realise the forecast benefits.

1.3.3. The five Cases document the development of the project, identify the economic and social benefits of the scheme and provide confidence that the proposals are deliverable, subject to further development work and confirmation of affordability.

2

THE STRATEGIC CASE



2 THE STRATEGIC CASE

2.1 INTRODUCTION

- 2.1.1. The Strategic Case sets out the case for change, identifying the need for intervention and option development to find the 'right' solution to meet this need. This Strategic Case is developed in line with HM Treasury's Green Book and the relevant guidance from the DfT.
- 2.1.2. West Winch is a civil parish in the county of Norfolk, within the district of King's Lynn and West Norfolk. West Winch is located just over 4km south of King's Lynn via the A149 and the existing A10. King's Lynn has been identified as the 'growth point' of the region. The BCKLWN Local Plan⁵ outlines housing, retail and employment growth strategies in the town.
- 2.1.3. Over the last five years, delivery of housing in the area has not met the identified need, leading to lack in supply and increased house prices. This is in part due to the viability and profitability of the market in Norfolk where economic conditions make it difficult to bring forward development. With forecast growth in population and employment in King's Lynn and the surrounding area, there will be increased pressure on the housing market. This housing gap is significant because it can lead to businesses having limited access to a labour force, restricting the area's economic growth potential. Providing housing within a commutable distance of employment sites will provide for the increase in population and employment and support growth.
- 2.1.4. The South-East King's Lynn Strategic Growth Area is largely bordered by the A10 to the west and the A47 to the east, including parts of the parishes of West Winch and North Runcton. This area has been identified in the Local Plan as the largest site allocated for housing, the West Winch Housing Allocation, and represents the only large scale housing site available due to flooding and other constraints elsewhere and proximity and links to King's Lynn. This housing site has the potential, and has been allocated in the Local Plan, for 4,000 new dwellings, and therefore offers the greatest opportunity for the region to meet its housing shortfall and help to meet its growth potential.
- 2.1.5. The existing A10 is a former trunk road and part of the major road network. It is a key north-south route between London, Ely, Cambridge and King's Lynn and surrounding areas. Serving these strategic locations means the road is heavily used by commuters, freight traffic and tourists. The A10 between Watlington and King's Lynn, including West Winch, experiences some of the highest traffic levels on the road, with 16,200 vehicles/day (2-way), of which over 11% are HGVs⁶. The village of West Winch borders the A10, with residential properties adjacent to the road.
- 2.1.6. The A47 is one of the main east-west economic corridors in East-Anglia and connects Lowestoft and Great Yarmouth in the east with Norwich, King's Lynn and beyond to the Midlands and the rest of the country. It has strategic importance for the local economy, generating a high level of HGV circulation. It is part of the Trans-European Network and the Strategic Road Network (SRN). The

⁵ King's Lynn & West Norfolk Borough Council Local Development Framework - Core Strategy: https://www.west-norfolk.gov.uk/downloads/download/68/core_strategy_document

⁶ A10 Ely to King's Lynn Stage 1&2 Baseline Report, Cambridgeshire County Council, 2017

A47 provides a link to a number of important international gateways and economic sites in the area including:

- Norwich International Airport
- Great Yarmouth, King's Lynn and Lowestoft Ports
- Regional Enterprise Zones

2.1.7. Both the A10 and A47 experience issues of congestion due to road capacity and network resilience. The A10 and the A47 feed into the Hardwick Interchange to the north. At peak times, the interchange between the A47 and A10 suffers from acute congestion with single carriageways carrying traffic levels which exceed their design flow. Many residential properties border the existing A10 through West Winch village; the continual traffic flows subject these properties to high levels of noise and pollution. Further the high traffic volumes on the road present safety implications for vehicles emerging from side roads and properties to join the A10.

2.1.8. In order to fully realise the potential of King's Lynn and West Norfolk, and bring forward the housing potential of the West Winch Growth Area site, it is necessary to provide the transport infrastructure to connect this site to the region, divert through traffic away from West Winch village, and provide capacity on the road network for the additional demand and for future growth.

2.1.9. The rest of the Strategic Case is structured as follows:

- **Business Strategy** - describes the strategic aims of the organisation(s) promoting the scheme, details of the funding sources and the criteria to unlock such funding.
- **Problem Identified** - describes the challenge being faced that presents the need for intervention.
- **Impact of Not Changing** - demonstrates the significance of the scheme through describing the future in the absence of intervention.
- **Objectives** - identifies the scheme objectives and demonstrates how they align with the priorities of the funding source.
- **Measures of Success** - sets out how the success of the scheme will be recognised.
- **Scope** - describes what the project will deliver and also what is out of scope.
- **Constraints** - identifies the constraints that have and will impact on the scheme from a physical, environmental, legal, and public acceptability perspective.
- **Interdependencies** - highlights internal/external factors upon which the successful delivery of the project is dependent.
- **Options** - sets out the options identified and considered for the scheme, and assesses their impact on the proposal's objectives and wider public policy objectives.
- **Strategic Fit** - demonstrates how closely the proposed scheme aligns to existing plans and policies at a national, regional and local level.
- **Stakeholders** - outlines the main stakeholder groups that will be affected by the scheme.

2.2 BUSINESS STRATEGY

2.2.1. This section provides the context for the Business Case by describing the strategic aims and responsibilities of the organisations promoting the scheme (NCC and BCKLWN), and how the scheme aligns with these. It shows how the scheme relates to the Government's objectives for the MRN and the criteria for funding. Where appropriate, a Red / Amber / Green indication has been used to demonstrate how the WWHAR scheme will contribute to strategic objectives:

- **Green** indicates that the proposals are well-matched to a given objective

- **Amber** suggests less direct but complementary alignment
- **Red** demonstrates a potential conflict of aims or priorities

2.2.2. Alignment of the scheme to wider policy at a national, regional and local level is included within the *Strategic Fit* section later in the Strategic Case.

NORFOLK COUNTY COUNCIL




2.2.3. NCC is the top tier local Government Authority for Norfolk. There are seven second tier local Government District Councils within the NCC area which are; Breckland District, Broadland District, Great Yarmouth Borough, North Norfolk District, Norwich City, South Norfolk District and King's Lynn and West Norfolk Borough.

2.2.4. In February 2018, NCC set out its vision for Norfolk in 2021⁷. This vision encompasses six key areas of focus for the County to overcome the future challenges it faces:

- Build communities we can be proud of
- Install infrastructure first
- Build new homes to help young people get on the housing ladder
- Develop the skills of our people, through training and apprenticeships
- Nurture our growing digital economy
- Make the most of our heritage, culture and environment.

2.2.5. The WWHAR scheme contributes to three of these elements of the vision, set out in Table 2-1 below.

Table 2-1 - Alignment of WWHAR Scheme with NCC Aims

NCC Aims	Contribution of the WWHAR	RAG
Build communities we can be proud of	The WWHAR will improve the quality of life for people in West Winch and in particular for those living in the properties alongside the A10. It will also facilitate the provision of new sustainable communities in the growth area.	
Install infrastructure first	The WWHAR will unlock the development of 4,000 new homes. The infrastructure will be required before the vast majority of these new homes can be built.	
Build new homes to help young people get on the housing ladder	The WWHAR is an essential scheme to ensure there is sufficient highway capacity to enable and unlock the delivery of 4,000 new dwellings as set out in the Local Plan. The site will include affordable housing.	

2.2.6. The WWHAR scheme will contribute directly to NCC's vision of building new homes, installing infrastructure and building communities. NCC is the Local Transport Authority covering the roads in the West Winch area and is responsible for the management and maintenance of the A10 and

⁷ Caring for our County: A vision for Norfolk in 2021, Norfolk County Council, February 2018

surrounding roads, including road safety issues. NCC's transport policies are set out in Connecting Norfolk: Norfolk's Local Transport Plan (2011-2026) and the accompanying Connecting Norfolk Implementation Plan. These documents are currently under review.

- 2.2.7. In 2019 NCC released Together, For Norfolk, an ambitious plan for the County. This Plan identified the priorities for Norfolk for investment in future growth and prosperity by:
- Focussing on inclusive growth and social mobility
 - Encouraging housing, infrastructure, jobs and business growth across the County
 - Developing our workforce to meet the needs of the sectors powering our local economy
 - Work to reduce our impact on the environment
- 2.2.8. The WWHAR scheme will support delivering a number of these priorities. The scheme will support the delivery of housing which will increase the labour pool for businesses in the area and also retain skilled workers.

BOROUGH COUNCIL OF KING'S LYNN & WEST NORFOLK

- 2.2.9. The BCKLWN is a local Government district and borough in Norfolk. The borough boundary extends from the north Norfolk coast, along the eastern side of The Wash, through the Marshlands, Fens and Brecks to the borders of Lincolnshire, Cambridgeshire and Suffolk. The West Winch Growth Area site lies within this district.
- 2.2.10. As part of the Local Development Framework, BCKLWN established the Vision for the borough. This Vision sets out where the Borough wants to be in terms of economy, society, environment and vision for places. It recognises the importance of delivering housing in a sustainable way, and growing the economy by making the area somewhere people want to live and work.

MAJOR ROAD NETWORK (MRN)

Purpose of the MRN

- 2.2.11. The MRN forms the middle tier of the England's busiest and most economically important local authority 'A' roads, sitting between the national Strategic Road Network (SRN) and the rest of the local road network. Following consultation in 2017/18, the Government announced a funding stream specific to improving the MRN network. The A10, a former trunk road, has been identified as part of the MRN.

MRN Objectives

- 2.2.12. The MRN has five central objectives which build on the commitments made in the Transport Investment Strategy.
- 2.2.13. The MRN objectives include:
- **Reducing congestion** - alleviating congestion on local and regional roads and the economic impact of these delays.
 - **Supporting economic growth and regional rebalancing** - improving connection of people and businesses to markets and gateways to improve economic performance and support delivery of the Industrial Strategy.
 - **Supporting housing delivery** - unlocking housing land for new developments
 - **Supporting all road users** - recognising the needs of all road users, including active travel modes, disabled people, motorised and non-motorised modes.

- **Supporting the SRN** - complementing and supporting the SRN by creating a more resilient road network

2.2.14. The WWHAR scheme will contribute to all of the MRN objectives, in particular supporting housing delivery, as set out in **Error! Reference source not found.** below.

Table 2-2 - Alignment of WWHAR Scheme to MRN Objectives

MRN Objectives		Contribution to the WWHAR	RAG
Reduce congestion	Alleviating local and regional congestion, reducing traffic jams and bottlenecks	Providing an alternative route around West Winch, the new road will enhance the local road network by avoiding congestion and making journeys through West Winch more reliable and safer.	●
Support economic growth	Supporting the delivery of the Industrial Strategy, contributing to a positive economic impact that is felt across the regions	The A10 is the key route into the King's Lynn area from the south. Avoiding the notoriously congested A10 approach to the Hardwick junction by using the WWHAR will improve reliability for business users. At present the perception of congestion on journeys to/from King's Lynn is likely to be having a negative impact on business confidence. This will help the new "levelling up" agenda which applies within, as well as between, regions.	●
Supporting housing delivery	Unlocking land for new housing developments	The growth area is allocated for approximately 4,000 homes, and the Local Plan states that the WWHAR is an essential prerequisite to enable and unlock this. It is likely that only 300-350 homes could come forward without the road, subject to Transport Assessment evidence presented by developer and assuming agreement from the Local Planning authority.	●
Support all road users	Recognising the needs of all users, including cyclists, pedestrians and disabled people	Public transport users, active mode users and disabled people will benefit from the reduction in traffic from the centre of West Winch and along the existing A10 route. A Local Cycling and Walking Infrastructure Plan (LCWIP) is in preparation for King's Lynn and this recognises both the opportunities on the existing route brought about by the WWHAR and in conjunction with the new route.	●
Support the SRN	Complementing and supporting the existing SRN by creating a more resilient road network in England	The A10 is a key route to/from the major regional centres of Cambridge and Ely. It also connects, via the A47 on the SRN, to Norwich, Great Yarmouth and Lowestoft to the east and Peterborough and the Midlands to the west. The improved journey time reliability resulting from the WWHAR supports the efficient access to/from these roads and promotes the economic prosperity they aim to deliver.	●

MRN Eligibility

2.2.15. The MRN Investment Planning Guidance sets out the eligibility criteria for schemes seeking MRN funding. Schemes eligible for funding include:

- Bypasses or new alignments which alleviate congestion and make through journeys quicker, safer and more reliable
- Missing links - new roads which link existing stretches of the MRN and SRN
- Widening of existing MRN roads where congestion is known to be an issue

- Major structural renewals to prevent potential closures
- Major junction improvements to improve safety and traffic flows
- Variable message signs and traffic management to improve the performance of the network
- Packages of improvements in line with the above

2.2.16. The WWHAR scheme addresses the first of the criteria by providing a new alignment bypassing West Winch and improving the reliability of journeys on the A10 on the approach to King's Lynn. It also effectively widens the existing A10, the third criteria, by providing a parallel route to the existing A10 to modern standards. This increases overall capacity on the route into King's Lynn where there are current congestion issues which will worsen with the planned housing growth.

Regional Evidence Base

2.2.17. In July 2019 Transport East submitted a Regional Evidence Base (REB) to the DfT. The REB outlined a strategic overview of the MRN in the region. Alongside this REB, a list of priority schemes for the MRN was submitted of which WWHAR was one.

2.3 PROBLEM IDENTIFIED

2.3.1. This section identifies and describes the need for intervention. It focuses on the identification of the problem, establishing why this is a problem and the challenge it poses to West Norfolk and more widely. The following section discusses the impact of not changing, and allowing these problems to exacerbate.

HOUSING SUPPLY

2.3.2. On a national level the UK is facing a housing shortfall, and regionally over the last five years the local planning authorities of Norfolk have also struggled to meet their existing housing delivery targets. On a local level, BCKLWN have a pressing need to identify sufficient locations to meet the housing targets set by central Government, achieving 83% of target house completions in the five years prior to 2019/20. This gives a shortfall of almost 100 homes per year.

2.3.3. Table 2-3 below shows the local housing completion rates for King's Lynn and West Norfolk over the five years to 2019/20.

Table 2-3 - King's Lynn and West Norfolk Housing Completions 2015/16 – 2019/20⁸

Number of homes built	2015/2016	2016/2017	2017/2018	2018 / 2019	2019 / 2020	Average annual target	Actual annual average	% of target
KL&WN	520	395	384	342	591	539	446	83%

2.3.4. In addition, the delivery of affordable homes is currently below target. The Council's Housing Needs Assessment⁹ identified a need for 202 affordable houses per year in the Borough. According to the

⁸ Borough Council of King's Lynn and West Norfolk Authority Monitoring Report

⁹ Borough Council of King's Lynn and West Norfolk Housing Needs Assessment 2020

2018/19 Authority Monitoring Report, in 2017/18 29 affordable houses were delivered, 41 in 2018/19 and 63 in 2019/20.

- 2.3.5. King's Lynn and West Norfolk has been identified as a strategic growth area¹⁰. Within King's Lynn there is a focus on brownfield redevelopment and renewal within the town, as well as urban expansion. The creation of the King's Lynn Enterprise Zone is a significant step towards this, with the 15ha Nar Ouse site including employment, residential and public facilities. Within this site there is the King's Lynn Innovation Centre which supports the development of local businesses. Further opportunities for employment growth are key sites in Hardwick Employment Park and Saddlebow Industrial Estate. This increase in economic activity and employment has resulted in an increase in demand for housing in a market already facing a shortage. This demand will increase as employment growth continues.
- 2.3.6. The River Great Ouse constrains growth to the west of the King's Lynn and West Norfolk borough, and the resulting flood risk areas restrict the locations where development can come forward. In addition to this, there are few sites identified that are large enough to provide the scale of development that is needed, and that are a commutable distance of these key employment sites.
- 2.3.7. With growing congestion on the roads, the necessity to deliver transport intervention(s) alongside housing development is becoming greater. This creates a further barrier to the delivery of housing as it involves additional capital expenditure and scheme preparation that can make schemes infeasible without Government investment.
- 2.3.8. The housing shortage in King's Lynn and West Norfolk has led to housing demand outweighing supply and therefore substantial house price increases. Between 2014 and 2019 house prices in King's Lynn and West Norfolk increased in real terms by 4.6% per year on average, and by 25% in total¹¹. House price increases of this level will often price young, economically active, people out of the market. Businesses in the area are often faced with a skills gap due to a lack of housing limiting their accessible labour pool. It limits the ability to move jobs and match the supply of skills to demand. This can negatively impact business efficiency and productivity, deterring investment and restricting growth.
- 2.3.9. Due to the lack of housing supply, people are forced to live further from employment centres. This results in geographic immobility, restricting the ability of the population to move around the area in order to work. Longer distance commuting puts additional pressures on the local roads, including the A10 and A47.

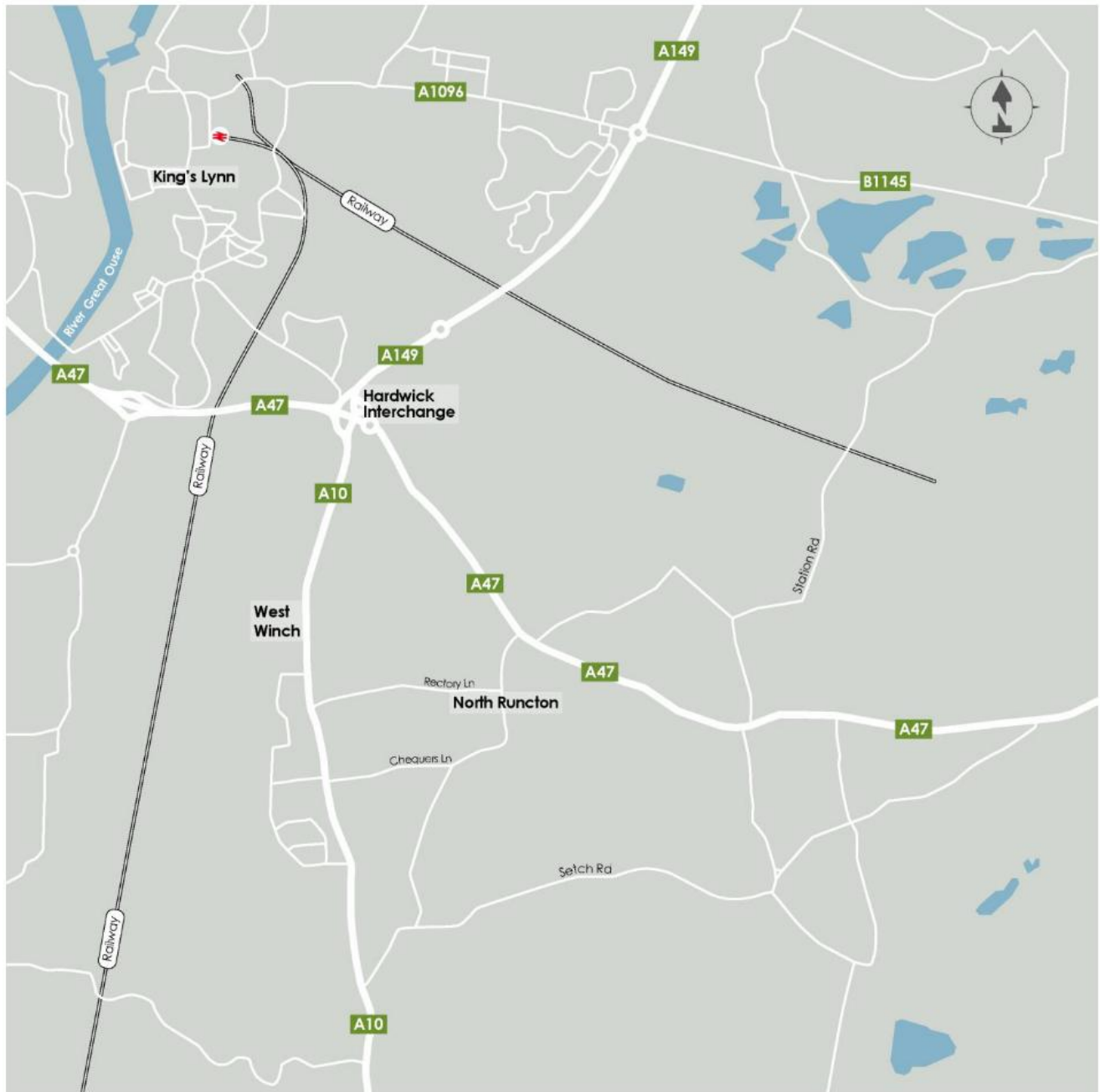
ROAD INFRASTRUCTURE

- 2.3.10. King's Lynn town centre is situated to the north of the interchange between the A10 and the A47 at Hardwick Interchange. Figure 2-1 shows the existing highway network in the study area.

¹⁰ Infrastructure Delivery Plan for South East King's Lynn Strategic Growth Area

¹¹ Analysis of Land Registry House Price data

Figure 2-1 - Existing Highway Network



- 2.3.11. The section of the existing A10 within the area is a single carriageway. There is a 40mph speed limit from the Hardwick Interchange to the south through West Winch and Setchey, it then increases to 60mph. Within West Winch there are numerous private accesses directly on to the road together with a number of minor road uncontrolled junctions. There are limited dedicated crossing facilities for pedestrians, and currently no provision for cyclists along the road. There is currently a good provision of public transport services in the area, with three bus routes and two coach routes passing through West Winch on the A10 and into King's Lynn. Buses 37,38 and 39 operate hourly, coaches 12 and 40 operate three times a day.
- 2.3.12. With its connectivity to Cambridge and London, the existing A10 is strategically important to the region and is heavily used by commuters, visitors and haulage companies. The section between

Watlington and King's Lynn experiences some of the highest traffic levels on the A10, with 16,200 vehicles/day (2-way), of which over 11% are HGVs¹². The section of the A10 on the approach to King's Lynn is prone to significant rush hour and seasonal congestion, regularly resulting in queues of 3-5km¹³. These queues result in extended and unreliable journey times. These delays are likely to be partly due to the decrease in speed limit from 60mph to 40mph due to the vicinity of the road to West Winch and Setchey. In addition, there are severance issues for the local community in West Winch due to the volume and nature of traffic using the A10. This volume of traffic through West Winch is also likely to be contributing to poor air and noise quality for local residents. On the A10 itself in this area, accident records show that over the last five years there have been 28 accidents, 4 of which were considered serious and the remainder slight.

- 2.3.13. As it currently operates, the character of the existing A10 through West Winch is not in keeping with a road on the MRN due to:
 - A high number of direct accesses to private properties;
 - Numerous priority junctions with side roads, from which local traffic struggles to enter the A10; and
 - Various controlled and uncontrolled pedestrian crossings.
- 2.3.14. The section of the A47 within the area is a single carriageway. The speed limit on the road is 40mph on the flyover over Hardwick Interchange and through the satellite roundabout on Constitution Hill, it then increases to 60mph to the east of the roundabout.
- 2.3.15. The A47 is classed as a regional trunk road and a vital east-west corridor connecting Norfolk to the Midlands and the north. Its strategic location means that the A47 generates a high level of HGV circulation. With a high level of HGV traffic on a single-carriageway there are frequent slow-moving tailbacks and delays at pinch points. This results in high levels of congestion and a lack of network resilience.
- 2.3.16. The existing Hardwick Interchange is a major junction and a main gateway into and out of King's Lynn from the Strategic Road Network (A47). It comprises the following:
 - A six-arm roundabout forming a junction with the A47, A10, A149 and Beveridge Way, five of the six arms are traffic signal controlled;
 - A flyover above the roundabout that provides a single lane in each direction for east-west through traffic on the A47; and
 - A satellite roundabout on the A47 Constitution Hill, east of the flyover, that forms a connection between the A47 and the main roundabout.
- 2.3.17. At present the Hardwick Interchange is a known road capacity constraint and is responsible for significant delays for vehicles travelling to/from King's Lynn. The single lane flyover is insufficient to

¹² A10 Ely to King's Lynn Stage 1&2 Baseline Report, Cambridgeshire County Council, 2017

¹³ North Runcton & west winch Neighbourhood plan period 2016-2026

accommodate the east-west traffic flows on the A47. The roundabout has also been identified as a 'cluster location' for accidents within King's Lynn¹⁴.

- 2.3.18. King's Lynn has experienced an increase in economic activity over the last decade and a half. The development of the Enterprise Zone, and other strategic employment sites is making the town an increasingly attractive destination for working and living. From 2003 to 2016, there was 12% growth in jobs, amounting to 6,500 net new jobs¹⁵. This growth has resulted in an increase in the number of vehicles travelling on roads within the region including commuting, freight and tourism traffic.
- 2.3.19. Over 60% of commuting trips within King's Lynn are by private car (as a driver). This is higher than the England and Wales average of 54%¹⁶. In addition, a further 8% travel by private car as a passenger. This shows the fundamental role that the region's roads play in keeping people and businesses moving. In particular the significance of the A10, A47 and the Hardwick Interchange in providing connectivity to the wider region and UK.
- 2.3.20. Demand above capacity on the road network in the region, and the lack of alternative routes, has resulted in economic, environmental and safety problems.

Economic Implications

- Businesses rely on the road network for distribution and/or supply needs. These businesses have been presented with higher operating costs, while employees can be faced with longer commutes during peak congestion times. These can impact business productivity.
- Employees and residents are faced with unreliable journey times making it difficult for drivers to predict the time needed for their journeys. The more time spent in traffic delays, results in less time spent leisurely or at work.
- Collisions, roadworks and seasonal tourism can have more impact on single carriageway roads due to the lack of additional lanes or alternative routes. Without a second carriageway, or alternative road, it is difficult for the current carriageway to recover quickly from incidents or unable to accommodate unexpected peaks in demand.
- Limits ability to bring forward housing development, given the dependency of housing on transport infrastructure.

Environmental Implications

- The King's Lynn and West Norfolk district has the highest CO₂ emissions per capita, compared to the other districts in Norfolk, with a total per capita emission (CO₂ per person) rate double that of the district of Great Yarmouth¹⁷. The increase in population from the housing growth will affect this, but the encouragement of non-motorised modes as part of the housing growth could go some way to offset the impact. There are no Air Quality Management Areas (AQMAS) within

¹⁴ Kings Lynn Transport Study and Strategy, Evidence Gathering and Analysis of Current and Future Transport Problems and Opportunities (Norfolk County Council and Borough Council of King's Lynn and West Norfolk, 2018)

¹⁵ King's Lynn and West Norfolk Local Report for the Greater Cambridge Greater Peterborough Enterprise Partnership Area-Based Review: <http://www.gcgp.co.uk/wp-content/uploads/2017/03/reportkingslynn.pdf>

¹⁶ Journey to Work data (2011 Census)

¹⁷ https://www.norfolkinsight.org.uk/wp-content/uploads/2019/03/Briefing_paper_-_Air_Quality_-_August_2017.pdf

200m of the scheme, but the removal of congestion should reduce emissions from stationary traffic.

- Pollution can negatively impact health, which in turn can harm regional productivity as people are absent from work.

Safety Implications

- There has been a substantial increase in the number of road accidents within King's Lynn, with an 80% increase between 2015 and 2017¹⁸. A number of accidents occurred within the vicinity of the Hardwick Interchange and on the A10 through West Winch.
- This increase in accident levels results in:
 - loss of life or injuries that result in reduced quality of life;
 - further delays following accidents where there is a lack of alternative routes;
 - safety concerns for residents of West Winch, and decrease in desirability as an area to live due to close proximity to the road;
 - safety concerns for commuters and all road users.

SUMMARY

- 2.3.21. Table 2-4 summarises the joint housing and infrastructure problems faced in King's Lynn and West Norfolk and the wider County, and identifies which stakeholders are affected.

Table 2-4 – Problem Identified Summary

Category	Problem Identified	Key stakeholders affected or concerned
Housing Supply	<p>Actual housing delivery in King's Lynn & West Norfolk has generally not kept pace with the projected housing delivery forecasts.</p> <p>Increase in housing demand brought about by the region's Enterprise Zone and targeted growth areas.</p> <p>Housing supply has led to increase in house prices, resulting in businesses having a restricted labour pool to hire from, house buyers being priced out, commuters/road users having to travel further distances and renters in the area being left with less disposable income.</p>	<p>Current resident population</p> <p>Future residents</p> <p>Local businesses (existing and potential)</p> <p>Employees</p> <p>Housing associations</p>
Road Infrastructure	<p>Growth in regional activity has increased car trips, yet there is a lack of road capacity and alternative travel routes which have put pressure on existing corridors.</p>	<p>Businesses that rely on the A47 and the A10</p> <p>Employees/commuters</p> <p>Current residents</p>

¹⁸ Norfolk County Council and Borough Council of King's Lynn and West Norfolk. King's Lynn Transport Study & Strategy. Evidence Gathering and Analysis of Current and Future Transport Problems and Opportunities

	High levels of congestion have led to environmental, health, safety and economic problems.	Future residents Tourists/visitors
--	--	---------------------------------------

2.4 IMPACT OF NOT CHANGING

- 2.4.1. Failing to address the issues of housing supply and road infrastructure will constrain local growth, and the potential of the region will not be fully realised.
- 2.4.2. The population of King's Lynn and West Norfolk is forecast to grow substantially in the coming years, with 13% growth forecast between 2016 and 2036¹⁹. To 2022 there is forecast to be 4% growth in employment opportunities (representing 2,500 new jobs²⁰). This includes growth at the strategic employment locations within the Enterprise Zone at Nar Ouse. The region currently faces a challenging housing climate with demand far outweighing supply. This employment growth will add pressure to an already constrained housing market. Without change, 3,650 of the 4,000 homes proposed for the South-East King's Lynn Strategic Growth Area cannot be delivered. This site presents the primary housing development location for the area and therefore this scale of housing will be a challenge to deliver elsewhere, and the housing deficit will continue. House prices will continue to rise as the gap between supply and demand widens. This will further price out buyers and negatively impact the rental market. A lack of housing can deter business expansion and local investment as it can result in labour shortages and poor investment opportunities. If the area cannot accommodate expansion it will limit the economic growth of the area.
- 2.4.3. With high car dependency in the area, the forecast levels of growth will result in a further increase in road users and local traffic. Without transport intervention there will be ever increasing pressure put on the existing infrastructure. The current design of the existing A10 does not adhere to characteristics expected as part of the MRN, for example, a high number of direct accesses to private properties; numerous priority junctions and pedestrian crossings.
- 2.4.4. There will be an increase in business costs and considerably longer commuting trips which would have detrimental impacts to the productivity and economic activity in the area. This could reduce the attractiveness and feasibility of inward investment to the area. In addition, the increase in car demand and congestion could lead to an increase in safety concerns for road users and the local communities near the roads. The increased car use can also have environmental impacts due to increased emissions and reduced quality of life.

2.5 OBJECTIVES

- 2.5.1. The objectives of this scheme have been shaped by the identification of the problem, and considering the impact of not changing. Using this context to set objectives ensures that the proposed intervention is aligned to mitigate against this future.
- 2.5.2. The scheme objectives are:

¹⁹ Borough Council of King's Lynn and West Norfolk Housing Needs Assessment, March 2020

²⁰ GCGP's Economic Review of King's Lynn & West Norfolk (2016_

- Drive economic growth by supporting housing delivery and employment growth in the region;
- Enhance the A10's role as a strategic link supporting the wider King's Lynn economy;
- Provide a more resilient road network to improve journey time reliability and safety for all users;
- Improve the quality of life of residents of West Winch by reducing the volume of non-local journeys through the village;
- Provide better conditions in West Winch and along the A10 for travel by non-motorised modes;
- Seek to minimise environmental impacts of intervention.

2.5.3. The logic map below shows how the scheme objectives link to the problems identified and the impact of not changing. It further shows the alignment of the scheme objectives to the MRN objectives, namely:

- Reducing congestion
- Supporting economic growth and regional rebalancing
- Supporting housing delivery
- Supporting all road users
- Supporting the SRN

2.5.4. The map steps through a number of components in line with DfT guidance²¹.

- Problem/context - the problems identified when establishing the need for intervention
- Inputs - what is invested e.g. money, skills, people, activities
- Output - what has been produced
- Outcomes - short and medium-term results
- Impact - long term outcomes (this are the scheme objectives)

²¹ Logic mapping: hints and tips, Tavistock Institute for Department for Transport, October 2010

Table 2-5 – Logic Map

Problem/Context	Inputs	Outputs	Outcomes	Impacts (Scheme Objectives)	MRN Objectives
Levels of housing supply causing increase in house prices and limiting economic growth	Development of housing Development resources Implementation resources Funding for transport intervention	4,000 dwellings	Increase local and regional employment labour pool	Drive economic growth by supporting housing delivery and employment growth in the region	Support housing delivery Support economic growth and regional rebalancing
Supply of affordable housing		Creation of regional construction jobs	Increase local economic activity through job creation		
		20% of dwellings are affordable	Increase living standards, creation of new communities		
		Creation of regional construction jobs	Unlock further local investment facilities and infrastructure to complement housing e.g. schools and businesses		
Dependency of housing on transport infrastructure		Housing access road provides access to the allocated housing site	Increase home ownership	Drive economic growth by supporting housing delivery and employment growth in the region	Support housing delivery Support economic growth and regional rebalancing
			Increase disposable income		
			Increase local purchasing power		
			Increase road capacity to support further housing delivery		
			Prevent new communities from isolation		

Problem/Context	Inputs	Outputs	Outcomes	Impacts (Scheme Objectives)	MRN Objectives
Congestion on local road network is holding back economic activity		Localised dualling of the A47 between the WWHAR and the A10/A47 Hardwick Interchange junctions	<p>Improve the reliability of journey times</p> <p>Improve economic prosperity by enhancing connectivity between major cities</p>	Provide a more resilient road network to improve journey time reliability and safety for all users	Support the Strategic Road Network
		<p>WWHAR to become alternative to the existing route through West Winch</p> <p>Modification of the Hardwick Interchange</p>	<p>Improve journey times and reliability making the region more attractive for investment and business growth</p> <p>Improve connectivity and journey times, enhancing regional labour mobility</p> <p>Improve connectivity and journey times boosting visitor numbers supporting tourism and the local economy</p> <p>Increase road capacity helping to address seasonal congestion e.g. tourism seasons</p> <p>Unlock further housing and infrastructure developments restricted by poor regional road capacity</p>	<p>Improve the quality of life of residents of West Winch by reducing the volume of non-local journeys through the village</p> <p>Enhance the A10's role as a strategic link supporting the wider King's Lynn economy</p> <p>Provide a more resilient road network to improve journey time reliability and safety for all users</p> <p>Provide better conditions in West Winch and along the A10 for travel by non-motorised means</p>	<p>Support all road users</p> <p>Support economic growth and rebalancing</p> <p>Reduce congestion</p>

Problem/Context	Inputs	Outputs	Outcomes	Impacts (Scheme Objectives)	MRN Objectives
Congestion negatively influencing the quality of life for local residents and road users		WWHAR to become alternative to the existing route through West Winch	<p>Less congestion will provide better conditions to encourage local trips to be made by non-motorised means (walking and cycling) or public transport and better air quality for residents</p> <p>Existing isolated communities will have increased local and regional road links</p> <p>Improve road safety</p> <p>Reduction in time spent commuting increasing leisure time</p> <p>Improve the reliability of journey times</p>	<p>Improve the quality of life of residents of West Winch by reducing the volume of non-local journeys through the village</p> <p>Seek to minimise environmental impacts of intervention</p> <p>Provide better conditions in West Winch and along the A10 for travel by non-motorised means</p>	<p>Support all road users</p> <p>Reduce congestion</p>

2.6 MEASURES OF SUCCESS

- 2.6.1. For each of the objectives, measures of success will be developed as part of the benefits monitoring and realisation strategy. The measures will be quantified metrics (e.g. housing growth, employment growth, reliability improvements on the A10 and A47) against which to assess the successful outcome of the proposed scheme.

2.7 SCOPE

- 2.7.1. The scope of the proposed scheme encompasses the delivery of the WWHAR scheme. The delivery of this scheme will support the development of the Housing Allocation site.

2.8 CONSTRAINTS

- 2.8.1. This section sets out the key constraints that may influence the scheme and the form that they take. It considers the constraints under the broad themes of physical, environmental, legal and public acceptability constraints.
- 2.8.2. The Local Plan identifies the general alignment of the scheme, therefore this has informed and guided the development of the scheme design. The alignment being set in policy has constrained the range of potential options that have been considered for the housing access road.

PHYSICAL

- 2.8.3. Chequers Lane and Rectory Lane are two roads which run east-west between West Winch and North Runcton. It is important to retain local connectivity on these roads between North Runcton and West Winch villages, which also acts as a public acceptability constraint. Consideration will also need to be given to measures to avoid strategic traffic from 'rat running' on these roads or through the villages of North Runcton and West Winch.
- 2.8.4. The Options section of this Strategic Case outlines the physical constraints that have influenced the design of the highway scheme.

ENVIRONMENTAL

- 2.8.5. The River Great Ouse runs south from the coast and constrains growth/development within King's Lynn and West Norfolk. It runs to the west of West Winch and the existing A10, and therefore much of the surrounding area is at risk of flooding and is undeveloped. The study area is almost wholly within Flood Zone 1. This relatively unconstrained flood risk is a key reason the site has been identified for development by NCC and the BCKLWN. The very northern section of the A47 (adjacent to Hardwick Interchange) is partially located within Zones 2 and 3.
- 2.8.6. There are five Noise Important Areas (NIAs) along the existing A10 between the Hardwick Interchange and the proposed tie in with the WWHAR. The nearest Air Quality Management Area (AQMA) located approximately 1.4km north west in King's Lynn.
- 2.8.7. The scheme is not located within any statutory or non-statutory designated sites, however the River Nar Site of Special Scientific Interest (SSSI) is located approximately 1.2km south of the scheme (from the southernmost section). The scheme area does, however, have the potential to support protected species such as bats, badgers, otters, water voles, breeding and wintering birds, reptiles and amphibians. There are no Special Area of Conservation (SAC) with bat interest located within 30km of the scheme.

- 2.8.8. No designated heritage sites are located within the scheme corridor. There are no Areas of Outstanding Natural Beauty (AONB), National Parks or Country Parks within 2km of the scheme. There are several Public Rights of Way (PRoW) in close proximity to the scheme.
- 2.8.9. Appendix A shows the environmental constraints plan for the study area. The Environmental Scoping Report included in Appendix B to this SOBC provides a more detailed review of the baseline environmental conditions for the scheme area.

LEGAL

- 2.8.10. The housing allocation site is in multiple ownership, with over 20 individual land owners and some of these have land which will be required to construct the WWHAR. Two planning applications have been submitted to date. For the remaining sites the BCKLWN and their advisers have been working to develop a Collaboration Agreement between the landowners. The Collaboration Agreement is a commercial facility to deliver the land more equitably to ensure the overall Masterplan comes forward. The intention is that there will be an overarching Masterplan S106 Agreement that all landowners will need to sign up to. Beneath this there will be specific individual S106 agreements related to each site. At the heart of this structure is a Collaboration Agreement to ensure land values are equalised whether an individual parcel is used for housing, green open space or the WWHAR for example.
- 2.8.11. In order to expedite work on the Collaboration Agreement, the BCKLWN have bought an option on a significant area of land in the growth area. This together with land owned by NCC forms almost 50% of the land required to develop the growth area. The Borough Council and NCC are in the process of combining their land in a One Public Entity (OPE) undertaking.
- 2.8.12. The expectation is that the Collaboration Agreement work will be completed before the submission of the Outline Business Case (OBC). Both councils are aware of the importance of having control of the land to build the road and have discussed the prospect of falling back on a CPO process should that prove to be necessary.

PUBLIC ACCEPTABILITY

- 2.8.13. One objective of the scheme is to divert through traffic away from the existing A10 such that it is primarily used for local access to West Winch village. This aspect of the scheme is widely supported, and the local communities concur that no housing should be able to come forwards without significant transport intervention. However, there may be opposition to the housing development more generally as it is on greenfield land. This will impact on the local amenity and landscape. It is acknowledged that because the WWHAR is essential to enable the housing growth, some might see opposing the road as an opportunity to prevent the housing developments. NCC and BCKLWN are alive to this possibility and the current programme allows time for addressing such a challenge if it were to occur.
- 2.8.14. The Stakeholders section of this Strategic Case lists the key stakeholders associated with the scheme, and the Management Case sets out the approach to stakeholder engagement and management.

2.9 INTERDEPENDENCIES

- 2.9.1. As this Strategic Case has set out, bringing forward the housing allocation at the West Winch site is underpinned by delivery of the necessary transport interventions. This link between housing delivery

and road infrastructure is the key interdependency of the project. The desirability of the housing site as a place to live will be dependent on sufficient connection from the site to employment and other strategic locations. Without this, uptake of the housing may be at risk. Therefore, transport intervention is not only a necessity from the perspective of the capacity of the road network, but also for the successful uptake of the housing units.

- 2.9.2. As discussed previously in the Strategic Case, the scope of this scheme is the delivery of the WWHAR scheme, not the delivery of the housing development itself. However, there is a clear relationship where the success of each element is interlinked. For the housing allocation to be developed there is a need for planning permission for the sites. Two planning applications have already been submitted, however the remaining allocation will also be required to undergo this process. As part of this planning process, developer contributions to the scheme will be secured to support the affordability of the proposals.

2.10 OPTIONS

HOUSING DELIVERY

- 2.10.1. The West Winch Growth Area site has been identified by NCC and the BCKLWN as the most suitable location for this scale of housing development to come forwards. There are no other locations in the King's Lynn area where a development of this size could occur, and a single large site is preferred to enable a sustainable new community to be developed. Land within the borough is generally constrained due to flood risk from the River Great Ouse, however the West Winch site lies within Flood Zone 1 meaning it is at a low risk level. Further, identifying a site that has the capacity to deliver the scale of housing required is challenging. The West Winch site offers this capacity.
- 2.10.2. The Local Plan sets out that the housing allocation cannot come forwards in its full extent without transport infrastructure in place to mitigate the impacts of the development on existing and future users. Therefore, the option development for the scheme has been centred around identifying and refining the appropriate transport infrastructure to support the housing development. As well as serving the housing site, this option development has produced a solution that provides an effective bypass of West Winch and will mitigate the identified problems on the existing transport network in the area, namely high levels of congestion on the existing A10, A47 and Hardwick Interchange, and significant numbers of journeys on the A10 through West Winch.
- 2.10.3. The rate at which the level of housing can come forwards is based incrementally on providing adequate transport infrastructure. Based on the existing highway network, it is estimated that there could be capacity for about 350 houses to be developed on the Hardwick Green section of the West Winch Growth Area site to the north of West Winch²². However, this will need to be demonstrated by the developer to the satisfaction of the local planning authority with advice from NCC. As shown in Table 2-3, this level of housing delivery will not meet the existing shortfall in homes in the area. This option would not address the existing road network issues. High levels of congestion would remain, and slightly worsen, on the A47 and A10, and traffic would continue to travel through the village of

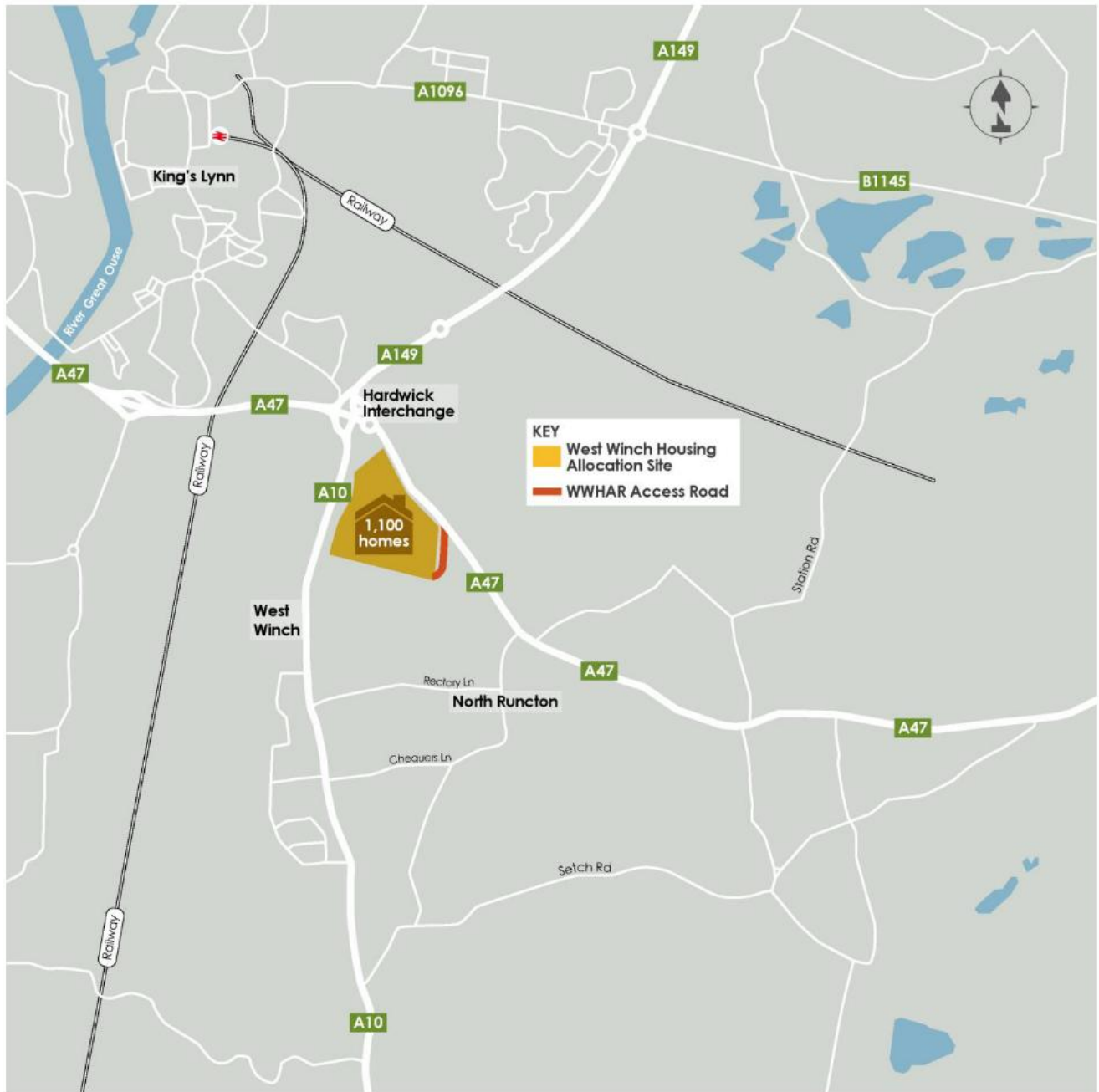
²² Pending Transport Assessment from developers

West Winch. For these reasons the 'Do Nothing' option is not considered a suitable solution to the existing problems.

- 2.10.4. It is likely that a further 750 homes on the Hardwick Green site could be developed provided that an access road is constructed linking the site to the A47²³. Although this option allows more housing development to come forwards, this is still likely to fall short of existing housing demand and forecast growth. Further this would not utilise the site to its full potential. It is also likely that the Hardwick Green developer would prefer to rely on the delivery of the WWHAR, and make a suitable contribution as prescribed in the BCKLWN IDP, rather than building the scale of infrastructure that would be required. This option would not alleviate the congestion on the existing A10 or A47, nor improve conditions for residents of West Winch.
- 2.10.5. Figure 2-2 shows the infrastructure that would be delivered under this 'Reduced' option.
- 2.10.6. Constructing the WWHAR scheme will allow the full 4,000 homes on the site to be developed.

²³ Pending Transport Assessment from developers

Figure 2-2 - Reduced Option



GENERAL ALIGNMENT

- 2.10.7. The Local Plan dictates that a new route is required to enable the housing, therefore no non-road building/road improvement solutions have been investigated. However, the WWHAR scheme will incorporate improvements to non-motorised users and facilitate public transport solutions to support the housing growth.

- 2.10.8. The Local Plan, Site Allocations and Development Management Policies (adopted in 2016) indicated an approximate line for the access road²⁴ that formed part of the appropriate transport infrastructure to enable the housing growth. This alignment was on the basis of the scheme development and options appraisal work.
- 2.10.9. It has not been possible to devise a low cost option that achieves the scheme objectives.
- 2.10.10. Notwithstanding, alternative options for the WWHAR have been investigated and a preferred option selected. The options investigated comprised:
- 5 different alignments at the northern end of the new road between the A10 and A47
 - 2 different alignments at the southern end of the new road between the A10 and A47
 - A number of options for junction alterations at the Hardwick A10/A47/A149 junction to suit the rest of the scheme and satisfy Highways England
- 2.10.11. This option appraisal work is documented in three reports contained in Appendix C:
- Route Alignment Options (Northern Section) - Technical Note 1 - December 2018
 - Route Alignment Options (Central & Southern Sections) - Technical Note 2 - December 2018
 - A47 Options (Hardwick) study

PREFERRED SCHEME

- 2.10.12. The overall scheme includes:
- A new housing access road to the east of West Winch, connecting the A47 with the existing A10;
 - A roundabout on the new housing access road providing access to the Hardwick Green planned development;
 - Two priority junctions on the new housing access road to serve proposed dwellings that are outside the planned Hardwick Green development;
 - A roundabout on the new housing access road, at its southern end, providing a connection to the existing A10;
 - Modifications to the existing Hardwick Interchange to accommodate additional housing traffic plus re-orientation of trips through the junction;
 - Dualling of the existing A47 between Hardwick Interchange (Constitution Hill roundabout) and the new housing access road;
 - A signalised roundabout junction where the new housing access road meets the A47; and
 - Treatment of local roads severed by the new housing access road.
- 2.10.13. Through traffic will be diverted onto the housing access road, bypassing West Winch village and leaving the existing A10 for local access. In order to divert traffic on to the housing access road it is likely that traffic calming measures could be introduced on the existing A10, reducing the severance currently created by the road. The layout of the housing access road would be consistent with the standards required to form part of the MRN. This option supports the scheme objectives, and aligns to the national, regional and local policy priorities. The benefit of the additional 2,900 homes that can come forwards under this full option (compared with the Reduced option), and the additional

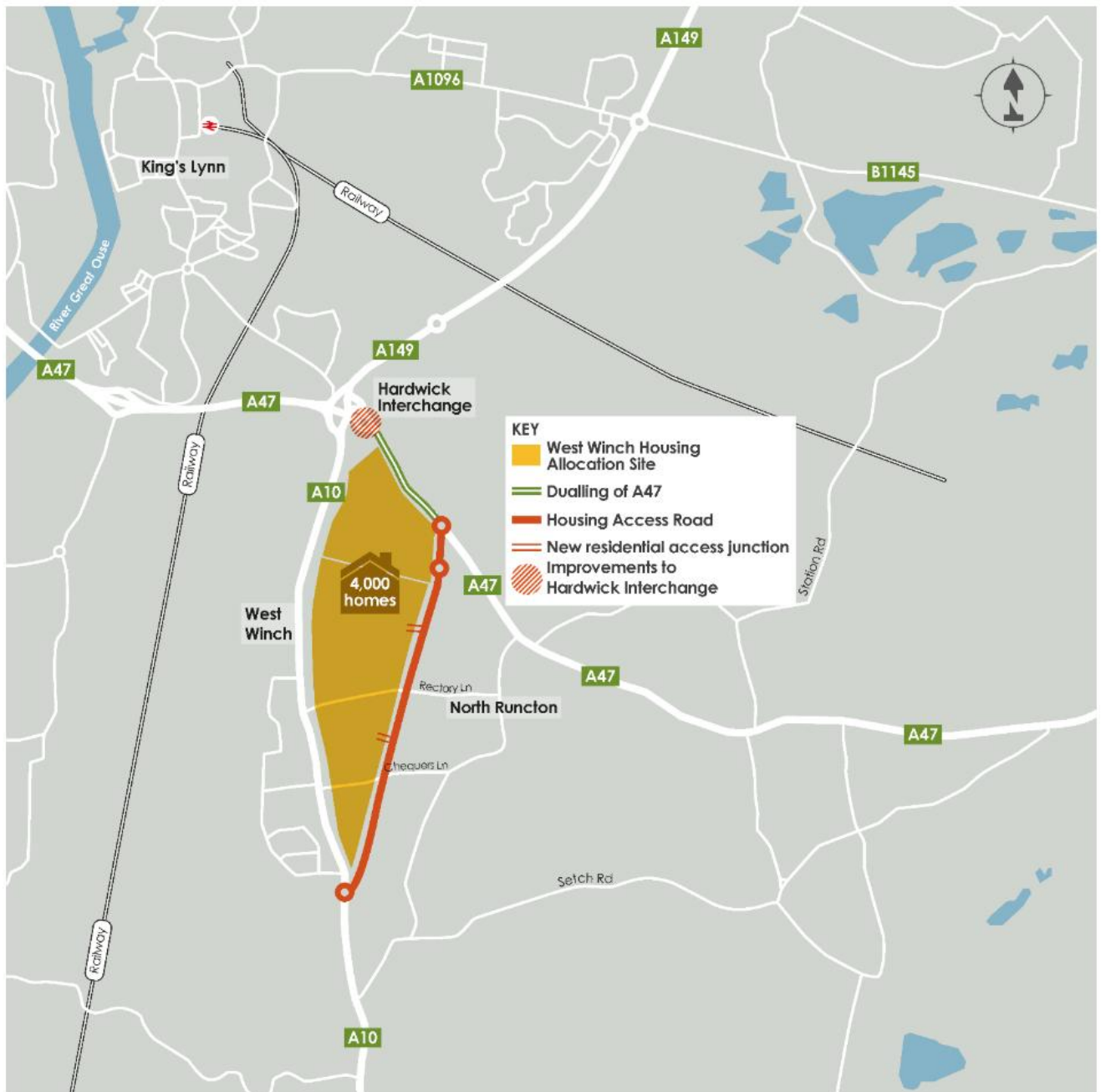
²⁴ https://www.west-norfolk.gov.uk/downloads/file/2491/sadmp_plan_adopted_2016 (page 118 - 119)

highway interventions, is likely to outweigh the incremental cost of extending to the full WWHAR scheme from the Reduced option (which provides a partial access road to the A47).

2.10.14. Therefore, the preferred option, which has been included in this SOBC, is the delivery of the WWHAR scheme which would allow the full housing allocation on the West Winch Housing Allocation site to come forward. Detailed optioneering has been undertaken to design specific aspects of the WWHAR scheme and its components. The following sections summarise the options considered for the scheme components, noting that scheme design is ongoing.

2.10.15. Figure 2-3 below shows the WWHAR scheme.

Figure 2-3 - WWHAR Scheme



Hardwick Interchange

- 2.10.16. At present the primary movement along the A10 is into King's Lynn in the AM peak period, and out of King's Lynn in the PM peak period. These traffic flows on the A10 exceed the east-west flows on the A47. Therefore, the main movement through Hardwick Interchange is north-south on the A10.
- 2.10.17. With the housing access road in place a large proportion of the existing A10 trips and new residential trips will join the Interchange from the east. Modification of the existing interchange's layout is required to provide the capacity to accommodate these trips. The extent of the modifications required has been established through close collaboration with Highways England.
- 2.10.18. WSP was commissioned jointly by both NCC and Highways England to investigate possible options for the modification of Hardwick Interchange. WSP identified seven options for the modification of the interchange. These were sifted and a preferred option was recommended to Highways England. This process is described within WSP's '*A47 Options Study Report*' which is included at Appendix C.
- 2.10.19. Highways England has agreed that the appropriate modification of the Hardwick Interchange should comprise:
- Removal of the Constitution Hill satellite roundabout;
 - Provision of new east-facing slip-roads connecting the main A47 carriageway with the interchange's circulatory carriageway below; and
 - Minor re-configuration of the southern part of the circulatory carriageway together with re-timing of the interchange's traffic signals.
- 2.10.20. The works described below are illustrated in the detailed designs included at Appendix D.
- 2.10.21. The provision of new slip roads for the Hardwick Interchange requires that the existing dismantled railway will need to be bridged over.

A47

- 2.10.22. The WWHAR scheme would increase traffic flows on the A47 between the new A47 junction and Hardwick Interchange. Modelling work undertaken indicates that this section of the A47 would need to be widened to a dual carriageway to cater for this increased flow. In designing the dualling of the A47, the merits and constraints of widening the road to the north or south were considered. Widening the A47 to the north of the existing road is less likely to impact on the land allocated within the Hardwick Green planning application and the associated green space provision. It would also have less impact on the area of Common Land immediately south of the existing A47, although noting there is a strategy in place for dealing with the Common Land. Other land designated as green open space as part of the growth area masterplan will be designated Common Land to offset that which is lost from the A47 verges, if this is deemed necessary. Discussions are ongoing with the appropriate authority for Common Land.

A47/Housing Access Road Roundabout

- 2.10.23. A new roundabout on the A47 has been proposed at the junction with the housing access road that links the A10 and A47. The original option considered was an offline roundabout to the south with single lane approaches to the south and east. Modelling work has indicated that although this design could cope with the development on the Hardwick Green site, it could not accommodate the traffic when the full 4,000 homes were developed. The primary performance constraint related to insufficient stop line capacity and unbalanced flows at the roundabout (in the AM most movements

are south to west, with reverse in PM). The heavy PM movement of traffic turning right from the A47 onto the housing access road that links to the A10 results in significant queuing on the A47 eastern arm. In order to address the imbalanced flow issues, the roundabout design includes traffic signals. To mitigate delays for A47 east-west traffic the design proposes a segregated left-turn bypass lane and the provision of a third lane on the approach to the A47 from the west.

Hardwick Green Access Roundabout

2.10.24. As part of the Hardwick Green development, there are proposals for an access roundabout from the housing access road. Based on modelling undertaken, it is proposed to dual the northern section of the housing access road, between the Hardwick Green Roundabout's northern arm and the A47 roundabout.

Housing Access Road

2.10.25. Traffic modelling indicates that a single carriageway road is required for the housing access road between the existing A10 and the Hardwick Green access. Between this roundabout and the A47 tie-in there is a short dualled section to allow capacity for vehicles on approach to the A47 roundabout. The alignment of the proposed housing access road incorporates an overtaking section between the existing A10 and the southern residential access. The key factors influencing the design of the housing access road include:

- Design standards set out in DMRB;
- Site topography;
- Significant utilities;
- Environmental constraints including drainage;
- Land ownership; and
- Relating policy e.g. Neighbourhood plans.

2.10.26. The primary constraints which influenced the design are the common land adjacent to the A47, the outstanding Hopkins Homes planning application, woodland, the presence of two nationally important gas mains running east-west through the area and maintaining access to all affected properties.

Existing Side Roads

2.10.27. The housing access road intersects Rectory Lane and Chequers Lane, two existing single carriageway roads which connect the villages of West Winch and North Runcton. The proposed housing access road design includes an east-west vehicular bridge on Rectory Lane with a shared footway/cycleway on one side. A pedestrian and cycle bridge on Chequers Lane is proposed over the housing access road. Neither bridge would connect with the housing access road. The purpose of the bridges is to provide high levels of local connectivity between the two villages whilst discouraging rat-running for strategic traffic between the existing A10 and A47.

Residential Accesses

2.10.28. The WWHAR scheme will facilitate the development of 4,000 new homes, therefore the road must provide appropriate access to this site, but not compromise the function of the WWHAR scheme as a major north-south route that is part of the MRN. Analysis suggests that two further junctions (in addition to the Hardwick Green Access Roundabout) are required to serve the dwellings. If these two junctions were also roundabouts then this could give insufficient priority to north-south through traffic using WWHAR and vehicles would continue to use the existing A10 through West Winch.

Therefore, the design proposes two ghost island priority junctions for residential access from the housing access road.

Housing Access Road/Existing A10 Tie-in

2.10.29. It is proposed that the southern tie-in of the WWHAR with the existing A10 is via a roundabout. A priority junction has also been considered for this location, but given the anticipated traffic flows on the WWHAR, modelling suggested it could become difficult for traffic to exit the minor arm.

2.10.30. Table 2-6 below summarises the WWHAR Scheme preferred design.

Table 2-6 – WWHAR Scheme Preferred Design

Component	Preferred Design
Hardwick Interchange	Removal of the Constitution Hill satellite roundabout, provision of new east-facing slip-roads connecting the main A47 carriageway with the interchange's circulatory carriageway below, and minor reconfiguration of the southern part of the circulatory carriageway together with re-timing of the interchange's traffic signals.
Dualling the A47	The A47 would be dualled north of the existing alignment between Hardwick Interchange and the proposed A47/WWHAR roundabout.
A47 / Housing Access Road roundabout	Provide a priority-controlled roundabout at the A47/WWHAR junction, that can be converted to a signalised roundabout in future if required.
Hardwick Green Access Roundabout	Access roundabout from WWHAR to site. Recommended that the northern arm is dualled up to the A47/WWHAR roundabout.
Housing Access Road	A single carriageway road (except for the dualled section between the A47 roundabout and the Hardwick Green access).
Existing side roads	Provide a low speed vehicular bridge over the WWHAR along Rectory Lane with a shared footway/cycleway on one side. Provide a bridge for pedestrians and cyclists on Chequers Lane.
Housing Access Road/A10 Tie-In	Housing access junctions provided on the WWHAR (i.e. in addition to the Hardwick Green access) should be ghost island priority junctions to facilitate access without detracting from the strategic purpose of the WWHAR.

2.11 STRATEGIC FIT

2.11.1. This project has a strong strategic fit with current Government plans and policies at a national, regional and local level. This section identifies the key policies at each geographic level that are relevant to the scheme. It demonstrates how the scheme aligns with, recognises the importance of, and contributes towards these existing strategies and plans.

2.11.2. The policies and plans that have been reviewed to assess the scheme's strategic fit include:

■ National

- The Government's Road Investment Strategy 2015 - 2020 (DfT & Highways Agency, 2014)
- The Government's Industrial Strategy (BEIS, 2017)
- The Government's Transport Investment Strategy (DfT, 2017)

- Green Book Update (HM Treasury, 2020)
- Gear Change (DfT, 2020)
- Cycle Infrastructure Design LTN 1/20 (DfT, 2020)

■ Regional

- Transport Strategy (Transport East, 2019)
- Investment and Delivery Plan (Transport East, 2020)
- Integrated Transport Strategy for Norfolk and Suffolk (New Anglia LEP, 2018)
- Norfolk and Suffolk Economic Strategy (New Anglia LEP, 2017)
- Norfolk Strategic Infrastructure Delivery Plan 2020 (NCC, 2020)
- Connecting Norfolk: Norfolk's Transport Plan for 2026 (NCC, 2011)

■ The A47: Investing in East-West Success (A47 Alliance, 2019)Local

- King's Lynn & West Norfolk Local Plan - Site Allocation and Development Management Policies (BCKLWN, 2016)
- BCKLWN Local Development Framework Core Strategy (BCKLWN, 2011)
- North Runcton & West Winch Neighbourhood Plan 2016 - 2026 (BCKLWN, 2017)
- King's Lynn Transport Study and Strategy (NCC and BCKLWN, 2018)

2.11.3. The following sections set out the alignment of the WWHAR scheme against these policies/documents.

NATIONAL

The Government's Road Investment Strategy 2015 - 2020 (2014)

2.11.4. The Government's Road Investment Strategy (RIS) was launched in 2014. It describes an ambitious programme of investment, to be delivered by Highways England, in the motorways and trunk roads which make up the Strategic Road Network (SRN). The strategy states that:

"This Road Investment Strategy outlines how we can grasp the opportunity to transform both our roads and the experience of driving on them, whilst also addressing strategic imperatives such as economic growth and climate change²⁵... The SRN is vital to British businesses and to the successful functioning of our local and national economies²⁶"

2.11.5. The RIS has identified points on the A47 that require investment. It recognises that the A47 has a number of current constraints, which include congestion hotspots stemming from insufficient road capacity, a lack of alternative routes and inadequate junction design; resulting in heavy rush hour delays and queues.

2.11.6. The Strategy specifically highlights road capacity issues of the Hardwick Interchange junction and states that congestion has been limiting growth along the single carriageway section of the A47. In

²⁵ Road Investment Strategy: for the 2015/16 – 2019/20 Road Period (Page 5)

²⁶ Road Investment Strategy: for the 2015/16 – 2019/20 Road Period (Page 13)

addition, the Strategy recognises that construction of housing and creation of jobs are often held back by poor transport connections and bottle necks.

- 2.11.7. The WWHAR scheme recognises the relationship between housing and transport. The capacity improvements proposed prioritise the need for suitable transport infrastructure to facilitate and unlock housing development. It will provide the road capacity to maintain the current level of service of the network whilst bringing forward the 4,000 dwellings development proposal. The WWHAR scheme targets improvements to the A47 and Hardwick Interchange, both of which are recognised within the RIS.

The Government's Industrial Strategy (2017)

- 2.11.8. The Government's Industrial Strategy was set out in a 2017 White Paper: Building a Britain fit for the future. It identifies five foundations of productivity:

- Ideas
- People
- Infrastructure
- Business environment
- Places

- 2.11.9. The Industrial Strategy states that infrastructure is the essential underpinning of people's lives and work and that having modern and accessible infrastructure throughout the country is essential to future growth and prosperity. Infrastructure investment is, by its nature, large scale and long term and is one of the most significant ways the government can influence the economy - including transport and housing. Infrastructure choices not only provide the basics for the economy, they must actively support long term productivity, providing greater certainty and clear strategic direction.

- 2.11.10. The proposed investment in the scheme will improve journey time reliability for users, including business users who will benefit from reduced transport costs and increased labour mobility as employees spend less time commuting. Further the 4,000 new dwellings have the potential to increase the size of the labour market available to local industries.

The Government's Transport Investment Strategy (2017)

- 2.11.11. In July 2017, the Transport Investment Strategy was published, which sets out the Government's planned approach to investment in transport infrastructure. The Transport Investment Strategy outlines aspirations to:





- Create a more reliable, less congested, and better-connected transport network that works for the users who rely on it;
- Build a stronger, more balanced economy by enhancing productivity and responding to local growth priorities;
- Enhance our global competitiveness by making Britain a more attractive place to trade and invest;
- Support the creation of new housing.

- 2.11.12. The Transport Investment Strategy prioritises the importance of transport investment in the development of housing. It states that "transport infrastructure is one of the keys to unlocking development and delivering places people want to live". The WWHAR scheme recognises that in order to bring forward the housing development proposals, a housing access road must also be developed, to ensure that the local transport network has the road capacity to accommodate the

expansion. This will help improve regional road capacity, improve safety and make better connections between communities and businesses. In turn it can contribute towards unlocking further regional growth, due to the road capacity improvements attracting additional investment through the increased productivity and efficiency benefits of less delays.

2.11.13. Table 2-7 summarises the objectives of the Transport Investment Strategy and shows how the scheme will contribute to them.

Table 2-7 - Alignment of WWHAR Scheme with Transport Investment Strategy

Transport Investment Strategy Objectives	Contribution of the WWHAR	RAG
Create a more reliable, less congested and better-connected transport network that works for the users who rely on it	Current traffic conditions on the A10 inhibit pedestrian movements across the road within the village. Providing the new route will accommodate the increased network demands from the housing growth and could provide better local connections between communities and businesses.	
Build a stronger, more balanced economy by enhancing productivity and responding to local growth priorities	The improved journey time reliability on the A10 route helping to reduce transport costs for local businesses. It will improve business connectivity and accessibility, contributing to a more balanced economy. This will help the new “levelling up” agenda which applies within as well as between regions.	
Enhance our global competitiveness by making Britain a more attractive place to trade and invest	Constructing the WWHAR will ease business travel making it more efficient. The new housing will expand businesses' labour pool and available skill markets. Creating a richer and diverse workforce will support inward investment into the region, enhancing the country's global competitiveness.	
Support the creation of new housing	The West Winch area is the only place that could be identified for the essential large scale growth required in King's Lynn. The development of 4,000 homes is dependent on the delivery of the WWHAR	

Green Book Update (HM Treasury, 2020)

- 2.11.14. In November 2020 the Government published an updated Green Book. The Green Book sets out the guidance applied by HM Treasury for public servants on how to appraise projects, programmes and policies. Departmental guidance which sits under that of Green Book has not changed, nor has the 5 Case Model that underpins Business Case development. Therefore, DfT's TAG, Business Case Guidance and Value for Money Framework has not changed as a result, nor has MHCLG's 2016 DLGG Appraisal Guide.
- 2.11.15. The headline changes within the update include a reduced emphasis on the BCR and corresponding increased emphasis on the Strategic Case in business cases. Projects will first need to demonstrate national policy alignment at the earliest part of the optioneering stage and show a contribution to these policies in the Strategic Case. Current policies of focus include Carbon Net Zero and Levelling Up. It is acknowledged that reducing the dominance of the BCR may require a change in mindset for decision-makers and public sector scheme promoters. DfT's Value for Money Framework has always acknowledged that the overall VfM assessment should look wider than the BCR.

- 2.11.16. The revised Green Book places an increased emphasis on place-based analysis (including a mechanism to deliver Levelling Up) and additional guidance to partner Additionality appraisal. This has not yet translated into a change in DfT appraisal guidance however, will be reconsidered at the time of the SOBC appraisal.
- 2.11.17. Tied in with the importance of the alignment of schemes to national policy, the Green Book update identifies approaches to increase the weight given to environmental impacts within appraisal. Environmental impacts are permitted to use a social discount rate of 1.5%, compared to 3.5% for other impacts. This will amplify environmental impacts in appraisal (both positive and negative).
- 2.11.18. The WWHAR scheme has a strong strategic rationale, demonstrating alignment to the priorities and policies at a local, regional and national level. The scheme has been developed to best meet the need for intervention and address the current problems faced, as opposed to focussing on the BCR calculation. Further the scheme supports the Government's agenda to 'level up', reducing regional inequality and encouraging growth and prosperity across the country.

Gear Change (Department for Transport, 2020)

- 2.11.19. In July 2020, the Government set out a plan to create a step-change in cycling and walking infrastructure in the coming years. The Government envisages an England that is a 'great walking and cycling nation', with cycling as a form of mass transit. Half of all journeys in towns and cities should be cycled or walked by 2030. To facilitate this, actions are grouped into four central themes:
- **Better streets for cycling and people** – thousands of miles of safe, continuous, direct routes for cycling in towns and cities, physically separated from pedestrians and volume motor traffic
 - **Cycling and walking at the heart of transport, place-making and health policy** – significantly increasing dedicated cycling and walking funding, and creating a long-term cycling and walking programme and budget
 - **Empowering and encouraging local authorities** – by increasing funding for local authorities, but also ensuring that Government funding is only granted to schemes that meet new standards. No funding shall be given to schemes that do not meet the new standards and principles established
 - **Enabling people to cycle and protecting them when they do** – introducing new laws and safety standards
- 2.11.20. Gear Change was published along-side Local Transport Note (LTN) 1/20, outlined below. The design of the housing access road includes provision for cycling infrastructure, with a cycle lane on the north west side of the carriageway supporting the Government's aims to encourage active modes through improved infrastructure. Further, as part of the development Masterplan active travel routes through the housing site are being considered, and wider LCWIP proposals are considering how to provide linkages between the housing site, King's Lynn and the wider area.

Local Transport Note (LTN) 1/20: Cycle Infrastructure Design (Department for Transport, 2020)

- 2.11.21. LTN 1/20, issued in July 2020, provides the accompanying design guidance to support Gear Change. It reflects current best practice, and states that, for schemes to receive Government funding for local highways investment where the main element is not cycling or walking, there will be a presumption that they must deliver or improve cycle infrastructure to the standards set out in the LTN, unless it can be shown that there is little or no need for cycling in the particular highway scheme.

REGIONAL

Transport Strategy (Transport East, 2019)

- 2.11.22. Transport East is the Sub-National Transport Body (STB) that was established in March 2018 to deliver a "collective vision for the future of transport and infrastructure in Essex, Norfolk, Suffolk, Southend-on-Sea and Thurrock". This vision seeks to transform the region's transport connections over the next 30 years to help drive long term economic growth.
- 2.11.23. A 'Transport East Transport Strategy' is currently being developed that will set out their ambitions and priority areas for improved connectivity and will build upon established growth strategies and corridor-specific evidence, to ensure that the region's transport networks are fit for the future.
- 2.11.24. Transport East has identified three key themes that are said to define the unique transport geography of the region and provide an overarching narrative for the Strategy. These themes are:
- **Global Gateways:** Transport East will strive for better connected ports and airports to help UK businesses thrive and boost the nation's economy through greater access to international markets facilitating Foreign Direct Investment.
 - **Energised Coastal Communities:** Transport East see a reinvented, sustainable South-Eastern coast for the 21st century, which delivers on their ambition to become the UK's foremost all-energy coast, as well as providing a competitive visitor offer.
 - **Multi-Centred Connectivity:** Enhanced transport links between the region's fastest growing places and business clusters are seen as an enabler for the area to function as a coherent economy and bring about productivity gains.
- 2.11.25. The WWHAR scheme supports these three objectives. Given its coastal location, the maritime sector is of strategic importance to Norfolk. The region is home to the Ports of Great Yarmouth, Lowestoft, Felixstowe and King's Lynn. The A47 links Lowestoft and Great Yarmouth Ports to Norwich and the Midlands. The WWHAR scheme will improve travel conditions on the A47 for freight traffic through increased capacity, reduced journey times and improved network resilience. This will enhance the road access offer to these ports, increase productivity and ensure the ports have a competitive offer. The design of the existing A10 means that its connectivity to Cambridge and London is not fully exploited due to congestion and delays. The WWHAR scheme will divert this HGV traffic on the newly-designed housing access road, improving journey times and reliability. This will help the region to be competitive in its logistics/freight offer, supporting growth at the ports/airport via the wider road network.
- 2.11.26. The WWHAR scheme will support Transport East's objective to energise coastal communities. The existing A10 and A47 provide access to key coastal locations for the energy sector and tourism. By improving travel times and reliability on these roads, the WWHAR will improve accessibility to/from the energy centre from the wider region. Improving journey times to tourist locations will support the ambition to have a competitive tourist offer.
- 2.11.27. To realise the economic potential of the growth opportunity in King's Lynn and West Norfolk, it is fundamental that these growth areas are connected to the wider road network and labour force. The WWHAR scheme will support this growth through improving linkages between fast growing places. This will benefit business to business movements, in particular freight, and also commuting trips. Improving journey times and reliability on the existing A10 and A47 will improve business efficiency and boost productivity. It will widen the labour pool within a commutable distance of these

employment areas which will offer a more diverse, multi-skilled workforce. A strong labour force will encourage inward investment.

Investment and Delivery Plan (Transport East, 2020)

- 2.11.28. The Investment and Delivery Plan provides a 'snapshot' of the strategic investment programme across the region. The core themes within the Plan align with those included in the Transport East Transport Strategy above. The Plan recognises King's Lynn as a multi-centred hub, and the King's Lynn – Cambridge – Harlow – London as the 'UK Innovation Corridor' for which the A10 West Winch Housing Access Road is identified as a strategic scheme for this corridor. It is acknowledged that dualling of the A47 at West Winch will be important for opening up economic activity at Harlow and north of Cambridge.

Integrated Transport Strategy for Norfolk and Suffolk (New Anglia Local Enterprise Partnership, 2018)

- 2.11.29. The Integrated Transport Strategy looks ahead to 2040, whilst focussing on what is required in the short term to deliver this. It recognises the important role transport plays in delivering and supporting growth across Norfolk and Suffolk.
- 2.11.30. The Strategy identifies priority themes and places, within this the A47 to King's Lynn is considered a 'critical east – west growth corridor', and the A10 between King's Lynn and Cambridge is recognised as a priority place.

Norfolk and Suffolk Economic Strategy (New Anglia Local Enterprise Partnership, 2017)

- 2.11.31. The Norfolk and Suffolk Economic Strategy, published by the New Anglia LEP in 2017, details the approach for growing the local economy, and how it can "respond and succeed in a fast-changing world". The Strategy sets the ambitions for Norfolk and Suffolk to be:
- The place where high growth businesses with aspirations choose to be
 - An international facing economy with high value exports
 - A high performing productive economy
 - A well-connected place
 - An inclusive economy with a highly skilled workforce
 - A centre for the UK's clean energy sector
 - A place with a clear, ambitious offer to the world
- 2.11.32. The Strategy recognises that to support growth in the economy a significant number of houses need to be constructed. By 2036, the two counties are aiming to create 140,000 new homes and 88,000 new jobs. Housing development will provide employment opportunities in the construction and new technologies sectors. The Strategy identifies King's Lynn, the A10 and rail corridor to Cambridge, and Great Yarmouth to King's Lynn (the A47), as 'priority places' and major growth locations. The strategic importance of the A47 is highlighted in the Strategy, as well as the ambition to dual the road.
- 2.11.33. The WWHAR scheme will support these ambitions by providing housing to support the workforce, and ensuring this housing is well connected to key employment locations. This will ensure that King's Lynn is an area where businesses want to invest and will boost the local economy and support the new levelling up agenda for the local population.

Norfolk Strategic Infrastructure Delivery Plan 2020 (Norfolk County Council, 2020)

- 2.11.34. The Council's Strategic Infrastructure Delivery Plan sets out the high-level strategic infrastructure priorities for the next 10 years. The Plan identifies the need for infrastructure development in order to help realise the potential for regional economic growth. This plan focuses on regional transport infrastructure initiatives, and highlights the importance of linking planned and existing infrastructure to housing. It recognises this as being an essential step towards promoting economic growth.
- 2.11.35. The WWHAR scheme is directly cited in this Infrastructure Delivery Plan, demonstrating the importance of this project within the region. The Delivery Plan highlights that to facilitate planned housing growth in West Winch a new road is required between the A47 and A10. This will enable the distribution of trips from the new development and to alleviate congestion on the A10 through West Winch.

Connecting Norfolk: Norfolk's Transport Plan for 2026 (NCC, 2011)

- 2.11.36. Norfolk's Transport Plan for 2026 sets out the strategy and policy frameworks intended to create sustainable transport to facilitate reliable journeys. The Plan highlights that transport should be integrated into development plans and seeks improvements to Norfolk's strategic transport network. The Plan lists the strategic aims which underpin this vision:
- Managing and maintaining the transport network
 - Sustainable growth
 - Strategic connections
 - Accessibility
 - Emissions
 - Road safety.
- 2.11.37. The Transport Plan states the priority of "improving the road and rail infrastructure to support economic and housing growth and attracting inward investment" and to "ensure all new residential developments have access to a range of services and employment". This directly aligns with the aims of the housing access road. The development of the WWHAR scheme recognises the important role that transport plays in sustainable housing development. Connecting the growing workforce to housing and employment opportunities will increase the attractiveness of the County for further inward investment.
- 2.11.38. A new Local Transport Plan is currently being reviewed, a draft version of the new Plan has recently been the subject a public consultation. This updated Plan responds to challenges ahead including air quality and carbon reductions. The West Winch Housing Access Road scheme is recognised as a priority within the new Plan to 'tackle the infrastructure deficit to ensure journeys on our major road, bus and rail connections are quick and reliable'. The Local Transport Plan is due to be adopted by NCC in the Spring of 2021.

The A47 Investing in East-West Success (A47 Alliance, 2019)

- 2.11.39. The A47 Alliance is supported by local MPs and consists of organisations such as the New Anglia and Greater Cambridge and Peterborough LEPS, the Chambers of Commerce, and the constituent local authorities. The Alliance's purpose is to promote the long-term goal of dualling the A47.
- 2.11.40. The 2019 report recognises the key role the A47 plays in connecting a number of nationally significant businesses and organisations between Lowestoft, Great Yarmouth, Norwich, King's Lynn

and Peterborough. Dualling the A47 would reduce business inefficiencies and delays travelling, attract more customers and allow businesses to invest with confidence.

- 2.11.41. The section of the A47 between East Winch and Tilney is cited as one of the three priority sections of the A47 to be dualled, this includes the A47 on approach to Hardwick Interchange. The Report acknowledges that dualling this priority section would support 16,500 new homes, the Nar Ouse Business Park and Enterprise Zone and support the planned expansion of Hardwick and Saddlebow Industrial Estates.
- 2.11.42. The WWHAR scheme directly supports this ambition to dual to A47 and strengthen the east west connection of the region. Bringing forward the housing site at West Winch will further support growth ambitions and priorities for the area.

LOCAL

King's Lynn & West Norfolk Local Plan - Site Allocation and Development Management Policies (BCKLWN, 2016)

- 2.11.43. King's Lynn and West Norfolk's Local Plan is a comprehensive plan document identifying where development will take place.. It includes policy descriptions and their relevance to growth in the area, focusing on housing developments, transport strategies and mitigation schemes to reduce negative impacts of transport.
- 2.11.44. The Plan emphasises that the A47 and A10 roads are both essential to the future growth of the area, and are in need of investment to improve their travel conditions. It highlights the current and future issues of the A10 and A47 routes, including:
- Congestion
 - Noise pollution
 - Poor air quality
 - Road safety issues
- 2.11.45. The growth ambitions of King's Lynn and West Norfolk are likely to exacerbate these issues in the future.
- 2.11.46. The Plan highlights that King's Lynn is under-performing in terms of housing. The Plan identifies West Winch as one of the "strategic urban expansion areas around King's Lynn". It recognises the allocation of land for housing by 2026, alongside the necessary supporting infrastructure.
- 2.11.47. The WWHAR scheme contributes towards the Plan's 'supporting infrastructure' statement, through providing a new road between the A47 and A10 and further enhancements to the existing network. This will aid providing the network capacity for the local area to feasibly support additional homes being built.

Local Development Framework Core Strategy (BCKLWN, 2011)

- 2.11.48. The Core Strategy sets sustainable development at the heart of the planning agenda for King's Lynn and West Norfolk. The vision is for sustainable growth, a sustainable economy and strong and healthy communities within environmental limits.
- 2.11.49. The Core Strategy recognises the A10 and the A47 as "assets of strategic importance, both essential to the future growth of the town and in need of improvement". Further, the Strategy

identifies West Winch as an area that will support the growth of the sub-regional centre (King's Lynn) through supporting significant residential development.

- 2.11.50. The WWHAR scheme aims to meet this growth ambition, bringing forwards housing in West Winch to support growth in wider King's Lynn. The scheme will also seek to deliver improvements to the A47 and A10 roads, ensuring they are able to maintain their strategic importance, and improve the quality of life for residents of West Winch.

North Runcton & West Winch Neighbourhood Plan 2016 – 2026 (West Winch & North Runcton Parish Councils, 2017)

- 2.11.51. The Neighbourhood Plan provides a policy framework that aims to define future development in the area, as well as nurturing a vibrant, integrated community.
- 2.11.52. The plan highlights that the A10 and A47 are important elements of the regional road network and that the high level of traffic can adversely affect local settlements. The Hardwick Interchange is a gateway to King's Lynn, but is prone to rush hour and seasonal congestion. Residents have expressed great concern about the impact of additional development in the Parishes that will increase traffic on these main road routes.
- 2.11.53. The WWHAR scheme acknowledges and directly addresses residents' concerns of the possibility of increased housing activity exacerbating current congestion problems, through the understanding that transport and housing planning need to be integrated. The WWHAR creates road capacity on the highway network for this additional demand, and provides traffic management and junction improvements to the current network. It will provide the capacity to sustainably create a new community.

King's Lynn Transport Study and Strategy (NCC and BCKLWN, 2020)

- 2.11.54. Working in partnership, NCC and the BCKLWN have recently completed a study to devise a Transport Strategy for the town. The King's Lynn Transport Strategy (KLTS) was adopted by both councils in early 2020 and this seeks to alleviate existing problems whilst enabling new development opportunities to support future economic growth. The KLTS includes an Implementation Plan of schemes and measures to be developed further and several workstreams are in progress stemming from this work. Notably, a Local Cycling and Walking Infrastructure Plan (LCWIP) is being developed following the Gear Change and LTN 1/20 principles. The Study sets out a Vision Statement for the Transport Strategy: *"To support sustainable economic growth in King's Lynn by facilitating journey reliability and improved travel choice for all, whilst contributing to improve air quality; safety; and protection of the built and historic environment"*.
- 2.11.55. This Vision is then translated into a set of objectives which are to:
- Provide a safe environment for travel by all modes;
 - Encourage town centre accessibility by all modes whilst conserving and enhancing King's Lynn's rich historic environment;
 - Support sustainable housing and economic growth;
 - Reduce the need to travel by car through development planning;
 - Manage traffic congestion in King's Lynn;
 - Increase active travel mode share for short journeys;
 - Promote and encourage the use of public transport;
 - Reduce harmful emissions and air quality impacts.

- 2.11.56. The Study designates that the A47 is a 'congestion hotspot' in peak hours, and that the A10 experiences congestion at West Winch in peak hours. Due to a lack of alternative routes, incidents on the A47 can impact considerably on the region. The Study notes the development of an access road between the A47 and A10 as a potential solution to some of the transport issues presented in King's Lynn, in particular to reduce emissions.
- 2.11.57. The WWHAR scheme supports the Vision and Objectives of the Transport Study and Strategy. The scheme will support housing growth and managing traffic congestion, which in turn should stimulate economic growth. By reducing levels of congestion and delays within the vicinity of West Winch village, the scheme should contribute to reducing harmful emissions.

SUMMARY

- 2.11.58. Reviewing the policy aims and objectives it is clear that the WWHAR scheme strategically aligns to priorities at a national, regional and local level. At all levels, these policies recognise the importance of delivering housing and transport infrastructure to drive economic growth. The A10, A47 and Hardwick Interchange are recognised as congestion hot spots and roads in need of investment at all policy levels. Further, the identification of the West Winch Housing Allocation site as the primary site for significant housing development is supported across regional and local policies.

2.12 STAKEHOLDERS

- 2.12.1. Given the scale of the intervention proposed, there is a wide-ranging set of stakeholders that will have an interest in the scheme.
- 2.12.2. The main stakeholder groups associated with the scheme are as follows:
- Norfolk County Council
 - Kings Lynn & West Norfolk Borough Council
 - Parish Councils within BCKLWN
 - New Anglia Local Enterprise Partnership
 - Transport East
 - Norfolk Members of Parliament
 - Highways England
 - Homes England
 - Department for Transport
 - Environment Agency
 - A47 Alliance
 - Local businesses
 - Enterprise Zone businesses and employees
 - Local residents
 - Local employees
 - Land owners
 - Housing developers including Hopkins Homes
 - Road users
 - Bus and haulage companies
 - Non-Motorised road users
 - Utilities companies

- 2.12.3. Further detail on engagement with some of these key stakeholder groups is set out below. Letters of Support are included in Appendix Q, the views of other key stakeholders are being sought.

LOCAL RESIDENTS

- 2.12.4. As discussed in the Constraints section of the Strategic Case, providing the WWHAR scheme, which will also provide an effective bypass of West Winch, is widely supported. However, it is acknowledged that because the WWHAR is essential to enable the housing growth, some might see opposing the road as an opportunity to prevent the housing developments from taking place. NCC and BCKLWN are alive to this possibility and the current programme allows time for addressing such a challenge if it were to occur.
- 2.12.5. Generally, because of the level of congestion on the existing road network and the detrimental impact of through traffic in the village, the local communities are firmly united behind the view that no housing should be allowed to come forwards prior to the development of the WWHAR scheme. However, subject to Transport Assessments submitted as part of planning applications for housing in the growth area, the BCKLWN may allow early phases to be developed, based on sound evidence, before the WWHAR scheme is in place.

PARISH COUNCILS

- 2.12.6. NCC and BCKLWN have worked closely with the Parish Councils within the Borough of King's Lynn and West Norfolk as the proposed scheme has been developed. A workshop was held with the local Parish Councils in Spring 2019 to discuss the scheme and how the local roads it crosses should be treated. This engagement was very positive and gave rise to a consensus on Rectory Road needing to pass over the scheme and not be connected, and for Chequers Lane to be severed by the scheme.
- 2.12.7. A regular stakeholder group with the local Parish Councils has now been set up by BCKLWN, led by one of their senior members. This includes their planning and legal advisors and NCC officers to ensure local viewpoints are accounted for, and the scheme is designed to meet the needs of the local residents as it progresses.

LAND OWNERS

- 2.12.8. The West Winch Growth Area Delivery Group has been set up by BCKLWN for landowners within the growth area, including some whose land will be required to construct the road.
- 2.12.9. The Legal Constraints section of the Strategic Case outlines the engagement NCC and BCKLWN have had with landowners to date.

NCC / NORFOLK MEMBERS OF PARLIAMENT

- 2.12.10. The local NCC member for Clenchwarton and King's Lynn South, where the scheme is located, supports the scheme and the funding bid. They recognise the scheme is critical to addressing connectivity issues for King's Lynn and maximising the economic potential of the area. Further the importance of the scheme in allowing the housing development to come forward.
- 2.12.11. The local MP, James Wild (North West Norfolk), has expressed his support for the scheme and for the MRN funding bid to the Leaders and Chief Executives of both KLWNBC and NCC. He believes the WWHAR is crucial to unlocking the housing growth.

TRANSPORT EAST

2.12.12. The Sub National Transport Body for the scheme is Transport East. Transport East submitted priorities for MRN schemes in July 2019, supported by a Regional Evidence Base. It recently reaffirmed its commitment at a meeting held on 3 November 2020.

HIGHWAYS ENGLAND

2.12.13. Highways England (HE) is a key stakeholder as the WWHAR scheme involves improvements and alterations to their network. HE has been actively involved in the project since summer 2019 and collaborated with scheme promoters to devise appropriate solutions for the scheme that they can support.

3

THE ECONOMIC CASE



3 THE ECONOMIC CASE

3.1 INTRODUCTION

- 3.1.1. The Economic Case set out the impacts of a scheme to inform the assessment of its Value for Money (VfM) in the use of tax payers' money. This Economic Case considers the impacts that can be measured and quantified, and also impacts that at this stage of Business Case development have been assessed qualitatively. To assess the value for money of the scheme, these impacts have been compared to the cost of delivering the scheme.

3.2 APPRAISAL METHODOLOGY & ASSUMPTIONS

- 3.2.1. This Economic Case has been developed in line with HM Treasury's Green Book and the relevant guidance from the DfT.
- 3.2.2. The economic appraisal refers to, and follows the guidance of, the following TAG Units:
- TAG Unit A1-1 (May 2018): Cost-Benefit Analysis
 - TAG Unit A1-2 (July 2017): Scheme Costs
 - TAG Unit A1-3 (March 2017): User and Provider Impacts
 - TAG Unit A2-2 (May 2018): Induced Investment
 - TAG Unit A4-2 (December 2015): Distributional Impact Appraisal
 - TAG Unit A5-4 (May 2018): Marginal External Costs
 - Value for Money Framework: Moving Britain Ahead, Department for Transport, 2015
- 3.2.3. In line with TAG, all costs and benefits in the appraisal are presented in 2010 present values (market prices). The appraisal period is 60 years from scheme opening, from 2026 to 2085.
- 3.2.4. The Value for Money Framework sets out three levels of impacts of a transport proposal:
- Level 1 – Established Monetised Impacts – the impacts include user and non-user benefits of the scheme. These impacts form the initial BCR.
 - Level 2 – Evolving Monetised Impacts – these impacts include reliability and wider economic impacts.
 - Level 3 – Indicative Monetised Impacts & Non-Monetised Impacts – these impacts include induced investment and non-monetised environmental and social impacts. These impacts can be used as switching values for the change in VfM categorisation.
- 3.2.5. As set out in the Strategic Case, the housing development at the West Winch Housing Allocation site is dependent upon transport intervention to ensure there is capacity on the road network for the additional demand. The Economic Narrative included in Appendix E further sets out the rationale for assuming induced investment and describes the anticipated impacts.
- 3.2.6. The impacts associated with induced investment (in this case dependent development) are Level 3 impacts, and not considered within the initial BCR for the scheme. The value of the dependent development is considered within the VfM assessment. The initial BCR of the WWHAR scheme considers the value of the transport scheme. This initial BCR considers the user benefits of the scheme, the non-user benefits of the scheme, and the scheme costs. The environmental and social impacts are assessed qualitatively at this SOBC stage.

TRANSPORT MODEL

- 3.2.7. The Kings Lynn Transport Model (KLTM) has been used to assess the impact of the WWHAR on transport users. To ensure it is fit for purpose in assessing the impacts of the scheme, a number of updates have been made to the model, including:
- Expanding the area of influence of the model to ensure it captures the scheme geography;
 - Increasing the model granularity within the vicinity of the scheme, i.e. disaggregating model zones around West Winch;
 - Updating the base year from 2015 to 2018.
- 3.2.8. The updated model has forecast years of 2024 (in line with TUBA guidance²⁷ this has been used as a proxy for the year of scheme opening (2026)) and 2039. The model has three-time periods:
- AM: 0800 – 0900
 - IP Average Hour: 1000 – 1600
 - PM: 1700 – 1800
- 3.2.9. Annualisation factors have been calculated to expand from these time periods to a modelled year. These factors, shown in Table 3-1, are calculated based on Automatic Traffic Count (ATC) data. The derivation of these factors is described in the Model Forecasting Report (see Appendix F).

Table 3-1 - Annualisation Factors

Time Period	Annualisation Factor
AM (0800 – 0900)	703
IP Average Hour (1000 – 1600)	1,518
PM (1700 – 1800)	676

- 3.2.10. The demand, cost and time skims are extracted from the transport model for use in the benefits calculation.

NTEM 7.2 Forecasts

- 3.2.11. The household growth for King's Lynn and West Norfolk with NTEM 7.2 is significantly higher than that shown in Office of National Statistics (ONS) data and Local Plan information. The demand matrices used in the modelling have been re-estimated to include a lower level of growth than the current NTEM forecasts to reflect this.
- 3.2.12. Traffic growth has been constrained on the basis of assumed housing growth, which is in line with the latest projections from BCKLWN. A growth figure of 555 homes per annum has been assumed based on local housing need/Local Plan review. This therefore assumes 11,655 dwellings in KLWN

²⁷ TUBA FAQs state that if scheme opening is only 1 or 2 years after the first modelled year then the modelled year data can be used represent the scheme opening year.

by 2039, rather than the 26,723 homes projected in NTEM. For the first forecast year (2024²⁸) the revised figure is 5,671 dwellings compared with 7,634 in NTEM.

- 3.2.13. For further information regarding the transport model please refer to the Local Model Validation Report (LMVR) in Appendix G, the Model Forecasting Report in Appendix F and the accompanying Technical Note in Appendix H, which sets out changes since the production of these reports.

USER IMPACTS

- 3.2.14. The user impacts of the scheme include changes in journey time and vehicle operating costs (fuel and non-fuel).
- 3.2.15. These user impacts have been quantified in the DfT software TUBA (Transport User Benefit Analysis) v1.9.14. TUBA uses the time period outputs (journey time, demand and cost skims) from the transport model, and calculates the annual user impacts in line with TAG Unit A1-3, and values from the TAG Databook. The output is a 60-year profile of the monetised changes in journey time and vehicle operating costs as a result of the WWHAR scheme.

DECONGESTION IMPACTS

- 3.2.16. At this SOBC stage of the WWHAR scheme development, the decongestion impacts have been quantified using the Marginal External Costs (MECs) approach. The methodology employed is in line with TAG Unit A5-4, and uses the change in highway kilometres forecast as a result of the WWHAR scheme along with cost rates from the TAG Databook.
- 3.2.17. The impact of decongestion is considered under the following headings:
- Infrastructure
 - Accidents
 - Local Air Quality
 - Noise
- 3.2.18. The car kilometres (KM) in the with and without scheme scenarios have been extracted from the transport model, and the difference calculated. This has then been profiled over the 60-year appraisal period, interpolating between forecast years and then holding constant post 2039. The TAG Databook gives cost rates (pence per KM, 2010 prices) for each of the headings above in five-year increments from 2015 to 2050. Post 2050 these rates are assumed to grow in line with value of time growth. The change in car KM is then multiplied by the cost rate and discounted to 2010 to give the societal impact of decongestion.

INDIRECT TAX

- 3.2.19. The indirect tax impact reflects the change in indirect tax revenue received by Central Government as a result of the scheme. This impact is closely linked to the change in fuel VOC, where duty is charged on fuel. An increase in fuel consumption will lead to an increase in indirect tax revenue, and vice versa.

²⁸ Used as a proxy for scheme opening year of 2026

3.2.20. The indirect tax impact is estimated in TUBA using outputs from the transport model.

GREENHOUSE GASES

3.2.21. The impact of the scheme on greenhouse gas emissions from vehicles has been captured in TUBA using outputs from the transport model.

SCHEME COSTS

Capital Costs

3.2.22. The Capital Expenditure (CapEx) of the scheme are the costs required to develop and construct the WWHAR scheme. This capex estimate does not include any costs associated with the development of the housing, which are captured within the LVU calculation that is outside the initial BCR. At this SOBC stage a high-level budget cost estimate for the WWHAR scheme has been prepared by WSP.

3.2.23. The costs are considered under direct works costs and indirect costs. For further detail of the scheme cost estimation methodology and assumptions please refer to the Financial Case.

3.2.24. A Quantified Risk Assessment (QRA) has not been carried out to date, therefore optimism bias has been added to the scheme costs to reflect the early stage of cost development. Given this scheme is at the SOBC stage, a 44% level of optimism bias has been applied to costs. This level of optimism bias is the upper bound for standard civil engineering projects in line with HM Treasury Green Book.

3.2.25. For inclusion in the appraisal, the following adjustments are made to these costs:

- Apply real growth above inflation forecasts
- Apply optimism bias
- Deflate to 2010 prices
- Discount to 2010 values
- Adjust to market prices

Operating and Maintenance Costs

3.2.26. At this SOBC stage, the Operating and Maintenance (O&M) costs have not undergone detailed forecasting. Therefore, these costs have been assumed to be in proportion to the capital costs.

3.2.27. The O&M cost per appraisal year is assumed to be 0.4% of the construction cost of the scheme. This estimate of O&M costs includes routine and lifecycle costs. Given these costs have been estimated at a high level at this stage of Business Case development, a 44% optimism bias has been applied to these costs in the economic appraisal. In the appraisal these costs are deflated and discounted to 2010 prices and values, and adjusted to market prices.

APPRAISAL ASSUMPTIONS

3.2.28. The table below sets out the key assumptions used in the appraisal of the WWHAR scheme.

Table 3-2 – Appraisal Assumptions

Assumption	Value	Source
Scheme Opening Year	2026	
Transport Model Base Year	2018	
Transport Model Forecast Years	2024 (proxy for 2026), 2039	
Transport Model Time Periods	AM: 0800 – 0900 IP Average Hour: 1000 – 1600 PM: 1700 - 1800	KLTM LMVR
Annualisation Factors	AM: 703 IP: 1,518 PM: 676	ATC data
Appraisal Period	60 years (2026 – 2085)	HM Treasury Green Book
Appraisal Base Year	2010	HM Treasury Green Book
Appraisal Output Price Base	£2010, PV	HM Treasury Green Book
Discount Rate	Year 0 – 30: 3.5% Year 31 – 60: 3.0%	TAG Databook Table A1.1.1
General Inflation	GDP Deflator Forecasts	TAG Databook (July 2020)
Construction Inflation	BCIS All-In TPI Forecasts	BCIS All-In TPI Forecasts (November 2020)
TUBA version	v1.9.14	
MECs cost rates		TAG Databook Table A5.4.2
Road classification for MECs	Rural A roads	Assumption
Market Price Adjustment	1.19	TAG Databook (July 2020)
Capital Cost Optimism Bias	44%	Supplementary Green Book Guidance: Optimism Bias
O&M Costs as a proportion of CapEx	0.4% per year	Assumption
Appraisal Parameters	As per TAG Databook	TAG Databook (July 2020)

3.3 OPTIONS APPRAISED

3.3.1. This Economic Case sets out the appraisal of the WWHAR scheme. The appraisal considers the impact of the transport intervention on existing transport users (i.e. under fixed land use). The following scenarios have been compared in this appraisal:

- Do Minimum (DM): land use without dependent development, current transport network

- Do Something (DS): land use with dependent development, current transport network and WWHAR scheme.

3.3.2. The difference, increment, of these two options forms the economic appraisal. Figure 3-1 and Figure 3-2 below show the DM and DS for the WWHAR scheme.

Figure 3-1 - WWHAR Do Minimum (DM)

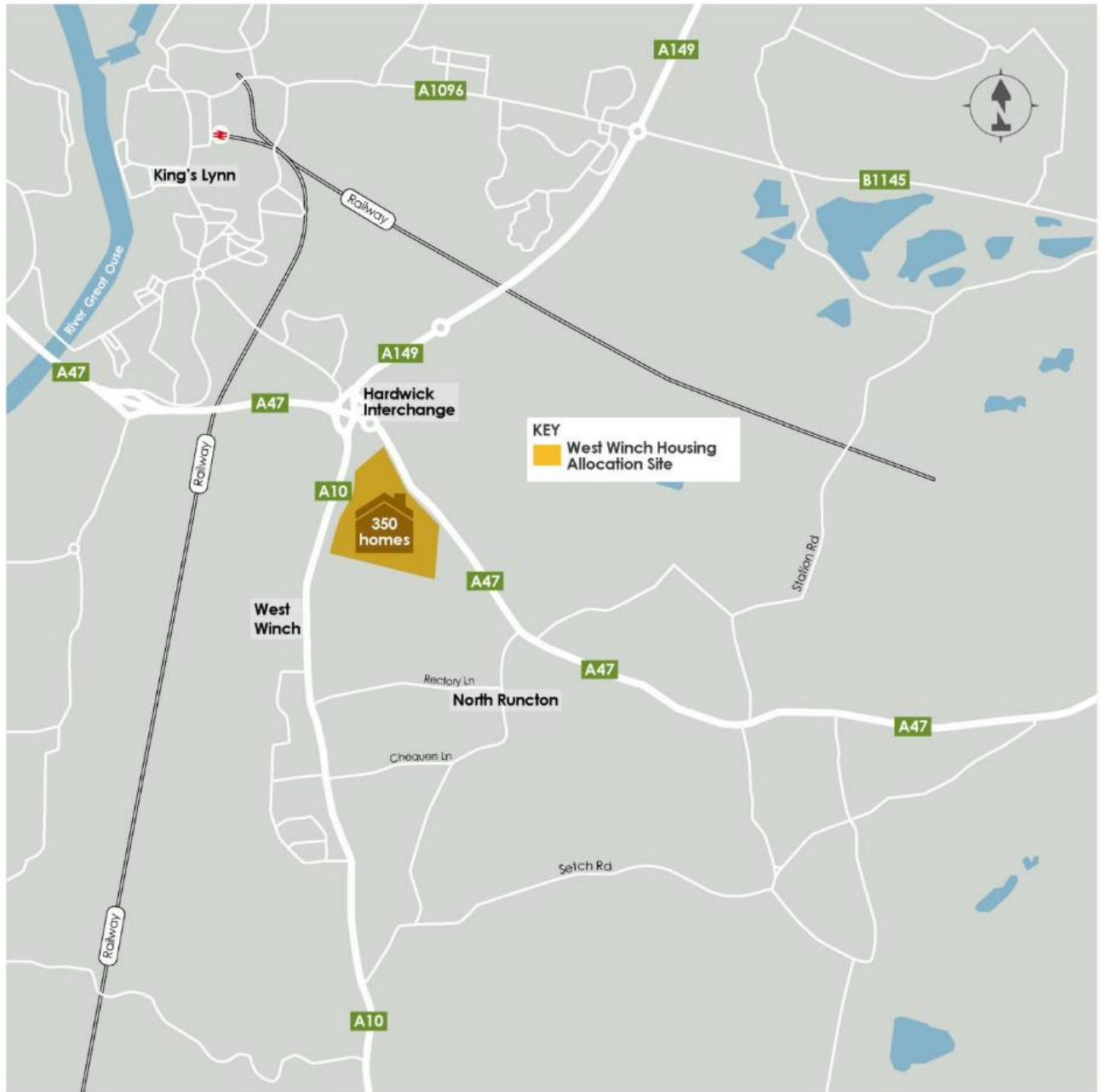
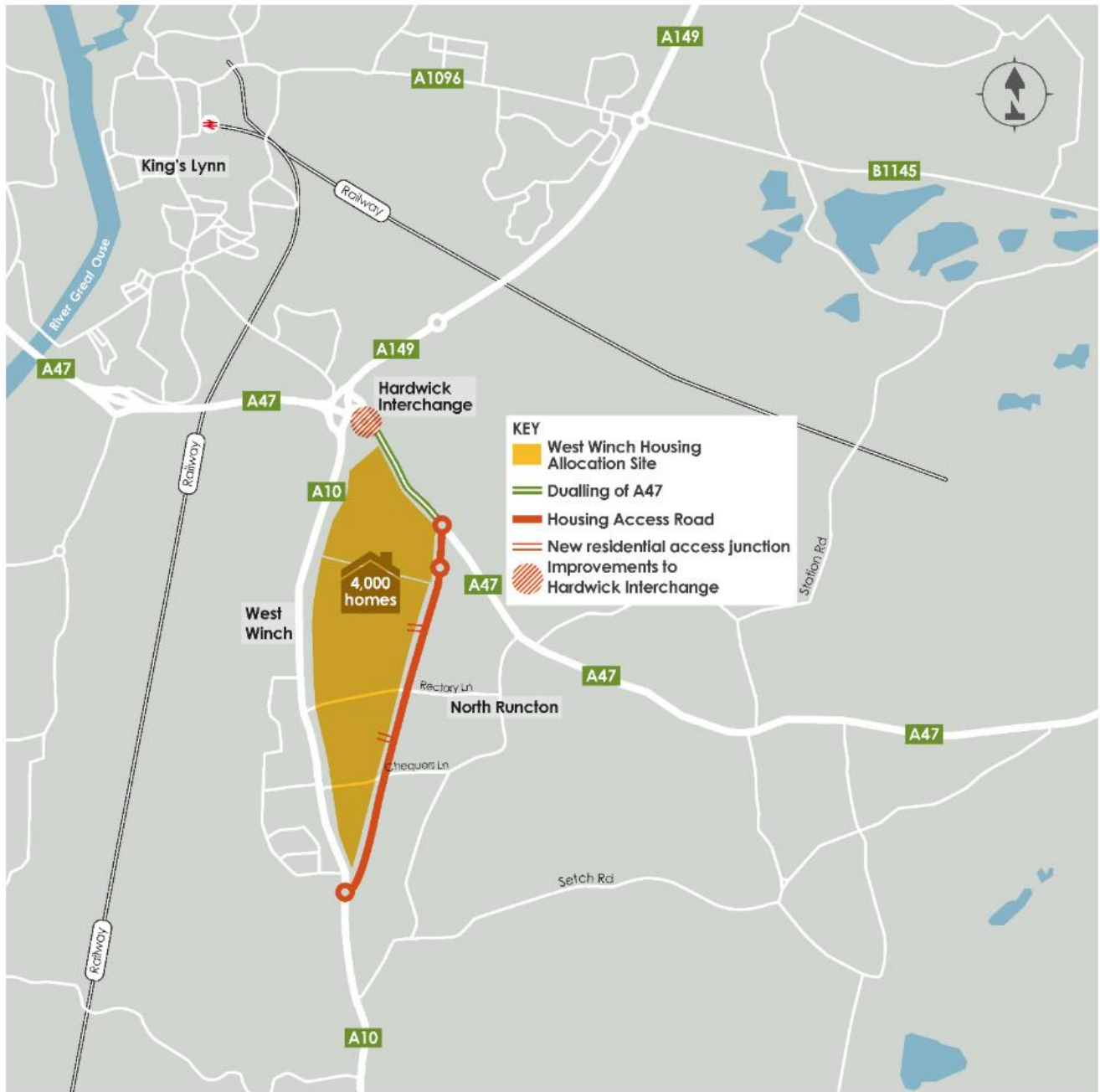


Figure 3-2 - WWHAR Do Something (DS)



- 3.3.3. To establish this scheme design, a number of design iterations were undertaken. The options established in this process do not warrant appraisal as the differences between them would be immaterial at the appraisal level and therefore not proportionate to appraise these options.

3.4 APPRAISAL RESULTS

- 3.4.1. The following sections set out the results of the components of the economic appraisal considered within this SOBC. For each component the methodology employed to establish these results is set out in Section 3.2.

JOURNEY TIME

- 3.4.2. The change in journey time between the DM and DS scenarios is calculated and monetised (in £, 2010 PV) in TUBA. Table 3-3 below shows the journey time impacts as a result of the WWHAR scheme by forecast year and also for the 60-year appraisal period.

Table 3-3 - WWHAR Scheme Journey Time Impacts

Year	Journey Time Impacts (£m, 2010 PV)
2026	0.22
2039	0.24
Total (60 year)	11.75

- 3.4.3. The scheme seeks to remove through traffic from West Winch village and divert it onto the housing access road. Through the improved design and higher speed limits, use of the access road provides journey time savings to users compared to the existing A10. However, the scheme is unlikely to result in substantial journey time savings given the length of the housing access road compared to the existing A10. Further integrating the housing access road with the A47 requires the introduction of a roundabout, the impact of this on through traffic will counteract some of the benefits generated through the dualling of the A47 as part of the scheme.
- 3.4.4. Overall the scheme results in £11.75m (2010 PV) of journey time benefits.

VEHICLE OPERATING COSTS

- 3.4.5. The change in Vehicle Operating Cost (VOC) as a result of the WWHAR scheme is categorised into fuel and non-fuel. Changes to fuel VOC are concerned with changes to fuel consumption as a result of the scheme, i.e. through more/less time spent in delays, more/less distance covered due to re-routing or more/less speed of travel. Changes to non-fuel VOC are concerned with the impact on vehicle operation aside from fuel costs, i.e. maintenance and operating costs.
- 3.4.6. The VOC impacts for WWHAR scheme have been calculated using transport model outputs and TUBA. Table 3-4 below shows the change in VOC between the DM and DS scenarios, in £2010 PV.

Table 3-4 - WWHAR Scheme VOC Impacts

Time Period/Year	VOC Impacts (£m, 2010 PV)
2026	0.01
2039	0.01
Total (60 year)	0.54

- 3.4.7. As discussed above, the introduction of the scheme diverts traffic from the existing A10 on to the access road. For some users this can result in an increased journey distance, and therefore additional costs to the user. Therefore the benefits in terms of VOCs are relatively small, over the 60-year appraisal period this results in a £0.54m (2010 PV) benefit.

GREENHOUSE GASES

- 3.4.8. The impact of the scheme on greenhouse gas emissions has been calculated using the transport model outputs and TUBA. Over the 60-year appraisal period the monetised impact of the scheme on greenhouse gas emissions is estimated to be £0.10m (2010 PV).
- 3.4.9. This shows that the scheme results in a slight reduction in greenhouse gas emissions. This ties in with the small reduction in fuel consumption captured in the VOC benefits above.

DECONGESTION

- 3.4.10. As described in the Section 3.2, the decongestion impacts are calculated based on the change in highway kilometres travelled between the DM and the DS. Table 3-5 below shows the difference in highway kilometres across the modelled area with and without the WWHAR scheme. These figures are extracted from the transport model for each time period and then annualised using the factors presented Table 3-1.

Table 3-5 - Highway Kilometres Travelled

Year	Scenario	Highway Kilometres Travelled (millions)
2026	DM	891.24
	DS	891.44
	<i>Difference</i>	<i>0.20</i>
2039	DM	936.34
	DS	936.74
	<i>Difference</i>	<i>0.40</i>

- 3.4.11. In both forecast years the implementation of the scheme results in an increase in highway kilometres travelled. This is as a result of traffic diverting from the existing A10 to the WWHAR, which is a longer route in terms of distance.
- 3.4.12. Between 2026 and 2039 the highway kilometres travelled are estimated by interpolating between the two forecast years. Applying this interpolation to the DM and DS forecasts means the difference will remain in the same proportion in these years. Conservatively, post 2039 the difference in highway kilometres travelled is held constant.
- 3.4.13. The cost rates (as per TAG Databook Table A5.4.2) are then applied to the change in highway kilometres, and discounting to 2010 PV (using rates in TAG Databook Table A1.1.1) gives the decongestion impacts of the scheme. Table 3-6 below presents these impacts over the 60-year appraisal period.

Table 3-6 - WWHAR Scheme Decongestion Impacts

Decongestion Impact	60 Year Value (£m, 2010 PV)
Infrastructure costs	-0.01

Accidents	-0.07
Local Air Quality	-0.01
Noise	0.00

- 3.4.14. The table shows that there are limited highway externality impacts as a result of the scheme. Over the 60-year appraisal period there is some increase in highway kilometres travelled which results in some small negative impacts on accidents, local air quality and infrastructure costs. It is noted that this approach to externalities only considers the overall network impact, rather than localised effects, notably on the existing A10 through West Winch.

INDIRECT TAX

- 3.4.15. The indirect tax impacts of the scheme are calculated in TUBA using outputs from the transport model. These changes in indirect tax are mainly driven by the changes in fuel vehicle operating costs. Table 3-7 below shows the indirect tax impact as a result of the scheme in each of the model forecast years and also over the 60-year appraisal period.

Table 3-7 - WWHAR Scheme Indirect Tax Impacts

Time Period/Year	Indirect Tax Impacts (£m, 2010 PV)
2026	-0.00
2039	-0.01
Total (60 year)	-0.19

SCHEME COSTS

Capital Costs

- 3.4.16. The capital costs of the scheme are incurred between 2020 and 2026. These costs are considered under construction costs, professional fees and STATS.
- 3.4.17. At this stage of scheme development, a Quantified Risk Assessment (QRA) has not been conducted. A 30% allowance for risk has been included in the scheme cost estimate. In addition to this, optimism bias has been applied to the scheme costs in the economic appraisal at a rate of 44%, this is the upper bound for a standard civil engineering project.
- 3.4.18. The Financial Case sets out further details of the scheme costs. Table 3-8 below shows the base costs for the scheme rebased to 2010 prices and values.

Table 3-8 – Scheme Costs

Cost Line Item	Total Scheme Cost (£m, 2010 PV, market prices)
Scheme Costs	53.11

- 3.4.19. At this stage of scheme development, it is assumed that £44.83m (2010 PV) of the scheme costs will be incurred by the public sector. The remaining £8.28m (2010 PV) will be incurred by the private sector through developer contributions.

Operating and Maintenance Costs

- 3.4.20. The Operating and Maintenance (O&M) costs will be incurred following scheme opening in 2026. Over the 60-year appraisal, the O&M costs are estimated to be £2.37m in 2010 prices and values. 44% optimism bias has been included in these costs.
- 3.4.21. Appendix I to this SOBC presents the Economic Appraisal Model showing the treatment of these costs in the appraisal.

INITIAL BCR

- 3.4.22. The initial BCR has been calculated based on the impacts and costs presented above. The Economic Appraisal Model included as Appendix I to this SOBC presents the calculation of the initial BCR.
- 3.4.23. Table 3-9 shows the initial BCR.

Table 3-9 - Initial BCR

Appraisal Component	60 Year Value (£m, 2010 PV)
Present Value of Benefits (PVB)	
Journey Time Impacts	11.75
Vehicle Operating Cost Impacts	0.54
Indirect Tax	-0.19
Accidents	-0.07
Local Air Quality	0.01
Noise	-
Greenhouse Gases	0.10
Private Sector Costs	-8.28
Total PVB	3.83
Present Value Costs (PVC)	
Public Sector Costs	44.83
O&M	2.37
Infrastructure MEC	0.01

Total PVC	47.21
NPV	-43.38
Initial BCR	0.1:1

- 3.4.24. The WWHAR scheme presents an initial BCR of 0.1:1. This represents Poor Value for Money.
- 3.4.25. This scheme is not a conventional 'transport scheme', transport infrastructure is required in order to deliver housing and would not necessarily deliver the same benefits as a traditional transport scheme. The scheme will also provide an alternative route to the existing A10, which will offer improved infrastructure, improved quality of life for the residents of West Winch by reducing through traffic (in particular HGVs). However, these benefits are not captured through the conventional transport appraisal, as in terms of journey times the scheme has little impact.
- 3.4.26. Appendix J presents the Transport Economic Efficiency (TEE) table, Public Accounts (PA) table and Analysis of Monetised Costs and Benefits (AMCB) table for the scheme.

3.5 ENVIRONMENTAL IMPACTS

- 3.5.1. At this stage of scheme development, most environmental impacts have been considered qualitatively, with the exception of those included in the previous section which were estimated using MECs. As part of the preparation of the planning application for the scheme, an Environmental Scoping Report has been prepared. The purpose of this report is to establish the scope of the Environmental Statement (ES) for the scheme by identifying sensitive receptors and resources. This scoping report has been used to assess the environmental impacts of the scheme. The following sections provide detail of the anticipated impacts of the scheme.
- 3.5.2. It should be noted that only the impacts as a result of delivering the WWHAR scheme have been considered within the appraisal. The impacts of the development Masterplan and wider measures as a result (LCWIP etc) have not been included within this assessment.

NOISE

- 3.5.3. There are five Noise Important Areas (NIAs) along the existing A10 between the Hardwick Interchange and the proposed tie-in with the WWHAR. There are existing residential receptors adjacent to the A10 which are likely to be experiencing high levels of traffic noise currently. There are dwellings within 300m of the scheme on Chequers Lane and Rectory Lane which are further from main roads and hence are likely to be experiencing lower noise levels currently.
- 3.5.4. There may be adverse effects at sensitive receptors as a result of the WWHAR scheme, particularly in more rural areas near Chequers Lane and Rectory Lane where road traffic is not currently a dominant noise source. An increase in noise levels might be experienced by residential receptors located in close proximity to the WWHAR and its intersection with the existing A10. There is lower potential for significant adverse effects on these receptors due to the fact that the area is already dominated by traffic noise.
- 3.5.5. There is potential for beneficial effects as a result of traffic redistribution from the scheme. Where traffic is diverted from existing roads, particularly for the sensitive receptors on the A10 between

Hardwick Interchange and the scheme including existing NIAs, there may be reductions in traffic noise.

- 3.5.6. Overall, and taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered that the WWHAR may have a **slight adverse** impact on noise.

LOCAL AIR QUALITY

- 3.5.7. Existing data shows that air quality in the local area is currently good. There are no Air Quality Management Areas (AQMAs) within 200m of the scheme and no Pollution Climate Mapping (PCM) links are currently in exceedance.
- 3.5.8. The scheme is expected to result in changes to emissions of NO_x, NO₂, PM₁₀ and PM_{2.5} along the A47 and A10 and linked routes. These changes are a result of changes in traffic flows and speeds. Air quality along Chequers Lane and Rectory Lane may be slightly adversely affected by the proposed scheme due to the new infrastructure proposed. A reduction in traffic flows is expected on minor roads within West Winch along the existing A10 due to the redistribution of traffic onto the WWHAR.
- 3.5.9. Overall, and taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered that the WWHAR may have a **slight adverse** impact on local air quality.
- 3.5.10. Based on the change in highway kilometres, the impact of the scheme on local air quality is estimated to be -£0.01m in 2010 PV.

GREENHOUSE GASES

- 3.5.11. The scheme is anticipated to result in changes to traffic flows and speeds on the existing roads in the area and the housing access road. Therefore, there are likely to be changes in fuel consumption and greenhouse gas emissions as a result in the scheme.
- 3.5.12. Greenhouse Gas impacts have been calculated and monetised within TUBA. Over the 60-year appraisal period these impacts are estimated to be a benefit of £0.10m (2010 PV).

LANDSCAPE

- 3.5.13. The landscape within and surrounding the scheme is generally flat with very gentle undulation. There are no Areas of Outstanding Natural Beauty (AONB), National Parks or Country Parks within 2km of the scheme.
- 3.5.14. No statutory landscape designations would be directly impacted by the WWHAR scheme. The proposed scheme is located in close proximity to three Public Rights of Way, including North Runcton RB3, North Runcton RB4 and West Winch FP3.
- 3.5.15. New infrastructure (including two bridges) will be constructed on an existing open field which would change the character of the local landscape and may be visually intrusive to residential properties located in proximity. There are opportunities through environmental design measures including landscape planting, to minimise the potential impacts of this.
- 3.5.16. Overall, taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered that the WWHAR scheme may have a **slight adverse** impact in terms of landscape and visual.

TOWNSCAPE

- 3.5.17. It is considered that the WWHAR would have a **neutral** impact on townscape. The proposed access road would be positioned east of the settlement of West Winch and west of North Runcton. It is anticipated that the road infrastructure would be screened by the built environment, trees and hedgerows.

HISTORIC ENVIRONMENT

- 3.5.18. There is one Grade I Listed Building, one Grade II* Listed Building and seven Grade II Listed Buildings within 1km of the scheme. No World Heritage Sites, Scheduled Monuments, Conservation Areas, Registered Park and Gardens and Registered Battlefields are located within 1km of the study area. The scheme passes through fields identified as archaeology areas in Norfolk Heritage Explorer records which are currently crossed by two single carriageways (the A10 and A47) and the Hardwick Interchange.
- 3.5.19. The proposed scheme might adversely impact two Grade II Listed Buildings, The Old Rectory (240m east) and The Gables (700m south) due to the potential increase in traffic flow and disturbance associated with the WWHAR. It might have beneficial impacts on The Mill at TF 6314 1678 Grade II Listed Building (70m east) and Church of St Mary Grade II* Listed Building (50m east) due to the expected reduction in traffic volumes along the existing A10 once WWHAR is operational. There is the potential for adverse effects on unknown and buried archaeological assets where the WWHAR is located on undeveloped land.
- 3.5.20. Overall, taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered the WWHAR may have a **slight adverse** impact on historic environment.

BIODIVERSITY

- 3.5.21. The closest designated site is River Nar Site of Special Scientific Interest (SSSI) which is approximately 1.2km to the south of the scheme. Also 1.2km to the south of the scheme is the Setchey SSSI designated for its geological interest. There are no Special Areas of Conservation with bat interest located within 30km of the proposed scheme.
- 3.5.22. Negligible impacts on ecological designated sites are anticipated. There are, however, potential undetermined effects on protected species which could be of significance and would require mitigation.
- 3.5.23. Overall, taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered that the WWHAR scheme may have a **moderate adverse** impact on biodiversity.

WATER ENVIRONMENT

- 3.5.24. The proposed alignment does not cross any Statutory Main Rivers nor is it located within Source Protection Zones (SPZs). The scheme falls within Water Framework Directive (WFD) groundwater body, North West Norfolk Sandringham Sands. The majority of the scheme falls within a Major Aquifer High and Major Aquifer Intermediate.
- 3.5.25. The proposed scheme is located within Environment Agency (EA) Flood Zone 1. Works on the Hardwick Interchange are located within close proximity to EA Flood Zone 2 and Flood Zone 3.

- 3.5.26. Overall, taking into account that to date an Environmental Impact Assessment (EIA) has not been undertaken, it is considered that the WWHAR may have a **neutral** impact on the water environment. Although there is potential for pollution or flood related impacts, it is envisaged that these would be mitigated through appropriate design and good construction practice.

SUMMARY

- 3.5.27. The table below summarises the environmental impacts of the scheme as envisaged at this stage, pending results of the detailed assessments to be carried out as part of the EIA process.

Table 3-10 – Summary of Environmental Impacts

Environmental Impact	Assessment
Noise	Slight Adverse (£-)
Local Air Quality	Slight Adverse (-£0.01m)
Greenhouse Gases	£0.10m
Landscape	Slight Adverse
Townscape	Neutral
Historic Environment	Slight Adverse
Biodiversity	Moderate Adverse
Water Environment	Neutral

3.6 SOCIAL IMPACTS

- 3.6.1. The following sections describe the social impacts of the WWHAR scheme under the headings aligning to the Appraisal Summary Table. It should be noted that only the impacts as a result of delivering the WWHAR scheme have been considered within the appraisal, the development Masterplan and wider measures as a result (LCWIP etc) are likely to deliver further social benefits than those recognised below.

RELIABILITY

- 3.6.2. Currently the A10 and A47 experience congestion and delays during peak times, exacerbated by high levels of HGV vehicles. The scheme aims to divert traffic from the existing A10 onto the WWHAR. This will improve reliability of journey times for both vehicles travelling through West Winch and also local traffic, including bus services that currently route along the A10. The WWHAR will be of a better design to cope with HGV traffic than the existing A10. Dualling of the A47 will improve journey time reliability for trips on this route as well as offering more resilience to delays, accidents and congestion.
- 3.6.3. Overall the scheme is anticipated to have a **moderate beneficial** impact on reliability.

PHYSICAL ACTIVITY

- 3.6.4. There are currently high levels of traffic travelling through West Winch on the existing A10. This is a barrier for walking and cycling trips in the vicinity of the A10, where travelling along or across the

road can be dangerous and undesirable. Diverting this through traffic onto the WWHAR will result in the existing A10 mainly serving local traffic.

- 3.6.5. As part of the housing access road there is provision for non-motorised users, this will encourage active travel and benefits associated with physical activity.
- 3.6.6. Overall the scheme is anticipated to have a **slight beneficial** impact on physical activity.

JOURNEY QUALITY

- 3.6.7. Current users of the A10 and A47 are likely to feel less stress/frustration as a result of the WWHAR scheme as the roads will be less congested. This will improve their overall journey quality. Therefore, the impact of the scheme on journey quality is assumed to be **slight beneficial**.

ACCIDENTS

- 3.6.8. The reduction in traffic, in particular HGVs, on the existing A10 should improve safety and the perception of it for residents of West Winch. Further the housing access road will be designed to meet modern design standards. However, the increase in traffic volume on the A47 and WWHAR may result in an increased number of accidents.
- 3.6.9. Based on the change in highway kilometres across the whole network, the impact of the scheme on accidents is estimated to be –£0.07m in 2010 PV. However, there are likely to be localised impacts within the vicinity of the scheme.

SECURITY

- 3.6.10. There is not anticipated to be any impact on security as a result of the scheme. Therefore, the impact is assessed as **neutral**.

ACCESS TO SERVICES

- 3.6.11. The introduction of the WWHAR will improve connections to services offered in King's Lynn and local centres at West Winch and North Roughton. Therefore, the scheme is anticipated to have a **slight beneficial** impact on access to services.

AFFORDABILITY

- 3.6.12. The scheme is anticipated to have a negligible impact on the cost of driving. Therefore, the impact is assessed to be **neutral**.

SEVERANCE

- 3.6.13. The scheme is anticipated to result in reduced traffic volume and speeds on the existing A10 through diversion of strategic traffic to the WWHAR. This will help alleviate the barrier the road creates within the vicinity of West Winch, improving severance. For pedestrians and cyclists, it will feel safer, and more pleasant to cross/walk alongside the A10.
- 3.6.14. Chequers Lane and Rectory Lane run east-west between North Roughton and West Winch. The WWHAR will sever these roads. As part of the scheme design the interaction of the WWHAR with these roads has been considered in detail. A number of options were considered to ensure the WWHAR does not create severance for residents travelling between these two villages. The current design includes an east-west vehicular bridge on Rectory Lane and a shared footway/cycleway on one side. A pedestrian and cycle bridge over WWHAR is proposed on Chequers Lane, therefore it

will no longer be possible to drive the length of the road. Neither bridge would connect to the WWHAR, but pass over it.

- 3.6.15. Overall, the scheme is anticipated to have a **slight beneficial** impact on severance.

OPTION AND NON-USE VALUES

- 3.6.16. The scheme is not anticipated to have any impact on the availability of transport services within the study area, therefore the impact is assessed as **neutral**.

SUMMARY

- 3.6.17. The table below summarises the social impacts of the scheme.

Table 3-11 – Summary of Social Impacts

Environmental Impact	Assessment
Reliability	Moderate Beneficial
Physical Activity	Slight Beneficial
Journey Quality	Slight Beneficial
Accidents	-£0.07m
Security	Neutral
Access to Services	Slight Beneficial
Affordability	Neutral
Severance	Slight Beneficial
Option and Non-Use Values	Neutral

3.7 DISTRIBUTIONAL IMPACTS SCREENING

- 3.7.1. TAG Unit A4.2 (Distributional Impact Appraisal) states there are three steps to the Distributional Impacts (DI) appraisal process:

- Screening Process: identification of likely impacts for each indicator
- Assessment: confirmation of the area impacted by the transport intervention, identification of social groups in the impact area and identification of amenities in the impact area
- Appraisal of Impacts: core analysis of the impacts, full appraisal of the DIs and input into AST.

- 3.7.2. A DI screening exercise has been carried out at this SOBC stage of scheme development. This exercise determines whether the scheme is likely to have an impact on the DI indicators, and therefore whether it should proceed to the second stage of the process. At this stage, the following indicators will proceed to the assessment stage as part the development of the scheme progresses:

- User benefits
- Noise
- Air Quality
- Accidents

- Severance
- Affordability

3.7.3. The full DI screening proforma can be found in Appendix K. At this stage it is not anticipated that the scheme will disproportionality impact any particular group of the population for the indicators considered in the screening.

3.8 VALUING DEPENDENT DEVELOPMENT

3.8.1. Appendix E to this SOBC presents the Economic Narrative for the WWHAR scheme. This narrative provides an insight into the economic context of the scheme, it articulates and justifies the scope of analysis that informs the value for money assessment.

VALUE OF DEPENDENT DEVELOPMENT

3.8.2. TAG Unit A2-2 sets out the approach to valuing the welfare impacts of dependent development and transport intervention. This includes the following steps:

- Valuing the transport scheme – considering the user benefits of the scheme under the assumption of fixed land use. This compares a scenario with the transport intervention against a scenario without, and assumes none of the dependent development. The user benefits under this approach are estimated in line with TAG Unit A1-3 (User and Provider Impacts). The value of the transport scheme forms the initial BCR for the scheme.
- Valuing the dependent development – this step involves measuring the impacts of unlocking the dependent development as a result of the transport scheme. There are four impacts considered under this:
 - Transport External Costs (TECs) – the impact of the development on existing transport users.
 - Land Value Uplift (LVU) – the change in value of land as a result of change in land use type, incorporating the cost of development of the housing.
 - Land Amenity Value – the change in amenity value associated with a different land use type, i.e. converting from greenfield land to residential properties.
 - Environmental and Social impacts – the impact of the transport scheme and dependent development compared to a scenario of no dependent development nor transport intervention.

Transport External Costs

3.8.3. The Transport External Costs (TECs) capture the impact of the additional transport demand as a result of the development on the existing transport users. These impacts are estimated by comparing two modelled scenarios:

- Without the new housing but with the transport scheme; and
- With the new housing development and with the transport scheme.

3.8.4. The two scenarios have been run in the KLTM, and outputs extracted and processed in TUBA. The impact on journey time, vehicle operating cost and indirect tax are calculated using the same approach as when valuing the transport scheme.

3.8.5. Table 3-12 below shows the TECs over the 60-year appraisal period in £2010 PV.

Table 3-12 - Transport External Costs

TECs	60 Year Value (£m, 2010 PV)
Journey Time Impacts	-144.87
Vehicle Operating Costs	-3.46
Indirect Tax Impact	1.00
Total (60 year)	-147.33

- 3.8.6. As expected, as the additional housing demand is added to the transport network this results in journey time disbenefits through increased congestion. It is likely that there is a balance of traffic between the A10 and the housing access road. As discussed when considering the transport user benefits there are implications of this on distance travelled and journey time. This balance of traffic across these routes impacts the vehicle operating costs and therefore the indirect tax revenue.

Land Value Uplift

- 3.8.7. The Land Value Uplift (LVU) has been calculated according to the methodology set out in the MHCLG Appraisal Guide and TAG Unit A2-2 Appendix D.
- 3.8.8. The deadweight assumption is that 350 homes are not dependent on transport intervention (as set out in the Strategic Case). It is assumed that 95% of the remaining 3,650 homes are additional, i.e. they would not have come forwards elsewhere in the region. Therefore, 3,468 homes are considered additional and are included in the LVU calculations.
- 3.8.9. It is assumed that the deadweight homes (350) would be developed in the period from 2022 to 2025 as no further homes can be developed until the highway scheme is put in place. The remaining 3,650 homes are then assumed to be built between 2025 and 2041. Based on the Local Plan review it is assumed that 1,600 of the homes are completed by 2032 and 3,000 by 2036. It is then assumed that the remaining 1,000 homes come forward by 2041. Within these time brackets it is assumed that the housing is delivered in an even profile.
- 3.8.10. The Gross Development Value (GDV) of the development is estimated by multiplying the number of dwellings developed by the house price per dwelling. The average house price for King's Lynn and West Norfolk in 2020 has been estimated by Gerald Eve to be £220,000 (£2020). The Land Registry dataset shows substantial house price increases in the borough, over the past five years house prices rose by approximately 4% per year in real terms. This real house price growth is applied to the 2020 house price for dwellings developed post-2020. Over the 60-year appraisal, the GDV is estimated to be £484m (£2010 PV).
- 3.8.11. The land price is then calculated by subtracting from the GDV the costs to the developer of constructing the housing. Table 3-13 below shows the values and sources of these cost components.
- 3.8.12. The IDP for South East King's Lynn Strategic Growth Area includes a high-level development appraisal for the West Winch Growth Area site. The parameters from this appraisal have informed the LVU calculation included in this SOBC.

Table 3-13 – Housing Build Costs

Cost Line Item	Assumed Value	Source
Average house size	927 sq. ft.	Weighted average of build sizes and housing composition in IDP
Build costs	£112/sq. ft. (2020 prices)	Gerald Eve
Professional Fees	8.0% of GDV	IDP
Developer Profit	17.0% of GDV	Land Value Estimates for Policy Appraisal (May 2017 Values)
Sales Agent Fees	1.0% of GDV	IDP
Legal Fees	0.5% of GDV	IDP
Marketing	1.0% of GDV	IDP
Finance Costs	7% of build costs	IDP
Contingency	5.0% of build costs	IDP
Growth in build costs	2019: 0.5% 2020: 2.2% 2021: 3.0% 2022: 3.7% 2023: 3.8% 2024 onwards: 2.6% p.a.	IDP (Annual average forecast based on Gardiner and Theobald, Turner and Townsend, Mace and BCIS All In Tender Price Index (TPI) forecast at August 2018)
Dwellings/acre	11.5	IDP

- 3.8.13. Over the 60-year appraisal period the costs are estimated to be £268m (£2010 PV). Combined with the GDV, the land price is £216m (£2010 PV).
- 3.8.14. Currently the site identified for development is greenfield agricultural land. Based on the IDP, it has been assumed that in one acre, 11.5 dwellings can be developed. For the 3,468 additional homes the area of the site for development would be 302 acres. Based on the BCKLWN 2016 Viability Assessment, the 2018 South East King's Lynn Growth Area Infrastructure Development Plan stated a value for the land in its current agricultural usage of £10,000 per acre (2016 prices). Multiplying this by the number of acres that housing is developed on each year, and converting to £2010 PV gives the current land value of £2.1m. It should be noted that this calculation includes solely the area of the houses (sq. ft. multiplied by number of dwellings).
- 3.8.15. Subtracting this current use value from the land price gives the land value uplift for the site. The LVU is estimated to be £214m (£2010 PV factor prices), and £255m once converted to market prices.
- 3.8.16. The calculation of the LVU is presented in the WWHAR LVU Model attached as Appendix L to this SOBC.

Land Amenity Value

- 3.8.17. The Land Amenity Value (LAV) is calculated based on the change in land use as a result of the scheme. In the case of the housing development on the West Winch Housing Allocation site, the land is currently greenfield agricultural land and it will transition to residential land use.
- 3.8.18. The amenity value associated with extensive agricultural land is £4,380/hectare or £1,773/acre²⁹ in 2010 prices. Multiplying this by the acres developed each year and discounting to 2010 gives a loss of amenity value of -£0.24m (£2010 PV factor prices), and -£0.28m in market prices.
- 3.8.19. The calculation of the LAV is presented in the WWHAR LVU Model attached as Appendix L to this SOBC.

Environmental and Social Impacts

- 3.8.20. At this stage of Business Case development, the environmental and social impacts have not been considered for the value of the dependent development. As the scheme progresses these impacts will be considered.

Summary

- 3.8.21. As stated in TAG Unit 2.2, the value of dependent development is calculated as the sum of the above components: TECs, LVU and LAV. This results in a value of dependent development of £107m in £2010 PV market prices.
- 3.8.22. In line with guidance in the Value for Money Framework, induced investment impacts are considered within the Indicative Monetised Impacts. Therefore, these Level 3 impacts are not considered within the initial or adjusted Benefit Cost Ratio (BCR) for the scheme, but are used as a 'switching value' of the VfM category. With the value of dependent development added to the benefits included within the initial BCR, the WWHAR scheme demonstrates **High Value for Money**.

SENSITIVITY ANALYSIS

- 3.8.23. Testing has been undertaken to explore the sensitivity of the expected outcomes to changes in inputs. These sensitivity tests are conducted on the initial BCR conditions. The following sensitivity tests have been undertaken:
- Impact of dependent development
 - 15% Optimism Bias
 - July 2020 sensitivity TAG Databook
- 3.8.24. The table below shows the impact on the PVB, PVC, NPV and BCR of each of these tests compared to the initial BCR.

²⁹ TAG Workbook: Valuing Dependent Development, May 2019

Table 3-14 - Sensitivity Analysis

	£m, 2010 PV			
Sensitivity Test	PVB	PVC	NPV	BCR
Initial BCR	3.83	47.21	-43.38	0.1:1
Impact of dependent development	110.85	47.21	63.64	2.3:1
15% Optimism Bias	3.83	36.04	-32.21	0.1:1
July 2020 sensitivity TAG Databook	1.93	47.75	-45.82	0.0:1

- 3.8.25. The table above shows that when the value of the development is considered alongside the conventional transport benefits of the initial BCR the scheme demonstrates high value for money.
- 3.8.26. Reducing the optimism bias has limited impact on the value for money of the scheme given the difference in magnitude between the PVB and PVC.
- 3.8.27. The July 2020 sensitivity TAG Databook reflects the lower economic forecasts issued by the Office for Budget Responsibility (OBR). These forecasts reflect the short term economic impacts of COVID-19 and also lower longer term growth forecasts. This sensitivity Databook has used with TUBA, LVU model, cost model and the overall appraisal model. The application of this Databook results in a 50% decrease in the PVB, largely driven by the reduction in transport user benefits. There is a small increase in the PVC due to lower economic forecasts reducing the impact of deflating to 2010 prices.

3.9 APPRAISAL SUMMARY TABLE

- 3.9.1. The Appraisal Summary Table (AST) is included in Appendix M of this SOBC.

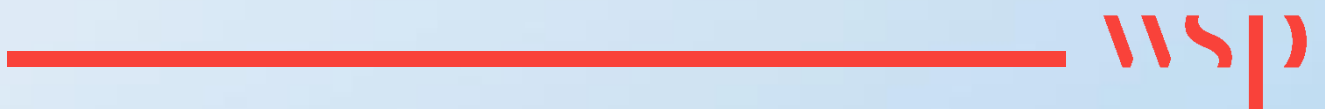
3.10 VALUE FOR MONEY STATEMENT

- 3.10.1. The WWHAR scheme has the potential to deliver **High Value for Money**.
- 3.10.2. The construction of the WWHAR scheme unlocks the significant development potential of the West Winch Housing Allocation site. The scheme is estimated to generate a LVU benefit of £255m (£2010 PV, market prices), where the land is converted into a more economically valuable land use. There is also an amenity impact associated with developing the land. The impact of this is estimated to be -£0.28m (2010 PV, market prices) based on the loss of the current agricultural land. The impact on the highway network of the increased demand from the housing site is captured through the Transport External Costs, over the 60-year appraisal period these amount to -£147m (2010 PV). This suggests a value of development of £107m.
- 3.10.3. From a transport perspective, the PVB for the scheme is £3.83m. This is comprised of £12.09m of transport user benefits and £0.01 of externality impacts. £8.28m of costs to the private sector are then subtracted from these benefits.
- 3.10.4. The PVC for the scheme is £47.21m. This is comprised of £44.83m of costs to the public sector and £2.38m of O&M costs over the 60-year appraisal period.

- 3.10.5. In addition to the monetised benefits captured above, there are also a wide range of benefits of the scheme. The WWHAR scheme is anticipated to result in a range of social benefits. The scheme will increase road capacity through dualling part of the A47 and providing an alternative travel route via the housing access road. This increase in capacity supports improved journey time reliability and journey quality through reduced congestion and delays on the road. Reducing the traffic volume on the existing A10 through West Winch will improve the quality of life for village residents. It will remove the barrier that the road currently presents, reducing severance and promoting active travel. The scheme will provide a road of improved design to better serve the high proportion of commercial traffic in the area.
- 3.10.6. There are likely to be some net environmental disbenefits as a result of the scheme. Where the WWHAR will be constructed through greenfield land, there are anticipated to be increases in noise and reductions in air quality in these areas, however there may be areas of localised improvements in West Winch where traffic is diverted away from the village. Although there are likely to be impacts on the landscape, there are opportunities to mitigate/minimise these through environmental design measures. Where the WWHAR will be constructed on undeveloped land there are risks to biodiversity and historic environmental unknowns, however it is envisaged that these impacts would be mitigated by appropriate design and good construction practice. The appraisal does not consider the wider impacts of the development Masterplan or complementary and supporting schemes including LCWIP. Delivery of these elements may further support the social and environmental impacts recognised as part of the WWHAR scheme.
- 3.10.7. At this stage, and as presented in this Business Case, it is anticipated that the WWHAR scheme will deliver significant quantified and non-quantified benefits and provide value for money for public sector expenditure.

4

THE FINANCIAL CASE



4 THE FINANCIAL CASE

4.1 INTRODUCTION

- 4.1.1. The Financial Case considers the affordability of the proposed scheme. It presents the costs of the scheme and the proposed funding sources. This Financial Case has been developed in line with guidance from HM Treasury's Green Book and the DfT.

4.2 COSTS

SCHEME COSTS

- 4.2.1. The scheme costs of constructing the WWHAR have been estimated by WSP. At this SOBC stage, a high-level cost budget estimate has been prepared. This estimate considers the construction costs of the scheme and statutory undertakers costs. The design fees, supervision and surveys costs are estimated as 23% of the construction costs. This is in line with NCC's experience on similar projects.
- 4.2.2. The Strategic and Management Cases set out the latest position in terms of land purchase required for the scheme. As discussions between land owners, NCC and BCKLWN are ongoing, an estimate has been made to the likely land costs of the scheme for inclusion in the business case. The cost of land included in the SOBC is £6.70m.
- 4.2.3. At this stage of scheme development, a Quantified Risk Assessment (QRA) has not been carried out. Therefore, to reflect the uncertainty of the scheme costs a risk allowance of 30% has been included in the cost estimate. As the scheme develops and undergoes detailed design work, a QRA will be undertaken.
- 4.2.4. The scheme costs have been estimated in 2020 Q2 prices. It is programmed that the construction of the scheme will commence in 2020/21 and run through until 2026/27. Inflation has been added to these costs to reflect the year in which they are incurred. To convert the 2020 cost estimate to outturn costs, inflation has been applied based on the BCIS All-In TPI November 2020 forecasts.
- 4.2.5. Table 4-1 below shows the breakdown of the scheme costs.

Table 4-1 – WWHAR Scheme Cost Estimates (£m, 2020)

Cost Category	£m, 2020
Construction Costs incl. Prelims	26.88
Design Fees, Supervision and Surveys (23%)	6.18
Statutory Undertakers	4.93
Land	6.70
Risk (30%)	13.41
Total	58.10

- 4.2.6. Table 4-2 shows the scheme costs adjusted for inflation.

Table 4-2 – Conversion of WWHAR Scheme Costs to Outturn Estimate

Cost Category	£m, nominal
Total Cost (2020 prices)	58.10
Inflation	6.63
Total Outturn Cost (nominal)	64.73

- 4.2.7. For further detail on the derivation of the capital cost estimates of the WWHAR scheme, please refer to Appendix N.

COST PROFILE

- 4.2.8. Table 4-3 below shows the outturn estimate of the WWHAR scheme costs for the period 2020 / 21 to 2026 / 27.

Table 4-3 – WWHAR Scheme Cost Profile (£m, outturn)

Cost (£m, nominal)	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Scheme Cost	0.96	4.68	13.79	1.74	13.39	21.27	8.90	64.73

OPERATING AND MAINTENANCE COSTS

- 4.2.9. There will be costs associated with the maintenance of the WWHAR. At this stage of Business Case development these costs have been considered as a proportion of the construction costs. The annual O&M costs are assumed to be 0.4% of the construction costs. Over the 60-year appraisal period this gives O&M costs of £6.45m (£2020), and after inflation £15.45m (nominal). These costs are assumed to be incurred by the local authority.

4.3 FUNDING

- 4.3.1. Work undertaken as part of the IDP identified that it was not viable for the housing development to fund the construction of the housing access road in full. Therefore public sector funding from the MRN Fund is sought to fill this gap.
- 4.3.2. In order to be eligible for MRN funding, the Government contribution to the scheme cost should be between £20m - £50m, and local or third-party contribution should be at least 15% of the total scheme costs.
- 4.3.3. It is anticipated that part of the funding required to deliver the scheme would be met by the DfT through MRN funding. NCC is seeking £50.08m (nominal) of MRN funding to support the delivery of the scheme.
- 4.3.4. The remaining cost is assumed to be met through developer contribution. The IDP for the South-East King's Lynn Strategic Growth Area identified that the developer contribution would be £13m in 2018 prices. Within the Financial Case this has been inflated to the year in which costs will be incurred. This equates to a 23% contribution. The IDP identifies the possible funding streams that could be utilised alongside the MRN funding to deliver the scheme.

SECTION 106 PLANNING OBLIGATIONS

- 4.3.5. Planning obligations, one of the key mechanisms available to BCKLWN, are a legally binding document that enables the local authority to secure contribution to the provision of infrastructure to support development. Planning obligations are entered into with regard to Section 106 (S106) of the Town and Country Planning Act 1990.

SECTION 278 HIGHWAY AGREEMENTS

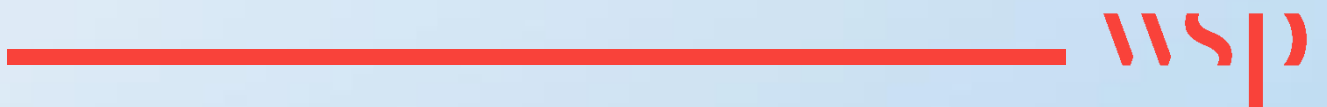
- 4.3.6. Section 278 agreements secure highway works required to facilitate or service a proposed development. These works are outside of the development site, hence the distinction from Section 106 agreements. Works covered by the Section 278 agreements include roundabouts, signalised junctions, right turn lanes, safety related work such as traffic calming, street lighting and improved facilities for pedestrians and cyclists.
- 4.3.7. These agreements are made between the landowner/developer and the Highways Authority.

LAND DEVELOPMENT/EQUALISATION AGREEMENT

- 4.3.8. As set out in the Legal Constraints section of the Strategic Case, the housing allocation site is in multiple ownership, and the BCKLWN and their advisers have been working to develop a Collaboration Agreement between the landowners. The Collaboration Agreement is a commercial facility to deliver the land more equitably to ensure the overall Masterplan comes forward. The intention is that there will be an overarching Masterplan S106 Agreement that all landowners will need to sign up to. Beneath this there will be specific individual S106 agreements related to each site.
- 4.3.9. In order to expedite work on the Collaboration Agreement, the BCKLWN have bought an option on a significant area of land in the growth area. This together with land owned by NCC forms almost 50% of the land required to develop the growth area. The BCKLWN and NCC are in the process of combining their land in a One Public Entity (OPE) undertaking.
- 4.3.10. The expectation is that the Collaboration Agreement work will be completed before the submission of the OBC. Both councils are aware of the importance of having control of the land to build the road and have discussed the prospect of falling back on a CPO process should that prove to be necessary.
- 4.3.11. As the Business Case progresses this mechanism will be developed in more detail in relation to land acquisition for construction.

5

THE COMMERCIAL CASE



5 THE COMMERCIAL CASE

5.1 INTRODUCTION

- 5.1.1. The Commercial Case outlines the commercial viability of delivering the proposed scheme. At the SOBC stage this addresses the specification of outputs of the scheme and the strategy for procurement.
- 5.1.2. This chapter has been developed to follow HM Treasury's Green Book and the relevant guidance from the DfT (TAG).
- 5.1.3. At this stage of the Business Case, the Commercial Case is high level. Details on areas such as contract lengths, contract management, and risk allocation and transfer will be finalised at a later stage of scheme development.

5.2 OUTPUT BASED SPECIFICATION

- 5.2.1. As set out in the Strategic Case, a range of objectives have been established for the scheme. The proposed scheme has been developed to provide the outputs to underpin the outcomes sought. Notably this is to provide the transport infrastructure required to facilitate residential expansion and employment growth in King's Lynn and West Norfolk.
- 5.2.2. Detailed design will be undertaken as part of the ongoing scheme development, and the output specification will be confirmed during the procurement and contract management process.

5.3 PROCUREMENT STRATEGY

DELIVERY MODELS

- 5.3.1. The decision on the form of contract to use to procure the services to deliver the proposed WWHAR scheme has not been made yet. The decision will be based on an assessment of a number of potential arrangements and their ability to best meet the requirements of the project. The requirements will reflect the specific factors of the proposed scheme, including, the stage of development of the project, process and construction risks and the appetite to accept or transfer risks to other parties so that the risk sits with the party best placed to manage it. This will all be considered in the context of the strategy objectives of NCC and BCKLWN, which are:
 - Managing and maintaining the transport network
 - Sustainable growth
 - Strategic connections
 - Accessibility
 - Emissions
 - Road safety
- 5.3.2. It is anticipated that the following forms of arrangements will be considered:
 - Conventional arrangement with one contract for the detailed design and specification for construction and a separate contract for construction
 - Single contract covering both design and build
 - Early Contractor Involvement (ECI) for design and build contract, but with a breakpoint prior to construction if the contractor's performance is not satisfactory.

- 5.3.3. Each of these arrangements has benefits and challenges, as described below.

Conventional Arrangement

- 5.3.4. This arrangement provides the client with close control over the design process. However, as the construction contract is awarded separately on the basis of the completed design, the construction contractor may be different from the design contractor. This limits the opportunity for the construction contractor to employ innovation, which may benefit the scheme, as the design is already set.
- 5.3.5. Separation of the work also introduces an interface risk whereby the construction contractor may raise issues with the design, which the client in the first place needs to manage. This form of contracting is therefore most appropriate for projects which carry low risks, or clearly known risks, and relate to 'tried and tested' solutions.

Single Contract

- 5.3.6. A single stage Design and Build (D&B) contract removes the interface risk from letting two separate contracts. Bidders for a D&B contract provide a target price on the basis of an outline design already produced. This approach offers the opportunity for bidders to innovate in their approach where they believe it will improve the efficient delivery of the scheme (and therefore the competitiveness of their target price), as well as ensuring the design they develop will be deliverable as they will be contracted to deliver it.
- 5.3.7. A challenge with a single contract is the requirement at the bidding stage to estimate the target cost based on the outline design. There is a risk that during the development of the detailed design and during construction the actual cost changes significantly from the target cost estimated. Robust arrangements for change controls are necessary and the client-contractor relationship may become very adversarial with the potential for contractual claims and disputes.

ECI Design and Construct

- 5.3.8. Early Contractor Involvement is intended to ensure a collaborative way of working. The contractor becomes part of the project team early enough in the process to enable it to shape the approach and draw on its experience to support the successful realisation of the project. The early engagement and continuity through the design and construction stages should reduce risks related to constructability and the overall project.
- 5.3.9. To mitigate the cost risk element of the single D&B contract approach, while the intention is to retain the same contractor throughout the whole process, there is the opportunity to re-let the work if following the development of a detailed design an acceptable target price cannot be agreed (and/or contractor performance has not been satisfactory). The contract provides for the client to be the owner of the detailed design enabling it to procure a new construction contractor if required.
- 5.3.10. Whether with the original contractor or a new one, the approach supports greater certainty for the estimation of target prices as they are based on the detailed design that has been developed, hence reducing the risk of cost overruns.

FORMS OF CONTRACT

NEC Engineering and Construction Contract

- 5.3.11. The NEC Engineering and Construction Contract suite of contracts, originally known as New Engineering Contract, has been used to deliver building and engineering schemes globally since its first publication in 1993. The NEC suite uses plain language and promotes good communication and management to deliver projects. The NEC suite has been endorsed by governments and industry with the current revision, NEC4, being published in 2017.
- 5.3.12. The NEC offers five Conditions of Contract options for delivery of engineering projects including priced, target cost and cost reimbursable contracts. The different conditions, based around common core clauses, seek to allocate risk management to the appropriate party and promote non-adversarial working. The Contract is administered by an appointed Project Manager.
- 5.3.13. The NEC suite encourages a collaborative approach to deliver schemes and promotes proactive management of risks to deliver schemes on programme and budget.

Infrastructure Conditions of Contract

- 5.3.14. The Infrastructure Conditions of Contract (ICC) suite of contracts is also aligned to UK civil engineering and infrastructure work. ICC provides a clear and standardised contract specifically tailored for civil engineering and infrastructure projects. It is endorsed by the sponsoring bodies, Association for Consultancy and Engineering and the Civil Engineering Contractors Association.
- 5.3.15. Separate versions of the ICC Conditions of Contract cater for a variety of types of contract strategy including measurement, target cost and design and construction. The different conditions provide options for delivery with each offering a comprehensive and clear set of conditions with clear risk allocation between Employer and Contractor. The contract is administered by an independent engineer.
- 5.3.16. The procedures set out in the Contract provide a cooperative form of contract that should prevent or reduce delays and allow control of costs at any stage of a Contract.

Form of Contract Discussion

- 5.3.17. The NEC and ICC contract suites both provide a robust contracting framework through which the scheme could be delivered. They have proven track records for the delivery of infrastructure schemes and are widely accepted within the UK civil engineering industry. The NEC is considered a less adversarial form of contract although the most recent revisions of the ICC have also attempted to promote collaboration.
- 5.3.18. Both the NEC and ICC offer a range of Conditions of Contract which would enable NCC to select conditions that best align to the scheme procurement objectives.
- 5.3.19. NCC contract procurement rules allow for either the NEC or ICC standard form to be adopted for the delivery of major projects. Previously, NCC has adopted NEC for tendered civil engineering, maintenance and professional services contracts and has found from its experience in procuring construction works that this is generally the preferred form within the highway construction sector. As a result, NCC internal support services and 'in-house' term consultant, WSP, have greater experience and capability procuring works under the NEC suite.

PROCUREMENT ROUTES

5.3.20. The following procurement route options were considered for the scheme:

- New UK 'Find a Tender Service' (FTS) – previously OJEU Competitive Tender Process
- Eastern Highways Alliance (EHA)

5.3.21. These are described in detail below.

OJEU Competitive Tender Process

5.3.22. The Official Journal of the European Union (OJEU) is the publication in which all public sector tenders valued above £4,733,252 (for infrastructure projects) must be advertised³⁰.

5.3.23. Four options within the FTS procurement process have been considered:

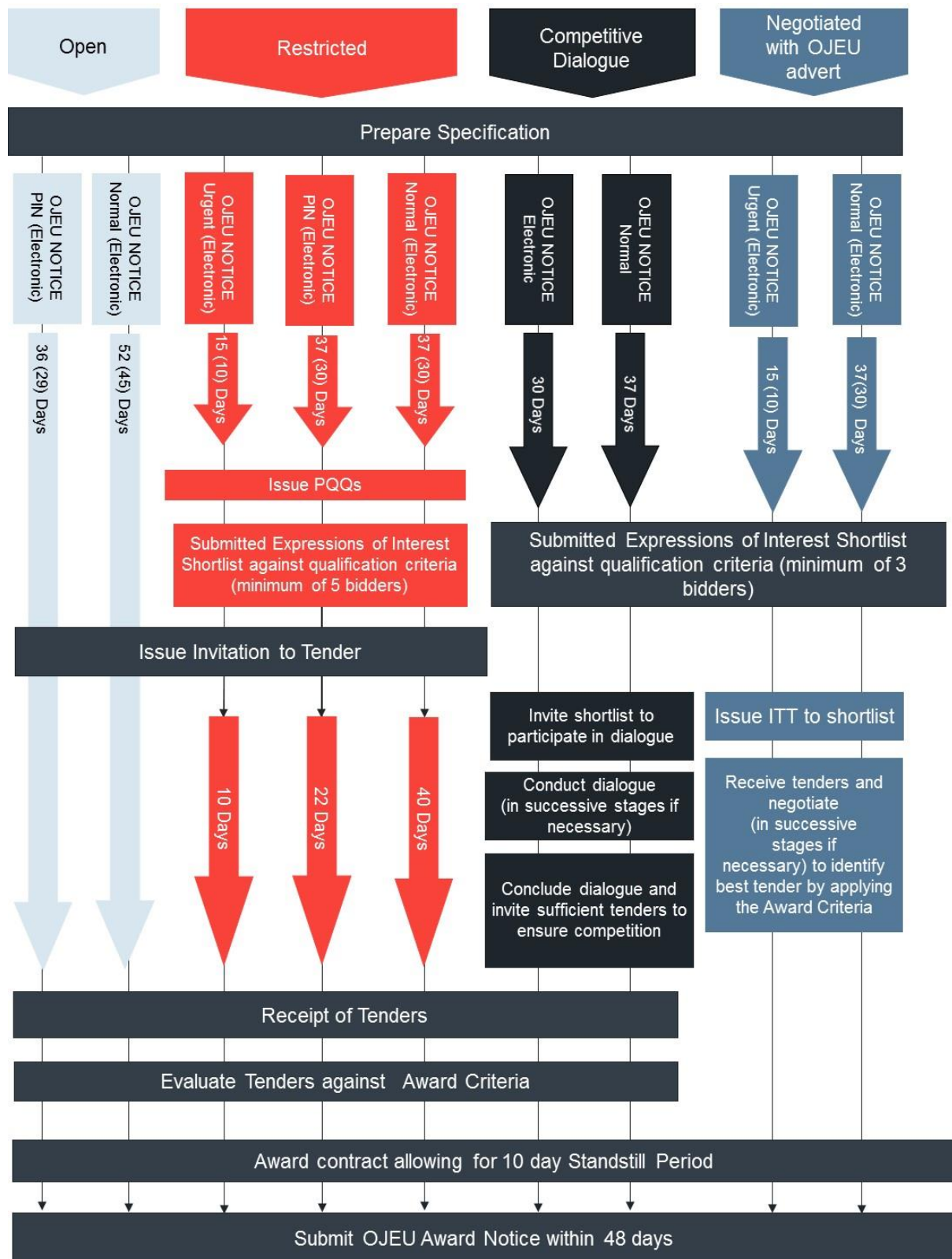
- Open Tender
- Restricted Tender
- Competitive Dialogue
- Competitive Procedure with Negotiation

5.3.24. Figure 5-1 below shows the process under these options.

³⁰ Revised guidance for UK procurement (post-Brexit) has recently been published (10 November 2020). Whilst OJEU tendering has been replaced for advertising new contracts post-January 1st 2021 (with Find a Tender), it is not expected this would change any of the considerations contained within the commercial case, nor the contracting strategy. This however will be reviewed as part of any further procurement assessment before commencing the process.

Note, this also applies to the Eastern Highways Alliance described below, which itself was published via OJEU. However, call-off contracts advertised / awarded via the EHA do not require publication on OJEU.

Figure 5-1 - Procurement Options³¹



Open Procedure

- 5.3.25. This procedure is often used for the procurement of commodity products which do not require a complex tender process in order to be purchased.
- 5.3.26. This procedure allows an unlimited number of interested parties to tender against defined parameters. There are no restrictions (e.g. pre-qualification) on the parties who are permitted to tender, meaning that some parties may not be suitable to carry out the work. This procedure is straightforward and transparent but can attract a large number of potential bidders (which will require a greater degree of assessment and resource requirements).

Restricted Procedure

- 5.3.27. This is a two-stage procedure. The first stage allows the contracting authority to set the minimum criteria relating to technical, economic and financial capabilities that the potential bidders have to satisfy. Following evaluation of the responses to the first stage, typically five bidders (unless fewer qualify) are invited to tender in the second stage.

Competitive Dialogue

- 5.3.28. This procedure is appropriate for complex contracts where contracting authorities:
- are not objectively able to define the technical means capable of satisfying their needs or objectives, and/or
 - are not objectively able to specify the legal and/or financial make-up of a project.
- 5.3.29. This is a multi-stage procedure. The first stage is a pre-qualification to select the potential bidders to participate in the dialogue. In the second stage the contracting authority enters into a dialogue with the potential bidders to identify and define the means best suited to satisfying their needs.
- 5.3.30. Any aspect of the contract may be discussed, including technical requirements for the works to be delivered and the commercial/contractual arrangements to be used. The dialogue may be conducted in successive phases with the remaining bidders being invited to tender. By the end of the dialogue phase the contracting authority's requirements will have been determined such that the scheme can be tendered. In the final stage, the remaining bidders from the dialogue phase are invited to tender for the scheme.
- 5.3.31. This procedure is used in more limited circumstances described in the Regulations and if the client is very clear about the requirement and does not wish to discuss alternative solutions then there is no need for dialogue.

Competitive Procedure with Negotiation

- 5.3.32. This procedure is intended to be used where minimum requirements are able to be specified but negotiations with bidders may be needed to improve the initial tenders. The grounds for using this procedure are as follows:
- Where needs cannot be met without adaptation of readily available solutions

³¹ Adapted from https://www.procurementjourney.scot/sites/default/files/documents_library/Issue%20ITT%20-%20OJEU%20Process%20Timescales%20Document.pptx

- Where the contract includes design or innovative solutions
- Where the requirement is complex in nature, in its legal and financial make-up or because of its risks
- Where the technical specifications cannot be established with sufficient precision
- In the case of unacceptable/irregular tenders

5.3.33. Within this procedure, bidders initially submit tenders based on the information issued by the contracting authority. The contracting authority is then able to review the tenders it has received and negotiate with the bidders, following which the tenders will be resubmitted.

5.3.34. This procedure can only be used in the very limited circumstances described in the Regulations, generally where it is not possible to use either the Open or Restricted Tender route and would not be applicable to the award of the scheme. It may be appropriate where:

- The contracting authority is unable to produce an ITT / specification without discussing its needs in detail with suppliers (but iterative discussions with bidders should allow a detailed solution to be specified)
- Where the solution is likely to be particularly complex and will require dialogue with bidders to conclude. The competitive dialogue procedure is generally used for complex procurements such as PFI / PPP projects

5.3.35. The advantages and disadvantages of the OJEU procurement process are described in Table 5-1.

Table 5-1 – Advantages and Disadvantages of the OJEU Procurement Process

Advantages	Disadvantages
The OJEU process provides a robust procurement route that follows legal regulations	Potentially longer procurement period required compared to alternative procurement route options
There is a clearly auditable procurement and award process	Increased level of resources required to carry out the procurement process
Competition is open to a wide range of Contractors, so competitive prices should be received	
NCC can choose which form of contract the scheme is awarded under	

Eastern Highways Alliance

5.3.36. The Eastern Highways Alliance (EHA), Eastern Highways Framework 3 (EHF3), recently awarded in October 2020, is designed to deliver highways schemes for the 10 members of the EHA, of which NCC is one. The Framework seeks to build on the successful delivery of projects across the region through the previous Frameworks, most recently EHF2, which expired in June 2020. It forms a key part of the strategy for efficient and effective delivery of larger highways and transport schemes from the overall capital programme.

5.3.37. The appointed Contractors under EHF3 Lot 3 are:

- Interserve Construction
- BAM Nuttall
- John Sisk

- 5.3.38. The procurement of the EHF3 was led by Essex County Council. The OJEU PIN was issued in April 2019 and the tender process started in June 2019. The general format is broadly similar to the EHF2 version, but now with more lots covering a wider financial scope.
- 5.3.39. The EHA has adopted the NEC4 suite for EHF3. Depending on the delivery methodology, a wide range of the Option Clauses are available for use.
- 5.3.40. The EHA Framework Contract provides NCC with a significant level of flexibility in terms of delivery options, as well as a swift route to market that negates the need for an OJEU process, should the Authority choose. EHF3 mirrors the delivery options of EHF2 in terms of routes to market, Competed Services (formerly Mini Competition) and Standard Services (formerly Direct Award). There are three financial Lots available within this new Framework, Lot 1 which covers works up to £2.0m, Lot 2 for works between £1.5m and £7.0m with Lot 3 covering £5.0m to £30.0m (and greater with EHA Board approval).
- 5.3.41. Competed Services follows the 'First Principles' pricing strategy, whereby Client Authorities provide Framework Contractors with a Works Information bundle including Scheme Specific Information, Drawings, Health and Safety File and any other information as deemed necessary by the Client, to allow a price to be developed. Prices are then submitted by the Contractors through the mini competition process, which will then be combined with previously submitted Quality weightings to identify the most advantageous submission. Award is then made to the appropriate Contractor.
- 5.3.42. The standard weightings between Price and Quality which are used to obtain a position on the Framework are 60/40. However, there is flexibility within the Framework to allow Clients to change these 'headline' weighting to suit priorities or objectives for individual call-offs (as long as Contractors are informed in the Works Information at tender stage). The Framework also offers the ability to use a suite of quality questions, including a 'free text' question, for individual call-off situations and change the weightings associated to those questions. This flexibility allows Authorities to tailor their requirements around delivery to individual schemes
- 5.3.43. Although Standard Services is a quick way to price a scheme and give some degree of certainty in budgetary terms (due to the availability of a schedule of rates), this will not be a delivery option considered for this scheme as the financial ceiling for works in this Award process is £7.0m.
- 5.3.44. The advantages and disadvantages of using the EHA procurement route are described in Table 5-2.

Table 5-2 – Advantages and Disadvantages of the EHA Procurement Route

Advantages	Disadvantages
Fast route to market	Reduced number of Contractors to be able to choose from which may not drive the level of competition and consequently obtain the value NCC are seeking
Probity of Framework Contractors already proven	Price fluctuations could be susceptible to level of throughput associated to Framework, i.e. increased workflow through a small number of Contractors could drive higher tender prices
Good working relationships built through wider Framework working groups	Framework does not support all NEC4 Contract Options. These restrictions may limit the scope

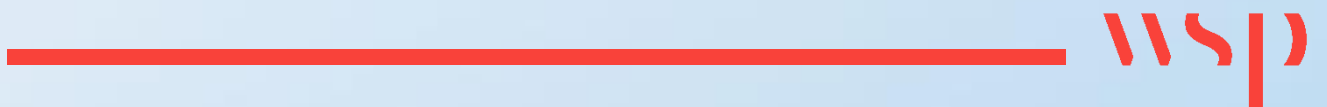
	available to consider variant design solutions and value engineering proposals
Good flexibility in terms of financial value covered by Framework	No flexibility within Framework to choose suitability of Contractor. Potential for dialogue with all Contractors could be reduced by Framework rules
Framework will be supported by Framework Manager to assist relationships between Authorities and Framework Contractors	Framework can be susceptible to a lack of competition; particularly should a Contractor have to withdraw and reduce the required 'tender list' to two
	As Contract terms have not been fully appraised for EHF3 it is possible that they may not fully align with NCC's requirements for this project delivery. It is likely that the scope of the Framework could be amended to suit NCC's requirements, however, it may be more straightforward to utilise a standalone NEC4 Contract
Streamlined tender process allows for fast tender prices	
Reduced procurement costs	Needs to be balanced against fees for using the EHF contract
ECI Option available	

5.4 SOURCING OPTIONS

- 5.4.1. Following a decision on the procurement strategy, the appropriate procurement route will be identified. As this stage it is anticipated that it will be procured through a competitive tendering process consistent with the County Council's procurement requirements. This will seek the most economically advantageous tender (MEAT) on the basis of quality and commercial submissions.

6

THE MANAGEMENT CASE



6 THE MANAGEMENT CASE

6.1 INTRODUCTION

- 6.1.1. This chapter forms the Management Case, which assesses whether a proposal is deliverable. The Case tests the project planning, governance structure, risk management, communications and stakeholder management, benefits realisation and assurance.
- 6.1.2. The Management Case has been prepared in line with DfT guidance for the preparation of transport business cases, using HM Treasury's (HMT) Five Case Model and TAG guidance.

6.2 EVIDENCE OF SIMILAR PROJECTS

- 6.2.1. NCC has successfully procured and delivered a large number of projects since 1999 using the NEC Engineering and Construction Contract. The projects vary in size and complexity and include:
- Broome Ellingham Bypass
 - King's Lynn Household Waste Recycling Centre
 - Nar Ouse Regeneration Scheme
 - Sprowston, Harford and Thickthorn park and ride sites
 - Cringleford Cluster (including new development link road)
 - A140 refurbishment at Scole
 - King's Lynn South Lynn Transport Major
 - King's Lynn Major Developments (including new development link road)
 - King's Lynn Transport Interchange
 - A47/A1042 Postwick Hub Junction
 - A12/A143 Link Road
- 6.2.2. Norwich Northern Distributor Road (NNDR) Table 6-1 below sets out the scope of the works, costs, timescale and procurement strategy followed for the three most recent schemes.

Table 6-1 – Evidence of Similar Projects

Scheme Name	Description	Contract	Form of Contract	Approximate Project Value	Construction Date
A47/A1042 Postwick Hub Junction Improvement	Construction of a new bridge over the A47 and the construction of associated link roads, slip roads, roundabout junctions, a signal-controlled junction and new access arrangements to the existing Park and Ride site	NEC3 Engineering and Construction Contract	Option C, with a Target Price developed from first principles and an incentivised approach which aimed to deliver the construction works below the target figure.	£28m	Construction commenced in May 2014 and opened to traffic in December 2015

A12/A143 Link Road	Construction of a new link between the A12 trunk road and the A143	NCC Term Service Contract - NEC3 Engineering & Construction Contract	Option C, with a Target Price developed from first principles and an incentivised approach which aimed to deliver the construction works below the target figure.	£8m	Construction commenced in September 2014 and opened to traffic in December 2015
Norwich Northern Distributor Road	Construction of 20km dual carriageway including eight bridges (one over a railway), a grade separated junction, and associated link roads and roundabout junctions	NEC3 Engineering and Construction Contract	Option C, with a Target Price developed from first principles and an incentivised approach which aimed to deliver the construction works below the target figure.	£177m	Construction commenced December 2015 and fully opened to traffic in April 2018

- 6.2.3. All of the schemes have been developed and tendered by NCC or procured using the Council's Strategic Partnership Contract or the Highways Term Service Contract using an Option C Target Cost Contract. The Council has fulfilled the role of Project Manager. A Delivery Team has been used successfully on major infrastructure schemes and this approach will again be followed for the WWHAR scheme.
- 6.2.4. For the WWHAR scheme, opportunities will be taken, wherever possible, to improve delivery processes by acting upon the lessons learnt from recent schemes. For example:
- Using knowledge and experience gained during the Town and Country Planning Act (TCPA) process to assist with the development of the TCPA application submission;
 - Maintaining good stakeholder consultation and engagement, including developing statements of common ground wherever possible, during design development and construction phases of the project;
 - Finalising as much design work as possible before moving to the construction phase. Any change to the design during the construction phase is disruptive;
 - Early engagement with utility providers as part of the detailed design phase including establishing the location of apparatus on site using trial holes;
 - Early procurement of the main contractor and engagement with sub-contractors to provide early contractor involvement during the detailed design;
 - Where significant archaeological excavation is necessary, planning to carry out this work prior to the main start of works where this is possible; and
 - Aiming to carry out as much utility diversion work as possible prior to main start of works.

CONSULTANT EXPERIENCE

- 6.2.5. NCC is being advised by WSP Ltd, the Council's consultant, and a major provider of highway consultancy services to local authorities.
- 6.2.6. WSP has experience and expertise in business case proposals, optioneering for cost benefit analysis, planning applications and detailed design for major infrastructure projects for central and

local government clients. Recent projects include the M4 Smart Motorway for Highways England, the A5 Western Transport Corridor for Transport Northern Ireland, the Lowestoft Lake Lothing Third Crossing for Suffolk County Council and the Great Yarmouth 3rd River Crossing. WSP is also one of the UK's leading providers of support services to the statutory procedures required to plan, deliver and maintain infrastructure projects, providing land referencing, stakeholder engagement and consultation service, and order management.

CONTRACTOR EXPERIENCE

- 6.2.7. It will be essential to appoint a contractor with significant experience in delivering similar large-scale bridge and highway projects. The options for the procurement of the contractor are summarised in the Commercial Case, and the management of the contractor is considered in the Project Governance section below.

6.3 PROGRAMME/PROJECT DEPENDENCIES

- 6.3.1. The WWHAR scheme is a stand-alone project, which can be delivered independently of any other scheme or development.
- 6.3.2. The WWHAR scheme includes improvements and changes to A47 junctions which are the responsibility of Highways England. In view of this, the scheme has been developed with Highways England and they are represented on the current project team. NCC will continue to work closely with Highways England in the detailed design phase to ensure the scheme remains acceptable to both parties.
- 6.3.3. Land assembly for construction of the WWHAR is being considered as part of the Masterplan Framework S106 Agreement being developed by BCKLWN. Progress on this will be reported as part of future business case submissions
- 6.3.4. From the legislative perspective, there are no dependencies for the WWHAR.

6.4 GOVERNANCE, ORGANISATIONAL STRUCTURE AND ROLES

- 6.4.1. The governance structure for delivery of the WWHAR scheme follows an established structure that has been used by NCC for the successful delivery of previous schemes.
- 6.4.2. To ensure successful delivery of this scheme, NCC has established and will continue to resource the following bodies:
- Project Board
 - Project Delivery Team
 - Stakeholder Group
- 6.4.3. At the heart of project governance is the Project Board, which is accountable through the Project Sponsor to NCC, and is responsible for reviewing the scheme and taking key decisions. The Senior Responsible Officer is accountable to the Project Board and is responsible for the work of the Delivery Team.

PROJECT SPONSOR

- 6.4.4. The Project Sponsor is NCC, represented by Tom McCabe, the Council's Executive Director of Community and Environmental Services and Head of Paid Service.

SENIOR RESPONSIBLE OFFICER

- 6.4.5. The Senior Responsible Officer will be David Allfrey who is currently Infrastructure Delivery Manager at NCC.
- 6.4.6. David Allfrey is a Chartered Civil Engineer and a Member of the Institution of Civil Engineers (ICE). He has 28 years' experience working in the construction industry. For the last 25 years he has worked for NCC specialising in highways design and maintenance, and supervising and delivering a wide range of highway maintenance and major improvement schemes, including:
- The Nar Ouse Regeneration Route in King's Lynn.
 - A47/A1042 Postwick Hub Junction
 - Norwich Northern Distributor Road

PROJECT BOARD

- 6.4.7. A Project Board will be set up for the scheme. In line with best practice the Board will include representatives of the customer, user, and supplier aspects of the project. The main roles of the board will be decision taking and review.
- 6.4.8. The Project Board will meet monthly until the project has been completed, after which it will make arrangements for ongoing oversight and reporting of monitoring and evaluation.
- 6.4.9. The draft composition of the Project Board is shown in Table 6-2.

Table 6-2 – Project Board Roles and Responsibilities

Role	Responsibilities	Name	Position
Project Sponsor	Chair of Project Board	Tom McCabe	Executive Director of Community and Environmental Services (NCC)
Project Director/Executive	Oversee the development and coordination of the case for the project and ensure it remains in line with the wider county council and LEP priorities	Grahame Bygrave	Director Highways & Waste (NCC)
Project Owner and Senior Responsible Owner (SRO) The “customer for the scheme”, representing the public’s interests	Responsible for the successful delivery of the project, ensuring that it meets its objectives and delivers its intended benefits	David Allfrey	Infrastructure Delivery Manager (NCC)
Principal Planner	Responsible for Economic Development including transport policy.	TBD	Principal Planner for Local Plan review (NCC)
Project Finance	Review budget and costs to ensure funding is available	Andrew Skiggs	Finance lead and CES Business Partner (NCC)

Project Stakeholder and Engagement Manager	Responsible for communication planning and management	TBD	Project communication lead officer (NCC)
Project Manager – WWHAR	Managing the project to ensure that it delivers the required products within the agreed constraints. Co-ordinating the work of the delivery team	TBD	Project Stakeholder and Engagement Manager' (NCC)
Head of Procurement	Responsible for the procurement delivery	Al Collier	Head of Procurement (NCC)
Technical & Stakeholder Manager (WSP)	Responsible for communicating with external stakeholders to ensure successful delivery of the project	TBD	Stakeholder Manager (WSP)
Project Manager - WSP	Managing the project to ensure that WSP delivers the required product within the agreed constraints	Gerry Corrance	Project Manager (WSP)
Borough Council of King's Lynn and West Norfolk Representative	Strategic Planning	Alan Gomm	Head of Planning
Highways England Representative	Strategic planning	Eric Cooper	Asset Development Team Leader
New Anglia LEP Representative	Represents the interests of the LEP	Ellen Goodwin	Infrastructure Manager (NA LEP)

DELIVERY TEAM

- 6.4.10. NCC currently has a Working Group developing the WWHAR scheme in conjunction with the BCKLWN and Highways England and will establish a Delivery Team for the scheme. The team will be led by the Project Owner and will include representatives of the various disciplines and work streams involved in delivering the project to completion. The delivery team will meet monthly, or as required, and the Project Manager will be responsible for determining which disciplines or work streams need to be represented at any particular meeting. The Delivery Team approach runs from 'cradle to grave', right through the design and construction stages. Each work stream will have an individual, detailed, agreed action plan to meet the target milestones for the coming year and beyond. This ensures co-ordination of activities and is a forum for discussing issues/problems as they arise.
- 6.4.11. The main responsibilities of the delivery team will be to:
- Co-ordinate the different activities which make up the project;
 - Provide direction to the technical delivery of the project;
 - Undertake monthly review of progress against targets and programme;
 - Undertake monthly review of the risk register, and initiate corrective action where appropriate; and

- Provide, as a minimum quarterly, progress reports for the Project Board. The Board will consider any matters of a strategic nature and give advice accordingly.

- 6.4.12. Costs will be monitored and presented to the Project Delivery Team on a monthly basis. The Project Manager will maintain the system and take account of any known committed costs in updating forecast outturn.
- 6.4.13. The Senior Responsible Officer will review the actual and forecast expenditure against profile and budget, and report by exception to the Project Board.
- 6.4.14. Table 6-3 shows the roles and responsibilities of the proposed Delivery Team.

Table 6-3 – Delivery Team Roles and Responsibilities

Role	Responsibility	Name
Senior Responsible Officer/ Project Owner (NCC)	Chair of Delivery Team Provides reports to Project Board	David Allfrey <i>(Infrastructure Delivery Manager)</i>
Stakeholder & Communications Lead (NCC)	Develop communications plan Option Consultation Stakeholder Management Press Liaison	TBD <i>(Project communications lead officer)</i>
Finance Team (NCC)	Financial monitoring and reporting	Andrew Skiggs <i>(Finance Business Partner)</i>
Legal Team (NCC)	Specialist legal advice	NP Law
Highways and Transport Team (NCC)	Supporting project delivery	TBD <i>(Engineer)</i>
Project Director (WSP)	WSP Project Owner	TBD <i>(Project Director)</i>
Technical & Stakeholder Manager (WSP)	Develop Full Business Case Coordinate design and delivery Manage the technical delivery Monitoring and evaluation Communication with stakeholders	TBD <i>(Technical & Stakeholder Manager)</i>
Project Manager (WSP)	Develop Full Business Case Coordinate design and delivery Monitoring and evaluation	TBD <i>(Project Manager)</i>
Assistant Project Manager (WSP)	Support the WSP Project Manager to deliver the project.	TBD <i>(Assistant Project Manager)</i>

Specialist Teams (WSP)	Ecology Environmental Water Quality Archaeology & Heritage Air Quality Noise Landscape & Urban Design 3D Visualization Modelling & Appraisal Drainage Geotechnical Hydrogeology Costing Consultation Structures Business Case Transport Planning Construction Design (CDM) Land Referencing	TBD
Project Support (NCC)	Support to project manager and delivery team	TBD (Project Officer – Infrastructure Delivery)
Project Coordinator (NCC)	Project coordination	TBD

6.5 PROGRAMME/PROJECT PLAN

- 6.5.1. The key milestones for the development of the scheme are shown in Table 6-4 below. The detailed programme for delivery of the scheme is included in Appendix O.
- 6.5.2. NCC is committed to continuing work on design and planning for the scheme post-SOBC submission, which has been incorporated in the programme, and will be progressed by NCC.

Table 6-4 – WWHAR Scheme Key Milestones

Milestone	Current Estimate
Priority schemes submitted to DfT supported by Regional Evidence Base	Q3 2019
SOBC submitted to DfT	Q1 2021
Non-statutory consultation	Q3 2021
Submit WWHAR planning application	Q1 2022

Planning application determined	Q3 2022
Detailed design	Q3 2022 – Q2 2023
Procurement	Q3 2023 – Q4 2023
Start of main WWHAR Construction	Q1 2024
Anticipated Scheme Opening	Q3 2026

6.6 ASSURANCE AND APPROVALS PLAN

- 6.6.1. The scheme will follow the relevant assurance and approval processes, at both a national and local level. As the scheme has a value of over £20m, the Business Case will be developed in line with the required TAG processes as agreed with the DfT. Furthermore, the Business Case will need to be signed off to the satisfaction of NCC Section 151 Officer in their role as the Chief Financial Officer.
- 6.6.2. The Business Case will be taken to Cabinet for approval at a local level and follow the relevant MRN funding approval processes to go forward.
- 6.6.3. The local funding contribution is discussed within the Financial Case. However, to confirm, NCC Section 151 Officer has underwritten the local contribution and will approve the release of local funding, when satisfied and appropriate to do so.
- 6.6.4. In order to introduce some peer scrutiny into the project, a programme of Gateway Reviews will be instigated using a recognised supplier such as Local Partnerships.

6.7 COMMUNICATIONS AND STAKEHOLDER MANAGEMENT

- 6.7.1. As part of any major scheme development, it is important to conduct formal consultation and stakeholder engagement.
- 6.7.2. The West Winch and North Runcton Parish Councils were both engaged in the development of the Borough Council's Local Plan and subsequent Site Allocations and Development Management Policies Plan. Both parish councils have worked together to produce the North Runcton and west Winch Neighbourhood Plan. These planning documents establish the basic alignment of the new housing access road.
- 6.7.3. Two workshop meetings have been held with both Parish Councils. Those workshop meetings established the highways strategy for the WWHAR scheme, particularly the treatment of Rectory Lane and Chequers Lane.
- 6.7.4. The BCKLWN has regular stakeholder meetings to provide updates on matters relating to the West Winch housing allocation and the WWHAR scheme.
- 6.7.5. Looking ahead, it is intended that a public consultation for the WWHAR scheme will be held during Summer 2021. The views of local residents and businesses will be invited as part of this consultation exercise.
- 6.7.6. A stakeholder database will be developed by the project team and updates on the project's progress will be added as appropriate. This database will include the following groups:
 - Norfolk Members of Parliament (MPs)
 - County and District Councillors and Officers

- Local businesses
- Transport Associations and bus and haulage companies
- Environmental groups

6.8 PROGRAMME REPORTING

- 6.8.1. Project reporting will be a live process, which will be kept up-to-date over the life cycle of the project. This relates to reporting of progress, risks and issues. This will involve the following regular actions, as well as additional reporting as and when required:
- The Project Manager will report at each Project Board meeting
 - The Delivery Team leads will report to the Project Manager monthly in advance of Project Board meeting and hold "bi-weekly calls" to discuss progress and issues.

6.9 RISK MANAGEMENT STRATEGY

- 6.9.1. The detailed Risk Register for the project is included in Appendix P.
- 6.9.2. In line with project reporting, the risk management strategy will be updated on an on-going basis to capture the progress of the scheme and assist with programme management.

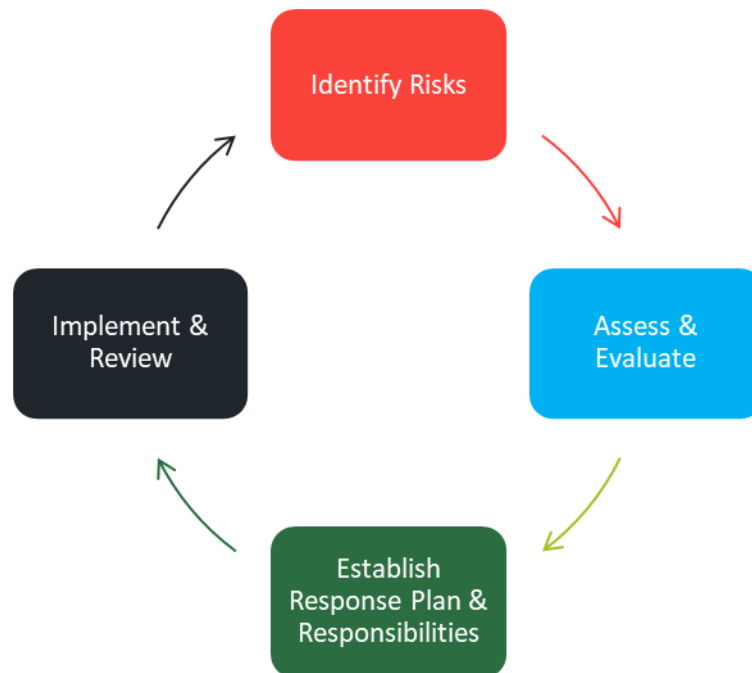
IDENTIFYING RISKS

- 6.9.3. A risk register will be developed to consider risks associated with the preferred scheme, and to provide up-to-date input to the above process. The risk register will capture issues such as Compulsory Purchase Orders (CPOs), common land, design of Hardwick Interchange.
- 6.9.4. Risks will be identified by specialists in highways and structural engineering, geotechnics, transport planning, quantity surveying and the environmental disciplines and entered into the risk register.

MANAGING RISKS

- 6.9.5. The Treasury Green Book states that "effective risk management helps the achievement of wider aims, such as effective change management, the efficient use of resources, better project management, minimising waste and fraud, and supporting innovation".
- 6.9.6. NCC recognises that to successfully achieve its own fundamental transformation, effective risk management is vital. The Council has a dedicated Risk Management Policy where managers are encouraged and supported to be innovative whilst understanding the risk and implications, so they make informed decisions to achieve objectives and deliver results. By being risk aware, reviewing its risk appetite and tolerance, the Council will be better placed to both take advantage of opportunities, and manage threats.
- 6.9.7. Risk management is a continual process involving the identification and assessment of risks, prioritisation of them and the implementation of actions to mitigate the likelihood of them occurring and the impact if they did. The Project Board's approach to risk management will be proportionate to the decision being made or the impact of the risk, to enable the Council to manage risks in a consistent manner, at all levels.
- 6.9.8. In line with project reporting, the risk management strategy will be updated on an on-going basis to capture the progress of the scheme and assist the programme management.
- 6.9.9. Figure 6-1 shows the four-stage risk management process.

Figure 6-1 - Four-Stage Risk Management Process



Identifying Risks

- 6.9.10. A Risk Management Workshop will be held to consider risks associated with the proposed scheme, and to provide up-to-date input to the above process. Assumptions will be tested for stability and sensitivity, and where they were deemed to be unstable, a corresponding risk will be assigned and assessed.

Quantified Risk

- 6.9.11. At this stage of scheme development, a Quantified Risk Assessment (QRA) has not been conducted. Optimism Bias is applied to costs within the Economic Case to account for uncertainty. As the Business Case progresses for the scheme, a QRA exercise will be undertaken.

Managing Risk (Response Plans and Mitigation)

- 6.9.12. Having identified scheme risks and undertaken an initial assessment, responsibilities will be allocated to the most appropriate party and response plans developed. One of four possible strategies will be adopted:
- *Accept or tolerate consequences if the risk occurs* - In the event that a) the cost of taking any action exceeds the potential benefit gained; or b) there are no alternative courses of action available;
 - *Treating the risk* - Continuing with the activity that caused the risk by employing four different types of control including preventative, corrective, directive and detective controls;
 - *Transferring the risk* - Risks could be transferred to a third party e.g. insurer or contractor; and
 - *Terminating the activity* that gives rise to the risk.

- 6.9.13. The effectiveness of the response plans will depend on the implementation of the plan, and review of the residual risk, including any secondary risk associated with implementation, at key decision points in the life of the scheme.
- 6.9.14. To achieve this, scheme risk assessments and their associated response plans will be reported regularly to the Project Board throughout the detailed design and construction stages.

Transfer of Risk to the Contractor

- 6.9.15. The Commercial Case describes different procurement strategies which reflect different levels of appetite to accept or transfer risks to other parties so that the risk sits with the party best placed to manage it. Early involvement with the Contractor will include an assessment of the appropriate balance of risk. Design risk could be retained by the Council or transferred to the Contractor. Delivery and programme risk will substantially rest with the Contractor.
- 6.9.16. The Contractor will be required to produce a priced risk register. This will be reviewed as part of the process of target setting and decisions made on the mechanism for sharing risk between the Contractor and NCC. This will ensure that the proposed allocation provides the best value for money for the project.
- 6.9.17. A pain-gain share mechanism is where a target cost is agreed and then the Contractor is paid for the work undertaken on a cost reimbursable basis. This mechanism may be negotiated and agreed with the Contractor and used to provide incentive for value engineering and robust cost and programme management.

6.10 BENEFITS REALISATION PLAN

- 6.10.1. A Benefits Realisation Plan will be prepared for the WWHAR scheme. It will enable the benefits and disbenefits that are expected to derive from the project to be planned, tracked, managed, and realised. It will help demonstrate whether the scheme objectives identified in the Strategic Case are being achieved in terms of the desired “measures for success”.
- 6.10.2. The Benefits Realisation Plan will be linked to the Monitoring and Evaluation Plan described below and will be owned by the Project Manager.

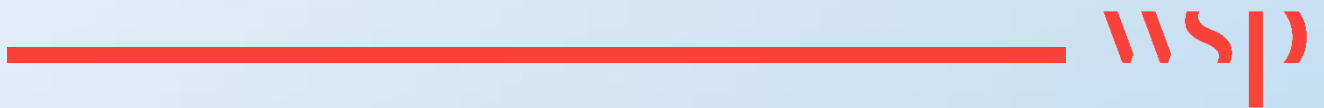
6.11 MONITORING AND EVALUATION PLAN

- 6.11.1. This section outlines the approach that will be taken for the preparation of a Monitoring and Evaluation Plan.
- 6.11.2. *Monitoring* involves checking progress against the targets set for the scheme. Evidence of expenditure and the delivery of outputs is formally reported.
- 6.11.3. *Evaluation* involves assessing the effectiveness and efficiency of the scheme both during and after implementation. It seeks to measure the success of the scheme in delivering planned outcomes. It assesses whether, and how, the anticipated benefits have been achieved, or if any benefits have not been achieved, the reasons why.
- 6.11.4. DfT guidance sets out three levels of monitoring and evaluation:
 - Standard monitoring
 - Enhanced monitoring
 - Fuller evaluation

- 6.11.5. The standard monitoring is required for all schemes, and schemes costing over £50 million are expected to be subject to enhanced monitoring. As such it is expected that only the standard monitoring will be required for the WWHAR scheme.
- 6.11.6. The scheme will be subject to an outcome evaluation. This will compare the existing situation (before construction of the WWHAR scheme) against the situation with the scheme in place. Any observed changes are assumed to be attributable to the scheme.
- 6.11.7. The Monitoring and Evaluation Plan will be developed and included with the Outline and Full Business Case.

Appendix A

ENVIRONMENTAL CONSTRAINTS PLAN

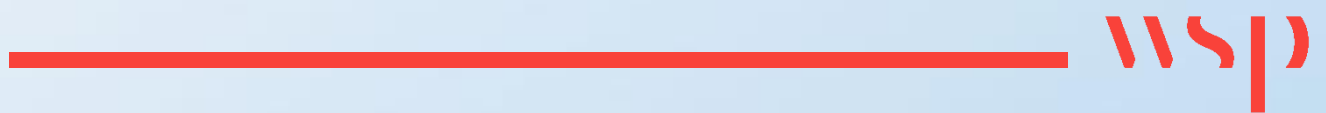




See appended file named '*Environmental Constraints Plan.pdf*'

Appendix B

ENVIRONMENTAL SCOPING REPORT

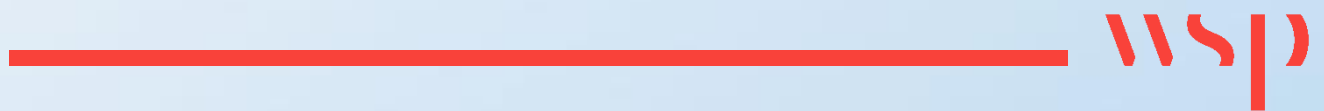




See appended report named '*WWHAR EIA Scoping Report MASTER public.pdf*'

Appendix C

OPTION DEVELOPMENT REPORT

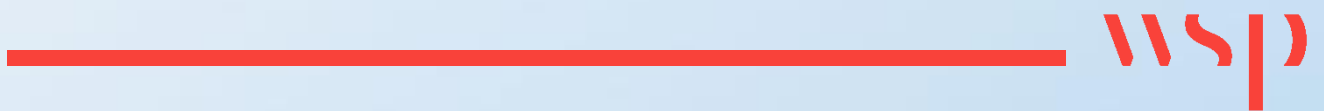




See appended reports named '*TN01 Technical Note 01_rev3.pdf*', '*TN02 Technical Note 02_rev1.pdf*' and '*A47 Options Study.pdf*'

Appendix D

DETAILED DESIGN

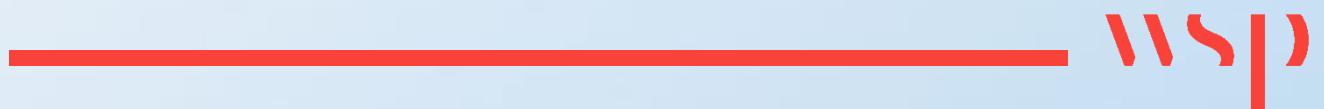




See appended file named '9893-WSP-XX-00-AL-SK-0007_P06.pdf'

Appendix E

ECONOMIC NARRATIVE

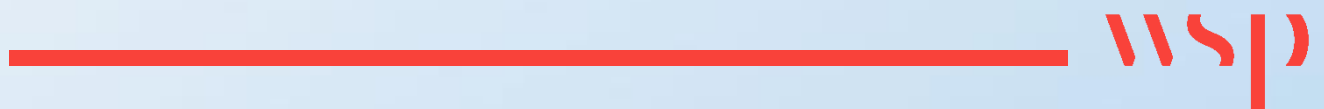




See appended file named '*WWHAR Economic Narrative v2.00.pdf*'

Appendix F

MODEL FORECASTING REPORT

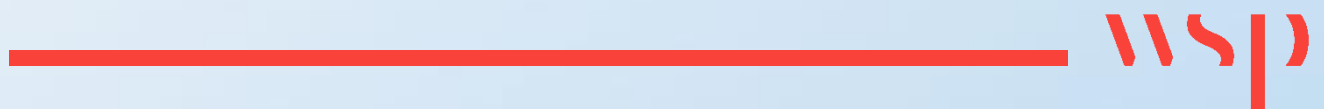




See appended report named '*191004 West Winch Forecasting Report.pdf*'

Appendix G

LOCAL MODEL VALIDATION REPORT (LMVR)

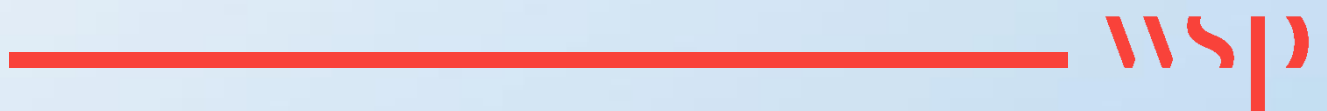




See appended file named '201130_WestWinch_LMVR_inclAppendices.pdf'

Appendix H

FORECASTING TECHNICAL NOTE

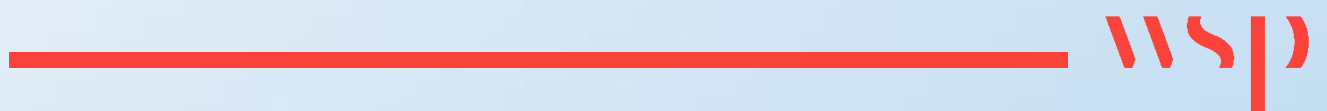




See appended file named '*WWHAR DfT Business Case Update 20200622 v1.00.pdf*'

Appendix I

ECONOMIC APPRAISAL MODEL





See appended file named '*WWHAR Economic Appraisal Model v1.00.xlsx*'

Appendix J

APPRAISAL OUTPUT TABLES

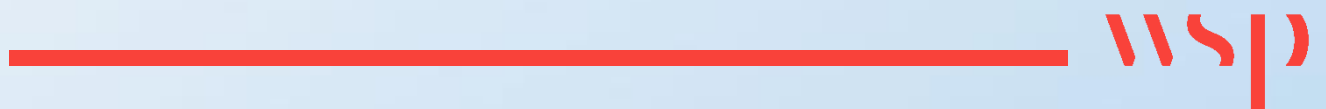




See appended file named '*WWHAR Appraisal Output Tables v1.00.xlsx*'

Appendix K

DI SCREENING PROFORMA

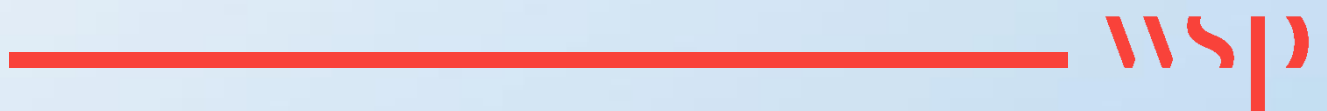




See appended file named '*WWHAR DI Screening Proforma v1.00.xlsx*'

Appendix L

WWHAR LVU MODEL





See appended file named 'WWHAR LVU Model v1.00.xlsx'

Appendix M

AST





Appendix N

COST PLAN

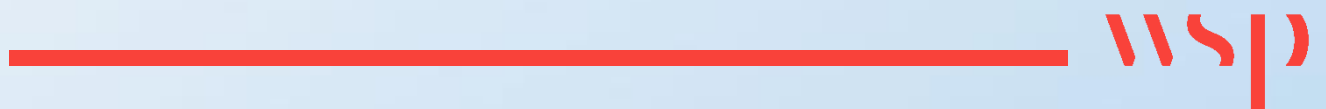




See appended file named *'West Winch SOBC Estimate Summary 18.05.20 Profiling Issue.xlsx'*

Appendix O

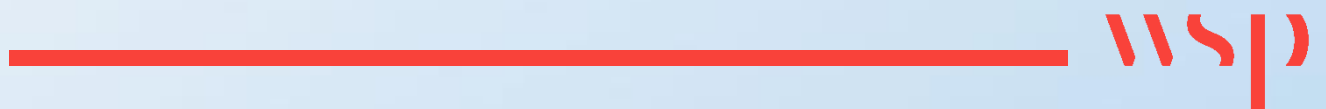
DETAILED PROGRAMME





Appendix P

RISK REGISTER

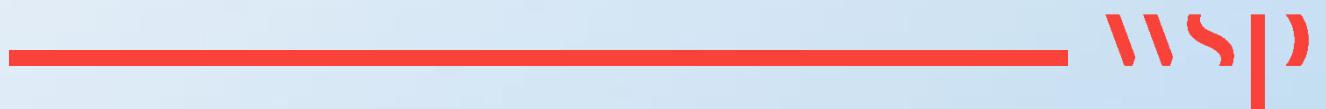




See appended file named '*Risk Register – September 2020.xlsx*'

Appendix Q

LETTERS OF SUPPORT





See appended file named '*Letters of Support.pdf*'



WSP House
70 Chancery Lane
London
WC2A 1AF

wsp.com

Report to Cabinet

Item No 12.

Report title:	Project Member Group Review by Local Partnerships
Date of meeting:	8 March 2021
Responsible Cabinet Member	Martin Wilby (Cabinet Member for Highways, Infrastructure and Transport).
Responsible Director:	Tom McCabe (Executive Director, Community and Environmental Services)
Is this a key decision?	No

Introduction from Cabinet Member

In December 2019, Cabinet received feedback from Scrutiny Committee related to the 'Broadland Northway – Lessons Learnt and One-Year Monitoring' report. A recommendation was made by Cabinet that set out the Council would review the terms of reference and remit of the Member Working Groups for the Great Yarmouth 3rd River Crossing and the Norwich Western Link projects. This review was completed by Local Partnerships, an independent body owned by the Local Government Association and HM Treasury.

Unfortunately, due to the emergence of the Covid-19 pandemic, the completion of the review was delayed until October 2020. The review has now been completed and the report by Local Partnerships has been provided – see Appendix A. This report provides a number of proposals that are intended to assist project delivery and governance by responding to issues identified during the review.

Executive Summary

Local Partnerships concluded that there is a robust governance process in place which is well understood and used by officers and councillors. They observed that in recent years, Member Working groups have been introduced and that these are very effective and allow Councillors to keep up to date with project progress and interact with officers.

Local Partnerships also found that the Working groups and Project Boards were very well attended and active in monitoring and supporting the major projects. They have set out a range of findings following their evaluation of the project documentation and delivery processes and a range of interviews with key officers and elected Members. The findings in their report are considered to be helpful and will assist and improve major highway infrastructure project delivery.

Recommendation:

For Cabinet to note the details and findings in the Local Partnerships report and to agree the proposals set out in paragraph 2.3 within this report.

1. Background and Purpose

- 1.1 In December 2019 Cabinet received recommendations from Scrutiny Committee related to the 'Broadland Northway – Lessons Learnt and One-Year Monitoring'. Cabinet considered the Scrutiny Committee comments, discussed the details and agreed the following recommendations:
1. That the Council will look to resetting working with all utility providers and Network Rail to ensure that major projects and major growth can be delivered more quickly and cost effectively. We will write to the new Government to set out our infrastructure plans for Norfolk's future.
 2. To note the Committee is supportive of the building of the Western Link Road.
 3. That the Council will review the terms of reference and remit of the Great Yarmouth 3rd River Crossing and Norwich Western Link Working Groups and have them validated by Local Partnerships, an independent body owned by the Local Government Association (LGA) and the Treasury.
- 1.2 This report relates to the third of these recommendations and captures the findings of the report provided following the review by Local Partnerships. Unfortunately, due to the Covid-19 Pandemic, the review process was completed later during 2020 than originally planned, with the interviews being conducted in October 2020.
- 1.3 This report summarises the actions identified by Local Partnerships (LP) and sets out the proposals to take these forwards to improve the operation of the project Member Working groups for the delivery of major highway infrastructure projects within CES. The report provided by Local Partnerships (LP) is included in full in Appendix A.

2. Proposals

- 2.1 As set out in the recommendation by Cabinet, details for the Great Yarmouth 3rd River Crossing and the Norwich Western Link projects were made available to the LP review team. A range of people involved in the delivery of these projects (officers and elected Members) were also interviewed – details of these are included in the LP report provided in Appendix A.
- 2.2 The key findings of the review are provided below (as listed in the LP report):

1.	Working groups are chaired through a transparent process and the Terms of Reference (ToR) set out that the Chair is to be selected from councillors on the Working group, and outside of the Cabinet membership.
2.	Risk assess all major projects to support the appropriate membership of Working Groups and Project Boards
3.	Include overseeing project succession planning as part of the standard responsibilities and ToR of Working groups and Project Boards.
4.	Establish a set of induction briefings for new Working groups to provide councillors with training on key aspects outside of their normal knowledge.
5.	Review and extend the scope of Working Group information provided on the NCC websites.
6.	Review arrangements with the MO for NCC oversight of projects and ensure legal representation on Project Boards is considered sufficient.

7.	Review reporting systems and escalation processes between Member Working groups, Project Boards and NCC Cabinet and incorporate clear processes in ToRs.
----	--

2.3 In response to these key findings, it is recommended that Cabinet considers and agrees the following range of proposals to apply to the governance of Highway Infrastructure projects:

1.	<p>Proposal: The terms of reference for the Member Working Groups are to be reviewed to include details that each cross-party group should select the Chair. The Cabinet Member can be part of the Working Group, but would not be able to be selected as the Chair.</p> <p>Reason: The review has highlighted the importance of the Working Groups and the value that is added, however in order for the Group to report its findings to Cabinet, it is considered that the Chair should not therefore be a Cabinet Member, and the Group should have the power to decide who will be the Chair.</p>
2.	<p>Proposal: Each major highway infrastructure project is to be assessed to ensure the membership of its Project Board and Member Working Group is appropriate to the activities that are required to be undertaken in accordance with the Terms of Reference.</p> <p>Reason: To ensure there is strength and depth in the range of experience, knowledge, ability and awareness to enable good overall governance for each project.</p>
3.	<p>Proposal: To review the Terms of Reference for each Project Board and Working Group to ensure they consider the succession planning and resilience of the project delivery teams.</p> <p>Reason: There is a real risk that key staff could change and their project experience could be lost and this could have a detrimental impact on project delivery. There is a need for the Project Board and Working Group to consider this risk and have appropriate plans in place.</p>
4.	<p>Proposal: Develop a Working Group project briefing pack to assist new Groups and new people joining the Group and provide appropriate briefings/training for key topics related to the projects' delivery to enable members of the Group to have appropriate information and knowledge to inform their awareness and decision making.</p> <p>Reason: Major projects can be very complex, with many expert subject matters and significant processes required, such as financial controls, risk and programme management, procurement and contracts, planning and statutory processes, the environment and other specialist areas, as well as technical guidance. It is important to ensure those considering the delivery of the projects are well informed and have an awareness of the scope of the activities necessary to ensure successful delivery.</p>
5.	<p>Proposal: The Working Group meetings are held in private and in confidence, however this can result in a perceived lack of transparency related to the activities, decisions and recommendations made. It is proposed that a summary of each Working Group meeting is agreed by the Chair and reported to the appropriate Committee or to Cabinet. Confidential matters will need to be considered carefully in any reporting.</p> <p>Reason: The input of the Working Groups for each project is important, however it is not currently possible for others to see the topics discussed or the outputs generated. Whilst the Working Groups are not decision making, it is important that their deliberations and feedback are able to be presented within the decision-making forums.</p>
6.	<p>Proposal: For the NCC Monitoring Officer (MO) to be involved in the Project Boards, and if necessary to advise the Working Group on any appropriate issues.</p> <p>Reason: Whilst the projects generally have legal advisors, this is very focussed and is primarily provided to support the delivery of the project. The inclusion of the MO at the</p>

	Board meetings enables broader scrutiny of the project delivery to ensure the legal and procedural interests of NCC are fully considered.
7.	<p>Proposal: The Terms of Reference for each Working Group and Project Board are to be reviewed to ensure it is clear how decisions or recommendations are to be escalated.</p> <p>Reason: The Working Groups are not decision making, however they can be influential and their findings and any concerns or recommendations should be captured and highlighted to the Project Boards. The Boards have decision making powers within corporate and procedural limitations, however their Terms of Reference should also be clear in how and when issues are to be escalated to ensure clear governance protocols are understood and maintained.</p>

- 2.4 It is proposed that the terms of reference for each of the current major highway infrastructure projects are reviewed and updated to take account of the proposals set out in 2.3 above if agreed by Cabinet.

3. **Impact of the Proposal**

The Local Partnerships review highlighted the importance and benefit of the established Member Working Groups for the major highways infrastructure projects and how this assists and supports the decision making by the Project Boards. The proposals made will enable improvements to the overall governance of these projects and will hopefully enable more confidence in their successful delivery.

4. **Evidence and Reasons for Decision**

- 4.1 Cabinet responded to the feedback from Scrutiny Committee and commissioned an independent review of the existing Working Groups involved in the delivery of the Great Yarmouth 3rd River Crossing and Norwich Western Link projects. The findings of the review by Local Partnerships are attached at Appendix A and these include a range of proposals for Cabinet to consider and agree.
- 4.2 The review undertaken by Local Partnerships has considered key documentation for each project and a range of interviews with key people involved in the delivery of the projects and Members involved in the Working Groups. Local Partnerships complete a range of 'gateway' reviews for major projects nationally and are well placed to provide feedback based on what they have seen and what they have heard from their interviews. Their proposals in terms of potential improvements are intended to provide the basis for improving the project delivery processes that the Council currently has, in particular how the Working Groups operate as part of that delivery.

5. **Alternative Options**

- 5.1 The above proposals could be noted, but not actioned. This would leave the existing arrangements (and Terms of Reference) unchanged.
- 5.2 A further review could be undertaken if the above proposals (in 2.3) are not accepted.

6. **Financial Implications**

- 6.1 It is not anticipated that the proposals will generate any additional financial implications for major highways infrastructure projects. It may potentially assist in the delivery of the projects and thereby reduce the risks to delivery. Good governance also provides the basis for reducing potential challenges to the projects.

7. **Resource Implications**

- 7.1 **Staff:** There are no staff implications associated with agreement of these proposals.
- 7.2 **Property:** There are no property implications.
- 7.3 **IT:** There are no IT implications.

8. **Other Implications**

- 8.1 **Legal Implications:** Major highway infrastructure projects generally have legal advisors appointed to support the project delivery team and ensure necessary processes are in accordance with the appropriate legislation. The proposals as a result of the Local Partnerships review include a suggestion that the Council Monitoring Officer should be included to advise Project Boards to ensure that the wider interests of the Council are considered.
- 8.2 **Human Rights implications:** There are no anticipated Human Rights implications. One of the proposals includes for additional summary information from the Working Groups to be reported in the public domain.
- 8.3 **Equality Impact Assessment (EqIA):** Each major highway infrastructure project includes an EqIA and these are reviewed as the projects are delivered. The proposals set out in this report do not have EqIA implications.
- 8.4 **Health and Safety Implications:** There are no H&S implications.
- 8.5 **Sustainability Implications:** The individual major highway infrastructure projects will include details related to their environmental impacts – with appropriate survey information, environmental assessments and environmental statements produced. Whilst the Working Groups and Project Boards will consider these as part of the individual project delivery processes, these are not issues that directly relate to the proposals set out in this report. However, the proposals do include provision for training and advice to Working Group members, and this would be expected to include sustainability implications within that scope.
- 8.6 **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.

9. **Risk Implications/Assessment**

- 9.1 All major highway infrastructure projects have individual risk registers developed in accordance with corporate risk management templates and guidance. The decision related to the proposals set out in this report do not raise any specific risk issues, however there is a context in supporting the proposals that provides potential to reduce risks associated with general project governance by improving the terms of reference.

10. **Select Committee Comments**

10.1 None.

11. Recommendation

- 11.1 For Cabinet to note the details and findings in the Local Partnerships report and to agree the proposals set out in paragraph 2.3 within this report.

Background Papers

Minutes of December 2019 Cabinet report are provided here [\[Link\]](#)

Officer Contact

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

Officer Name	David Allfrey
Tel No	07734 739325
Email address	david.allfrey@norfolk.gov.uk



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



JOINTLY OWNED BY



Health Check Gate 5 Review Lessons Learnt evaluation

Norfolk County Council
Project Governance

Version number: Final draft v06

Date of issue to PO: 9 November 2020

Project Owner: David Allfrey

Review dates: 19/10/2020 to 28/10/2020

Review Team Leader:

Paul Monaghan

Review Team Members:

Chris Stevenson

Jacqueline Banton

This report is an evidence-based snapshot of the project's status at the time of the review. It reflects the views of the independent review team, based on information evaluated over a two day period, and is delivered to the Project Owner shortly after the conclusion of the interview phase of the review.

Local Partnership Health check reviews are derived from OGC's Successful Delivery Toolkit which is a Crown Copyright Value Added product developed, owned and published by the Office of Government Commerce. It is subject to Crown copyright protection and is reproduced under licence with the kind permission of the Controller of HMSO and the Office of Government Commerce.

Conclusion

Summary of findings

Overall, we found a robust governance process is in place which is well understood and used by officers and councillors. In recent years, Norfolk County Council (NCC) has introduced improvements to project governance of major infrastructure projects. Most notably Member Working groups (Working groups) were introduced and are now used on all major projects. The review team found these to be a very effective and useful forum to disseminate project information and allow councillors to keep up to date with project progress and interact with officers.

Working groups and Project Boards were found to be very well attended and active in monitoring and supporting the major projects we studied in this review. Some of the good practice observed is in place through custom and practice and reliant on several key officers who have a depth of experience and long service at NCC. It would be prudent to establish a formal governance template which captures this good practice and formalise some aspects of governance such as reporting, escalation and Project board membership.

Project information is posted on the NCC website and this could usefully be extended to provide more information for residents and councillors.

Summary of report recommendations

The review team makes the following recommendations which are prioritised using the definitions below.

Ref	Recommendation
1.	Working groups are chaired through a transparent process and the Terms of Reference (ToR) set out that the Chair is to be selected from councillors on the Working group, and outside of the Cabinet membership.
2.	Risk assess all major projects to support the appropriate membership of Working Groups and Project Boards
3.	Include overseeing project succession planning as part of the standard responsibilities and ToR of Working groups and Project Boards.
4.	Establish a set of induction briefings for new Working groups to provide councillors with training on key aspects outside of their normal knowledge.
5.	Review and extend the scope of Working Group information provided on the NCC websites.
6.	Review arrangements with the MO for NCC oversight of projects and ensure legal representation on Project Boards is considered sufficient.
7.	Review reporting systems and escalation processes between Member Working groups, Project Boards and NCC Cabinet and incorporate clear processes in ToRs.

Background

The aims and objectives of this Health Check review

Local Partnerships will undertake a project governance Gate 5 review focusing on project governance for major infrastructure projects within NCC.

Purposes of this Health Check

The primary purposes of this Health Check Gate 5 Review is to assess the robustness of the NCC Project Governance of major infrastructure projects within NCC. The scope of this review is as requested by the NCC Cabinet at its meeting in December 2019 when it resolved:

“That the Council (NCC) will review the Terms of Reference (ToR) and remit of the Great Yarmouth 3rd River Crossing and Norwich Western Link Working Groups and have them validated by Local Partnerships, an independent body owned by the Local Government Association (LGA) and the Treasury.”

This review will consider Project Governance concentrating on the role of Project Boards and of councillors to provide oversight on projects and the effectiveness of the current arrangements. We will examine the GY3RC and Norwich Western Link projects' governance and Working group terms of reference, using these two major projects as examples of the current NCC approach. We will assess the ToR for the Member Groups and the effectiveness of the project boards was also considered as part of the overall governance. In particular we will examine:

- Membership of the Member working groups and Projects' Boards, including members' roles and responsibilities
- Selection of the Chairperson
- The capability of the Member working groups and project boards to provide oversight of infrastructure projects
- Access to necessary information, advisers and expert advice
- The Ability to focus on key issues
- The decision-making ability, its timeliness and effectiveness to support project progress
- Links into wider programme delivery within the NCC organisation
- Reporting procedures
- Delegated powers

Conduct of this Health Check Review

This Local Partnerships Health Check Gate 5 review was carried out from 19 October to 28 October 2020. This review was carried out during the Covid-19 pandemic as a virtual review. The team members are listed on the front cover.

The people interviewed are listed in Appendix A.

The Review team would like to thank David Allfrey and Debbie Reilly for their support during this review and the openness of all those interviewed, which contributed to the Review team's understanding of the Project and the outcome of this review.

Findings and recommendations

1: Membership of Project Members working groups (Working groups), projects' boards, including members' roles and responsibilities and selection of the Chairperson

We are advised that NCC Working Groups are now established on all major highway infrastructure projects following their adoption in 2016 on the Norwich Northern Distributor Road programme (now known as the A1270 Broadland Northway). These Working groups are cross party groups formed to keep NCC councillors better informed on project progress and allow more detailed examination of projects progress. We found clear evidence these Working groups are very popular with both officers and councillors as an effective forum to discuss projects and they currently appear to be working very well.

When considering membership of Working groups, we were advised councillors are selected by the political leadership group based on their locality knowledge and representation in terms of constituent NCC divisions, with councillors sometimes having had previous experience of similarly large-scale projects. We were advised it was felt to be a strength that such membership was "cross-party". It was also felt hugely beneficial that the Working groups had feeder liaison and special interest groups to deal with the input of local parish councils and specialist issues.

The Chair of Working groups is sensibly not a Cabinet member to provide independence from NCC leadership. However, this does not preclude Cabinet members from being represented on the Working groups and on feeder sub-groups when it was felt appropriate. We suggest this arrangement for the selection of Chairs of Working groups is formalised in standard ToRs for Working groups.

Recommendation 1

Working groups are chaired through a transparent process and the ToR set out that the Chair is to be selected from councillors on the Working group, and outside of the Cabinet membership.

When considering Project Governance, it is essential to also consider the importance of Project boards. NCC Project Boards are established on all the major infrastructure projects to

provide strategic management oversight at project and workstream level. They provide advice and updates to the NCC Cabinet as well as assurance that key objectives are being met and that projects are performing within their boundaries set by ToR authorised by the NCC Full Council.

We found senior officer leadership input at an appropriate level. On the GY3RC project such oversight on commercially sensitive matters was catered for by the use of Project Board “pre-meeting(s)” where issues and risks could be discussed by NCC staff in advance of the main Project Board when all the Project Board internal and external members would be present. This is an excellent approach and consideration should be given to adopting this on all major projects.

It is clear from Project Board ToR inspected that they have responsibility for the creation and execution of the project plan and deliverables, and therefore should be able to draw from technical, commercial, legal and communications resources as appropriate. We found that the officer/technical Project Board arrangements were proportionate to the complexity of the projects, and that there was generally good representation from those actively engaged and knowledgeable about the work required to progress the development stages. Project Boards make good use of external third-party reviews at key milestone points and this is factored into programme plans and project costs to support robust oversight and challenge.

Unfortunately, the Monitoring Officer (MO) was not available for interview as part in this review. We noted that neither the MO nor a deputy is currently represented on Major Infrastructure Project Boards. Whilst Legal advice is provided on projects by NPLaw and other appointed specialist legal advisors it is important to ensure that the MO is sufficiently informed to be able to advise on governance issues and this understanding is maintained well in advance of decisions needing to be taken. Without this there could be situations where a decision is “held up” due to MO reservations at a late stage. In our view, there does seem to be a general need for greater legal representation for NCC at Project Board meetings to ensure the MO is kept sufficiently briefed on projects.

We also noted a need for additional “Place based” service input at Project Board meetings, e.g. housing, economic development and environment.

To aid the composition of appropriate Project Boards we suggest risk assessments are carried out early on in project lifecycles when Project Board membership and wider governance is being established and adjustments are made to Project Board and Working group membership to reflect this risk analysis. We suggest any perceived skills gaps are filled by bringing in non-exec. members to ensure robust and appropriate challenge is maintained at Project Board level.

Recommendation 2

Risk assess all major projects to support the appropriate membership of Working Groups and Project Boards

2: The capability of the boards and working parties to provide oversight of infrastructure projects

During this review it was clear that the Project Boards had most of the necessary capabilities to deal with all technical and procedural matters and access to specialist services required to

provide strong oversight and challenge and ensure adherence of projects to the five-stage format of the business case requirements for major projects. The NCC infrastructure project teams have undertaken several large projects over the last 10 years most notably the NNDR and have developed a depth of experience and project maturity in terms of their experience. Nevertheless, there is a need to consider project resilience going forward and develop succession planning to safeguard against the loss of key individuals.

In our view, the Working groups ToR's should include the provision that they consider and make provision for, along with the project boards, suitable succession planning as part of the overall project delivery. When planning for future projects succession planning should be included as a project risk. Consideration should also be given to Member's experience of major project delivery when agreeing their participation in Working groups and Project Boards.

Recommendation 3

Include overseeing project succession planning as part of the standard responsibilities and ToR of Working groups and Project Boards.

We were advised that NCC officers provide regular briefings for the Working groups as projects progress on planning, procurement and contract management issues. These are briefings on complex projects and delivery processes, and it may be prudent to provide a more consistent induction set of training modules for councillors on new Working groups. Currently we understand, all the information for Working groups is provided by NCC officers on an adhoc basis. It may be helpful if Working groups are given the opportunity for some structured training to provide better familiarity with the more technical aspects of project delivery. It would also be beneficial if Working groups were able to seek additional advice on some occasions to broaden their understanding and obtain different perspectives.

Recommendation 4

Establish a set of induction briefings for new Working groups to provide councillors with training on key aspects outside of their normal knowledge.

3: Access to necessary information, advisers and expert advice and the Ability to focus on key issues.

The review team found that the information made available to the Project Boards and Working groups to be thorough and detailed, and sufficient to enable meaningful and informed discussion and allow issues and decisions as well as risks to be considered and taken. Those close to the project understand the major information provided. However, it is highly likely that long reports and presentations whilst being thorough may be too detailed for all audiences to digest. Consideration should be given to producing key summary points of immediate interest especially to councillor audiences.

More thought should be given to developing ways to better inform internal and external audiences. We found good information on the NCC website. We would encourage more project information to be added to the site to increase overall project transparency and allow a greater and wider understanding of current projects. Consideration should be given to

providing a summary of topics discussed in the Working Groups and the findings reported on the project websites. This will provide more clarity of the project governance Member overview process. It would be aided by also providing a diagram of the Working group structures and schedules of meetings.

Recommendation 5

Review and extend the scope of Working Group information provided on the NCC websites.

From the evidence presented, and from the input of those interviewed, the Review team felt that decisions involving the NCC Cabinet at important stages of a project were well understood and presented. However, on major projects there are many steps in the process, each with its own more minor decision-making steps along the way to the bigger Cabinet and senior officer decisions. Some of these may be made at Project Board level or under delegated authority by project team members, and cumulatively these need to be well understood by those, such as the MO or Scrutiny Committee. More generally, Working group members need to be given the opportunity through call-in processes to potentially question or even disagree with a Cabinet or Cabinet member published decision on the forward plan. Good governance requires this process to be transparent at all levels.

Currently, there appears to be a risk that legal advice could become disjointed and uncoordinated due to the complexity of sources of legal advice on projects. For the projects considered, the legal advice is sourced from appropriate consultant solicitors as required. It is appreciated that on projects such as these their development will require different legal knowledge skills and resourcing necessitating access to specialist legal advice from different firms. However, NCC should give some consideration to developing and maintaining stronger central legal control and co-ordination to ensure strong and effective NCC legal overview of the project delivery process.

To accomplish adequate NCC legal oversight it may be necessary to review in house legal capacity and consider increasing resourcing to ensure that these types of project receive regular and sufficient inhouse legal overview. In our view, the NCC MO or deputy appointed lead legal officer should attend the monthly Project Board and report back to the MO and receive Project Board reports.

Recommendation 6

Review arrangements with the MO for NCC oversight of projects and ensure legal representation on Project Boards is considered sufficient.

4: The decision-making ability, its timeliness and effectiveness to support project progress. Reporting procedures and delegated powers

The Review team found clear evidence of timely evidence-based decision making on the projects we studied. Project Boards and Working groups are well attended and Project Boards appear to be able to provide appropriate and judicious decisions in a timely fashion when required to support the progress of projects.

Whilst the Working groups are an excellent forum for the dissemination of information to councillors, there is a risk that those councillors could be less well equipped to hold the project to account and challenge. The Review team consider this function sits more easily with the Project Boards as currently constituted. Councillors have good locality knowledge and a clear appreciation of local highway and transport issues which is a clear strength, but they have fewer capabilities in terms of technical, legal, planning, procurement, environmental and commercial issues where specialist knowledge is required. In our view, it is not clear how councillors constructively “challenge” officer proposals and assurance matters.

Minutes are produced for all Working group meetings but the reporting back of outputs from these meetings to Project Boards and Cabinet appears to normally rely on personal briefings by councillors and officers. This informal approach to reporting makes heavy use of established relationships and experienced officers and councillors within NCC, rather than any defined formal reporting “system”. It may be useful to review the current arrangement for current and future projects and put in place a clear template of reporting processes. This would also assist when new and less experienced Members may populate Working groups.

To strengthen governance we suggest formal reporting lines and escalation processes are incorporated into the ToRs of the Project Boards, Working groups, Liaison and special interest groups as part of a NCC wide governance framework for major projects. This should include:

- Working groups, Liaison and special interest group meetings minuted reports and actions recorded and made available to the Project Board.
- Project Board minuted reports should include any necessary actions from the Working groups, Liaison and special interest groups highlighting: progress in reporting period; issues being managed; issues requiring help (that is any escalations needing approval from senior officers or NCC Cabinet etc) and progress planned in the next period.
- Reports should include clear milestone reporting and clear explanation of changes in costs by the person in charge and ultimately responsible for the delivery of the project on price.

Recommendation 7

Review reporting systems and escalation processes between Working groups, Project Boards and NCC Cabinet and incorporate clear processes in ToRs.

5: Links into wider programme delivery within the NCC organisation

The Review team found that the way major NCC projects are managed and delivered is mainly project-based, rather than programme-based. Although this is a strength in terms of actual progress towards delivery, there is increasing likelihood that future government funding will often be multi-sector and so there will need to be multiple outcomes such as housing, climate change, economic development and employment. This is likely to require a portfolio or programme approach, involving other departments in NCC. The Norwich Transforming

Cities initiative may be an early opportunity for this or if NCC is considering a Housing Infrastructure Fund (HIF) submission.

The Review team note there is already a programme mechanism whereby all capital projects are assembled by a Corporate Programme Management Office (PMO) and that this may provide the basis of a system to link outcomes together during the assembly of the Capital programme. We also noted the use of a £10m corporate contingency in the Capital programme, although the allowance for this, and how it is accessed was not able to be explained.

Going forward it may be helpful to consider moving to an active programme management approach for complex capital schemes rather than each one managing within its own contingency. We suggest major projects with multiple outcomes and interdependencies are highlighted and interdepartmental collaboration is established to manage these interrelated projects. In the medium term some consideration should be given to developing an agreed framework for these types of projects. We have included this as an observation as it falls outside the ToR for this review.

APPENDIX A

Interviewees

NAME	ROLE
David Alfrey	NCC Infrastructure Delivery Manager
Tom McCabe	NCC Head of Paid Service and Executive Director of Community and Environmental Services
Grahame Bygrave	NCC Director of Highways and Waste
Andrew Skiggs	NCC Finance Business Partner
Cllr Martin Wilby	Member - East Depwade Division
Mark Kemp	NCC Project Team Manager
Laura Waters	NCC Infrastructure Manager
Cllr Colin Foulger	Chair GY3RC Member Group
Cllr Mick Castle	Member of GY3RC Member Group
Cllr Ron Hanton	Member of GY3RC Member Group
Simon George	(Section 151 Officer) Executive Director of Finance and Commercial Services
Cllr Andrew Proctor	NCC Executive Leader of the Council
Cllr Stephen Morphew	(Chair NCC Overview and Scrutiny Committee) Leader of the Labour Group
Chris Fernandez	NCC Norwich Western Link Project Manager
Cllr Stuart Clancy	Chair of Norwich Western Link Member Group
Cllr Greg Peck	Member of Norwich Western Link Member Group

Report to Cabinet

Item No. 13

Report title:	Norfolk Strategic Planning Framework update - 2021
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Councillor Martin Wilby (Cabinet Member for Highways, Infrastructure and Transport)
Responsible Director:	Tom McCabe – Executive Director, Community and Environmental Services
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	13 November 2020

Introduction from Cabinet Member

Norfolk County Council has a “duty to co-operate” with local planning authorities (LPAs) on strategic planning matters. The Norfolk Strategic Planning Framework (NSPF – see links below) helps demonstrate that, in the development of Local Plans, the authorities have discharged the “duty to cooperate”. It also fulfils the role of a “statement of common ground”.

The NSPF is not a policy document and does not include planning policies or proposals, rather it is intended to document areas of agreement between the authorities on strategic planning issues. The NSPF was originally endorsed in March 2018 by the former Environment, Development and Transport Committee; and subsequently updated and endorsed by Cabinet in September 2019. It has now been further reviewed to keep it up to date and to comply with the requirement to demonstrate that co-operation is ongoing.

The Norfolk Strategic Planning Member Forum oversees the production of the NSPF and at their meeting on 25 January 2021 recommended that the authorities endorse the updated version 3.

Executive Summary

This report sets out the key updates to the NSPF document, which when endorsed will be the third edition of the document. The NSPF document is going through a comparable endorsement procedure with all the Local Planning Authorities in Norfolk. The main updates include:

- New updated sections on: Climate Change; Health; Telecoms; & Green Infrastructure;
- A new Agreement to support the New Anglia Local Enterprise Partnership Covid Economic Recovery Restart Plan;
- New Agreements covering: climate change – agreeing this is a cross-boundary issue; and supporting high speed Broadband provision in emerging local plans; and
- Updates / changes to existing agreements, for example, covering LPAs working

towards a green infrastructure Recreation Impact Avoidance and Mitigation Strategy (RAMS).

The NSPF continues to provide an important function in delivering sustainable Local Plans capable of supporting housing and economic growth together with the necessary enabling infrastructure and service provision. Cross-boundary cooperation is a cornerstone of the Duty to Cooperate and of the NSPF; and is of particular importance in post-Covid recovery.

Recommendation:

To endorse the up-dated Norfolk Strategic Planning Framework as part of the County Council's ongoing "duty to co-operate".

1. Background and Purpose

- 1.1. The Localism Act 2011 set out the statutory requirement for a "duty to cooperate" by which authorities are required to cooperate on an ongoing basis with each other, and other bodies, when preparing Local Plans. The NSPF forms a Statement of Common Ground (SoCG) between all the local authorities; and the existing NPPF (2019) requires LPAs to maintain, and update on a regular basis one or more SoCGs to support up to date local plans.
- 1.2. The County Council has a duty to cooperate both as a service provider and as a minerals and waste planning authority. In relation to the latter, although we co-operate with local planning authorities in Norfolk, our most significant areas of co-operation are with other minerals and waste planning authorities.
- 1.3. In 2015 a formal county-wide Strategic Planning Member Forum was established to ensure that the duty to co-operate is effectively discharged. The Forum is not a decision-making body and makes recommendations to the constituent authorities.
- 1.4. All LPAs in Norfolk participate in the Forum which is supported via an officer team drawn from the councils. Cllr Clancy currently represents the County Council. In 2017 the partner authorities agreed to prepare a "framework" to include agreements on strategic cross boundary planning matters to help demonstrate compliance with the duty.
- 1.5. The current version of the NSPF was endorsed by Cabinet in September 2019. To fulfil its roles, it is necessary to keep the NSPF up-to-date. The Member Forum considered an updated version of the NSPF on 8 December 2020; and on 25 January 2021. The updated version takes into account the most recent legislation and information / data available; provides updated web-links as appropriate; and has taken into account Forum Member comments made. Minor updates have subsequently been made by officers in order to provide further clarity on marine planning; and green infrastructure.
- 1.6. Members will be aware that in the Government's proposed reforms of the Planning system, as set out in the Planning White Paper, there are proposals to abolish the duty to cooperate. Cabinet has raised concerns in relation to this proposal as it would leave a vacuum in the way strategic cross-boundary issues, including the provision and delivery of infrastructure and services needed to support major growth. The White Paper indicates that further consideration will be given to the way in which strategic cross-boundary issues can be adequately planned for. As such the continued cooperation between Norfolk's LPAs and the updating of the NSPF is considered vital in order to secure the sustainable delivery of

housing and employment growth and its supporting infrastructure.

2. Proposals

2.1. A copy of the NSPF, as proposed to be amended, can be found in Appendix A.

The most significant changes include:

- The Economic Section (5) has been reorganised following a review earlier in the year; and specific reference is made to the New Anglia LEP Covid 19 Economic Recovery Restart Plan (see below);
- Changes have been made to the vision and objectives to highlight the importance of the: New Anglia Covid-19 Economic Recovery Restart Plan; and the wider health consideration of the residents of the county;
- Changes to the Elderly section (6) following the work of the officer group;
- A new Section (7) on Health and an updated Agreement on Health (18) – strengthening LPAs' Commitment to planning for a healthier environment;
- A new section on Climate Change (8) – reflecting the importance attached by all Local Authorities to this issue;
- Significant changes to the telecoms section (9) following progress with the 5G rollout;
- Changes to the Green Infrastructure section (9) following further work of the officer group;
- References made to the Planning White Paper and other proposed changes to the planning system; and
- The conclusion and next steps section has been updated to highlight the commitment from all authorities to continue joint working – at least for the next financial year.

2.2. The above changes have led to a number of new agreements being proposed, which include:

- A new agreement (8) in the economic section to say that Local Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan;
- A new agreement on climate change (19) highlighting that LPAs in Norfolk agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. The agreement also states that Local Authorities will give consideration to the approaches in the Climate Change supporting documentation when the relevant policies are next being reviewed and updated as part of the Local Plan process;
- Related to the climate change agreement above a new agreement (20) is included highlighting that a number of climate change initiatives are best addressed via a Norfolk wide design guide and LPAs will work together to investigate the production of one with climate change best practice guidance included. This work will also help facilitate healthy living initiatives across the county by providing high level principles;
- A new agreement (21) has been added to support the ongoing work with Water Resources East;
- A new agreement (24) has also been included to support the high speed broadband provision in emerging Local Plans - Norfolk LPAs will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and promoting Fibre to the Premises (FTTP) to smaller sites through

- the inclusion of a new policy; and
- A new section and agreement (27) has been added which it is hoped will allow the Marine Management Organisation (MMO) to become a signatory to the document;

2.3. Finally, changes have also been made to a number of existing agreements, the key changes are:

1. A change to the telecoms agreement (25) highlighting the shared guidance produced with Mobile UK, this highlights that authorities will continue to engage with the telecommunications industry on their 5G rollout plans for Norfolk.
2. The agreement in the GI section has also been updated to highlight that LPAs will work together to deliver and administer The Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy.

3. Impact of the Proposal

3.1. The proposal demonstrates our ongoing Member-level commitment to the duty to cooperate, helping to ensure sound Local Plans that will deliver housing and employment growth together with supporting infrastructure. Given the economic and social repercussions of the covid-19 pandemic, there is a renewed impetus to this work in order to assist with the recovery.

4. Evidence and Reasons for Decision

4.1. The Framework has already been used successfully to support the development of Local Plans. It must be kept up to date to continue to fulfil this role. At this stage the NSPF has not taken into account the proposals set out in the Government's Planning White Paper (PWP), which were reported to Cabinet in October 2020, as these lack the necessary detail and legislative weight to be considered relevant at this time. However, members will recall that concerns were raised by Cabinet to the proposed abolition of the Duty Cooperate as set out in the PWP.

5. Alternative Options

5.1. The County Council could withdraw its support for the Framework and come to separate agreements with each planning authority. This would likely be an inefficient process and may undermine the ability to demonstrate the County Council's commitment to support the delivery of planned economic and housing growth.

6. Financial Implications

6.1. No direct financial implications – the County Council's contribution to the NSPF is through providing the administrative support and fees towards the East of England Economic Forecasting Model, which are covered off from existing NCC Budgets.

7. Resource Implications

7.1. **Staff:**

None. The NSPF is managed within existing resources

7.2. **Property:**

There are no immediate implications on the County Council as landowner

7.3. **IT:**

There are no immediate implications

8. Other Implications

8.1. **Legal Implications:**

The County Council has a legal duty to co-operate with local plan making authorities. This

includes other Minerals and Waste Planning authorities but this report focuses on the duty to co-operate with district local planning authorities.

8.2. **Equality Impact Assessment (EqIA)**

A detailed equality impact assessment has not been carried out as an EqIA is not required for a Statement of Common Ground. In addition Local Plans produced in accordance with the NSPF will be supported by EqIA produced by the respective Local Planning Authority. The Council's Planning functions are subject to equality impact assessments.

Among the shared objectives and agreements set out in the NSPF is a commitment to ensure that new housing allocations will have a positive impact on communities in terms of supporting and enhancing the provision of services; support well-being & health; and support the delivery of infrastructure to keep people safe.

8.3. **Health and Safety implications**

The continued delivery of key infrastructure such as schools and sustainable transport provision through the Planning System will be needed to ensure well planned new communities, which can support public health through opportunities for cycling and walking.

8.4. **Sustainability implications**

The NSPF includes a range of agreements covering social, economic and environmental issues. The Local Plan policies that interpret these agreements are legally required to be subject to sustainability appraisal.

8.5. **Any other implications**

None

9. **Risk Implications/Assessment**

9.1. No risk associated with this report other than those implications outlined above.

10. **Select Committee comments**

10.1. The updated NSPF has not been through Select Committee as it has been through a separate County-wide Norfolk Strategic Planning Member Forum process.

11. **Recommendation**

11.1. **To endorse the up-dated Norfolk Strategic Planning Framework as part of the County Council's ongoing "duty to co-operate".**

12. **Background Papers**

12.1. Norfolk Strategic Planning Framework (2019) - Previously endorsed version - <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/norfolk-strategic-planning-member-forum>
White Paper: Planning for the Future (August 2020) - <https://www.gov.uk/government/consultations/planning-for-the-future>

Officer Contact

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

Officer name: Stephen Faulkner

Tel No.: 01603 222752

Email address: stephen.faulkner@norfolk.gov.uk

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

Norfolk Strategic Planning Framework

Shared Spatial Objectives for a Growing County and Statement of Common Ground

January 2021



Signatories

- Breckland District Council
- Broadland District Council
- Broads Authority
- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Natural England
- Environment Agency
- Anglian Water
- Marine Management Organisation
- New Anglia Local Enterprise Partnership
- Active Norfolk
- Water Resources East

Acknowledgements

The authors would like to thank the following organisations for their support in the production of this document:

- Breckland District Council
- Broadland District Council
- Broads Authority
- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Suffolk County Council
- Babergh & Mid Suffolk District Councils
- East Suffolk Council
- West Suffolk Council
- Fenland District Council
- East Cambridgeshire District Council
- South Holland District Council
- Natural England
- Environment Agency
- Wild Anglia
- Anglian Water
- New Anglia Local Enterprise Partnership
- UK Power Networks
- Cambridgeshire and Peterborough Combined Authority
- Norfolk and Waveney CCG
- NHS Sustainability and Transformation Partnership Estates for Norfolk and Waveney
- Mobile UK

Contents

SIGNATORIES	2
ACKNOWLEDGEMENTS	2
SUMMARY OF FORMAL AGREEMENTS WITHIN THE STATEMENT OF COMMON GROUND	2
SECTION 1 – INTRODUCTION	7
1.1 Purpose of this Document.....	7
1.2 Governance Arrangements for the creation of this document	8
1.3 Changes to the document	9
1.4 Timescale for and coverage of the Document	10
SECTION 2 – VISION AND OBJECTIVES.....	11
2.1 Introduction.....	11
2.2 Proposed Spatial Vision	13
2.3 Proposed Shared Objectives	13
SECTION 3 – UNDERSTANDING THE COUNTY.....	16
3.1 Administrative Boundaries.....	16
3.2 Housing Markets	17
3.3 Strategic Functional Economic Market Areas	20
3.4 Implications of Changing Infrastructure on Market Areas	22
3.5 Other Joint Initiatives and Neighbouring Strategic Partnerships	24
SECTION 4 – PROJECTIONS OF GROWTH.....	26
4.1 Population Projections.....	26
4.2 Household Projections	29
4.3 Employment Projections	29
SECTION 5 – THE ECONOMY	31
5.1 Strategic Principles of Economic Success.....	32

5.2 Context	33
5.2.1 Coronavirus Impacts.....	34
5.2.2 Climate Change	36
5.2.3 Norfolk's Key Economic Sectors	36
5.2.4 Sector impact of the Coronavirus.....	40
5.3 Strategic Employment Sites	41
5.4 Key Cross-Boundary Economic Issues and Interventions	43
5.4.1 The role of Greater Norwich	43
5.4.2 Cambridge to Norwich Technology Corridor.....	44
5.4.4 Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft	46
5.4.5 Norfolk Coast, the Broads and the Brecks.....	46
5.4.6 A10 corridor	47
SECTION 6 – HOUSING	48
6.1 Introduction.....	48
6.2 Existing targets, supply, and delivery rates up to 2021.....	50
6.3 Future Housing Demand and Need until 2036.....	51
The Broads.....	52
Implications of the City Deal for Housing.....	53
6.4 Type of Homes	54
Specialist types of accommodation.....	54
Elderly People.....	55
Student Housing and the OAN	56
Accommodation needs of Gypsies, Travellers, and other types of accommodation	57
6.5 Capacity and Distribution.....	58
6.6 Delivering Housing Growth	58
SECTION 7 – HEALTH.....	60
7.1 Introduction.....	60
7.2 Principles	60
7.3 Healthy living and Wellbeing – through better design.....	61
7.4 Implementing Healthy Design	63
7.5 Health Infrastructure Protocol	64
SECTION 8 – CLIMATE CHANGE.....	65
8.1 Introduction.....	65
8.2 Background.....	65

8.3 Climate Change Next Steps	66
SECTION 9 – INFRASTRUCTURE AND ENVIRONMENT.....	67
9.1 Introduction.....	68
9.2 Utilities	69
9.3 Electricity	70
9.4 Water.....	71
9.5 Digital Connectivity	75
Broadband.....	75
Mobile Connectivity	77
Coverage in Norfolk.....	77
9.6 Education	80
Education	80
9.7 Transportation	81
Rail.....	85
9.8 Coastal and Marine Planning	86
9.9 Flood Management and Green Infrastructure	88
Flood Management	88
Green Infrastructure and the Environment	91
9.10 Minerals and Waste	95
Minerals	95
Waste	97
SECTION 10 – CONCLUSIONS AND NEXT STEPS.....	99
APPENDIX 1 – NSPF CONTACTS.....	101
APPENDIX 2 – CROSS BORDER COOPERATION INITIATIVES	102

Summary of Formal Agreements within the Statement of Common Ground

Please Note: 'Norfolk Planning authorities' and 'Norfolk Authorities' refers to the 7 district authorities that make up Norfolk (see section 1.4), the Broads Authority and Norfolk County Council.

Agreement 1 - That when preparing new Local Plans which seek to identify levels of Objectively Assessed Need for housing the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.

Agreement 2 - In preparing their Local Plans the Norfolk Planning Authorities will seek to positively contribute towards the delivery of the following vision.

Agreement 3 - By 2036, through co-operation between the Norfolk Authorities and preparation of Development Plans, Norfolk will seek to maximise the delivery of the following objectives (in no particular order):

- To realise the economic potential of Norfolk and its people*
- To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact from, exposure to, and effects of climate change*
- To address housing needs in Norfolk*
- To improve the quality of life and health for all the population of Norfolk*
- To improve and conserve Norfolk's rich and biodiverse environment*

*Full details of each objective are in section 2 of this document

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

Agreement 5 - That Great Yarmouth and King's Lynn and West Norfolk will each continue to prepare separate Local Plans for their areas.

Agreement 6 - That Breckland and North Norfolk will continue to prepare separate Local Plans for their areas whilst Broadland District Council, Norwich City Council and South Norfolk Council will co-operate on a new Greater Norwich Local Plan that will replace the current Joint Core Strategy and various other existing Local Plan documents in this area.

Agreement 7 - That, in view of the very distinct issues facing the Broads Authority Area, spatial planning matters will continue to be best addressed by way of a standalone Broads Local Plan.

Agreement 8 – Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

Agreement 9 - The list of locations in section 5 are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad’s landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

- Housing strategies will seek to allocate a range of different sizes of sites, where such sites are available and would result sustainable development.
- Clear evidence and demonstration of ability to deliver development will be required prior to the allocation of larger sites for development.

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol Between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to give consideration to the approaches in the NSPF Climate Change research Paper of this report when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Agreement 20 - Norfolk Planning Authorities agree to work together to investigate the production of a county wide climate change best practice guide/design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- Infrastructure
- Governance
- Heritage
- Marine Protected areas
- Marine and coastal employment
- Sustainable port development
- Energy – offshore wind and oil and gas
- Access for tourism and recreation
- Sustainable and aquaculture fisheries in small harbour towns
- AONB and Seascape and landscape (character and natural beauty)
- Biodiversity
- Marine aggregates
- Cabling
- Water quality/water supply and sewerage
- Climate change/ Coastal erosion and coastal change management

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

Agreement 29 :

It is agreed that:

- 1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.**
- 2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.**
- 3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.**
- 4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.**
- 5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.**
- 6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.**
- 7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.**

Agreement 30: In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

Section 1 – Introduction

1.1 Purpose of this Document

Norfolk's Local Planning Authorities (including Norfolk County Council) have a long track record of working together to achieve shared objectives. In early 2015 they, working through its strategic planning member forum, agreed to formally cooperate on a range of strategic cross-boundary planning issues through the preparation of the Norfolk Strategic Planning Framework (NSPF).

The aim of producing the framework was to:

- Agree shared objectives and strategic priorities to improve outcomes for Norfolk and inform the preparation of future Local Plans;
- Demonstrate compliance with the duty to co-operate and consistency with the revised National Planning Policy Framework;
- Find efficiencies in the planning system through working towards the establishment of a shared evidence base;
- Influence subsequent high level plans (such as the New Anglia LEP's Economic Strategy, Local Industrial Strategy¹ and Covid 19 Economic Recovery Restart Plan²); and
- Maximise the opportunities to secure external funding to deliver against agreed objectives.

The previous version of the NSPF was endorsed by all Norfolk planning authorities in October 2019 it considered the impact of the revised National Planning Policy Framework (NPPF)³ and the requirement to apply a new standardised methodology to assessing housing need, and produce statements of common ground. It is clear that Norfolk's local planning authorities needed to continue to work closely together to address strategic planning matters and therefore the Norfolk Strategic Planning Member forum agreed to continue to formally cooperate on strategic planning activities and to update the NSPF.

This document continues to fulfil the requirement for Norfolk Local Planning Authorities to produce a statement of common ground setting out the effective and on-going joint working across the county on strategic planning matters. It addresses key cross-boundary issues and progress in cooperating to address these.

A number of working groups have been tasked with updating the document. These groups consist of Local Authority staff assisted by other organisations including the Environment Agency, Natural England NHS Sustainability and Transformation Partnership (STP), Anglian Water, UK Power Networks, Active Norfolk and the New Anglia Local Enterprise Partnership. Our thanks is extended to all those who have contributed to this work which has informed this framework.

¹ [New Anglia LEP Local Industrial Strategy - https://newanglia.co.uk/local-industrial-strategy/](https://newanglia.co.uk/local-industrial-strategy/)

² See [New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf](https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf)

³ See [National Planning Policy Framework - https://www.gov.uk/government/publications/national-planning-policy-framework--2](https://www.gov.uk/government/publications/national-planning-policy-framework--2)

For further information on the work of the Norfolk Strategic Planning Member Forum and about the process for updating this framework please see the Forum's website:

[Norfolk Strategic Planning Member Forum - www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf)

This document is intended to be strategic in nature. It provides only an overview of background information and shared research. A wealth of information has been produced by the working groups; however a decision has been made to keep this document concise and to concentrate on the matters where there is a clear need for agreement between the Local Authorities. We acknowledge that not all factors have been considered, but where appropriate, relevant additional information has been highlighted. The absence of certain issues does not diminish their importance or value.

Details of the lead contact in each local Council on strategic planning matters are included in Appendix 1.

1.2 Governance Arrangements for the creation of this document

Norfolk Strategic Planning Member Forum

The development of this Framework is overseen by the Norfolk Strategic Planning Member Forum. This consists of one Member from each of the Borough Council of King's Lynn and West Norfolk, Breckland District Council, Broadland District Council, Broads Authority, Great Yarmouth Borough Council, North Norfolk District Council, Norwich City Council, South Norfolk Council and the Norfolk County Council. The membership of the group will be determined by each authority via annual nomination preferably of the Planning Portfolio Member or equivalent for each authority. The operation of the Member Forum and officer support group is governed by formal terms of reference available from [the Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf). Chairmanship is determined by the Forum and reviewed each year. The meetings of the Forum are held every three months and held in public. An agenda and papers are circulated in advance of each meeting and informal action notes will be taken and published on the Norfolk Strategic Planning Framework website. Each authority endorses this document through their relevant committees or cabinets.

Norfolk Strategic Planning Officers Group

The Norfolk Strategic Planning Officers Group consists of key planning policy officers from each Planning Authority in Norfolk as well as other key statutory agencies. The group reviews the progress of the document production on a monthly basis. The group have ensured that the document progresses to the timetable and meets any government and legislative requirements.

The Steering Groups

The steering group is responsible for the creation of the document, receiving reports from the Technical Sub groups to help in the authoring process.

Technical Sub groups

The Technical Sub Groups provide technical evidence and make recommendations in relation to the document to the Steering Group. They consist of officers from the Authorities involved in the production of the document and a range of bodies who have expertise and interest in matters related to the group's subject.

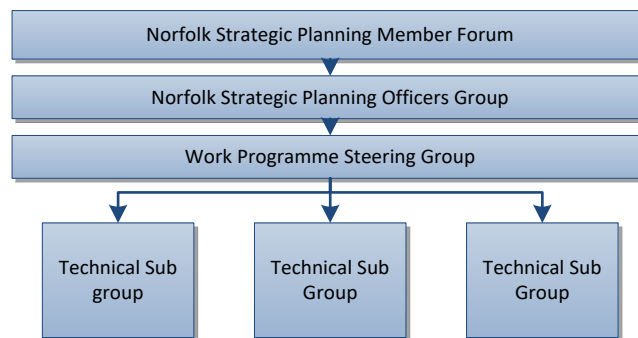


Figure 1: Governance arrangements for the Norfolk Strategic Planning Framework

1.3 Changes to the document

In updating this document Norfolk's local planning authorities sought to ensure the NSPF is up to date with all relevant information and legislation. The document has been updated after the completion of a number of county wide studies looking at:

- Green infrastructure and Recreational avoidance and mitigation and the introduction of a county wide tariff to mitigate against the impact on existing Natura 2000 sites
- The housing needs of the elderly and the types of accommodation required
- Actions that local planning authorities can take to help mitigate and adapt to climate change
- A new health section to highlight the importance of health provision and health living as a strategic cross boundary issue
- Shared Guidance on the roll out of 5G and to help improve fibre broadband connectivity
- Updates to remaining sections to take account of new or updated information

Whilst this document was being prepared the government announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper⁴. The key aims of the changes are to speed up and modernise the planning system and get the country building. One of the proposed changes will be to abolish the Duty to Cooperate. However the government is giving further consideration to the way in which strategic cross-boundary issues, such as major infrastructure or strategic sites, can be adequately planned for, including the scale at which plans are best prepared. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document. In the meantime partner authorities remain committed to cooperative processes and updating this document.

⁴ See [Planning for the Future White Paper - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system](https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system)

1.4 Timescale for and coverage of the Document

This document relates to the whole of Norfolk and all Norfolk authorities which include:

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

This Statement of Common Ground has been prepared with the understanding that the signatories undertake their statutory duties in accordance with relevant legislation, policy and guidance; and in the context of other relevant Statements of Common Ground, Memoranda of Understanding and Position Statements which they are party to.

All Norfolk Local Planning Authorities have agreed to plan to at least 2036 in their next generation of local plans. This is reflected in the evidence base for this framework insofar as it seeks to provide statistical information looking ahead to this period. This is also the date by when objectives are to be achieved. However, in parts, notably the vision, it is necessary for the document to take a longer term view.

Agreement 1 - That when preparing new Local Plans which seek to identify levels of Objectively Assessed Need for housing the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.

Section 2 – Vision and Objectives

2.1 Introduction

Norfolk is a diverse County. It covers a land area of 5,370 sq. km (2,074 sq. miles) and has a population of 907,760⁵. It is a largely rural county with a relatively low population density, although over half of the population lives in the built up areas of Norwich, Great Yarmouth and King's Lynn and a number of market towns⁶. These built up areas have a very considerable stock of historic assets and can offer a very attractive quality of life to residents.

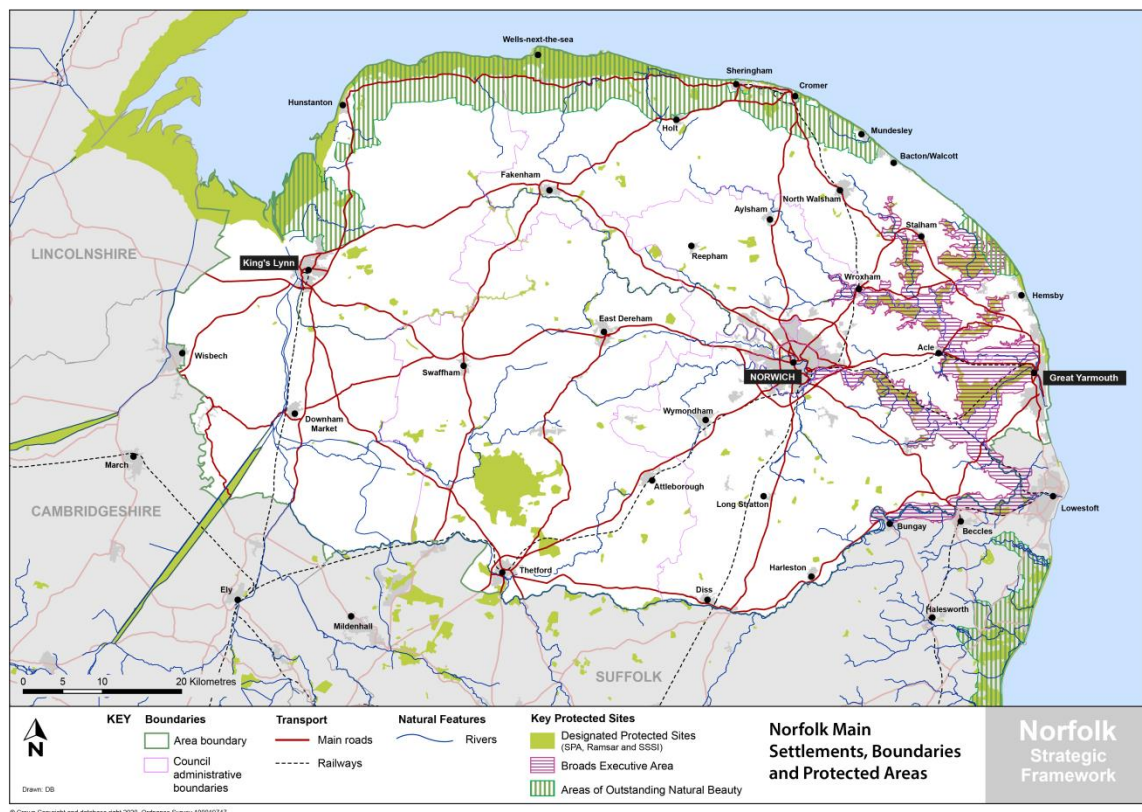


Figure 2: Map of Norfolk's main settlement, Authority boundaries, major transport connections and land-based protected areas. 2021

Norfolk borders Suffolk to the south, Cambridgeshire to the southwest, and Lincolnshire to the west, and has a long coastal boundary stretching from The Wash to the south of Great Yarmouth, this area is covered by the East Inshore Marine Plan⁷. It contains many environments which are highly valued for their landscape and seascape, and for their biodiversity and/or geodiversity interests. In

⁵ Mid year 2019 ONS estimate see [Norfolk Insight web page - http://www.norfolkinsight.org.uk/population](http://www.norfolkinsight.org.uk/population)

⁶ The 21 largest others centres are Attleborough, Aylsham, Cromer, Dereham, Diss, Downham Market, Fakenham, Harleston, Holt, Hunstanton, Loddon, Long Stratton, North Walsham, Sheringham, Stalham, Swaffham, Thetford, Wroxham/Hoveton, Wymondham, Watton, Wells-Next-The-Sea

⁷ See [East Inshore Marine Plan - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf)

particular, the Norfolk Coast Area of Outstanding Natural Beauty, the Brecks and the Broads, which is a unique network of protected rivers and lakes that extends partly into Suffolk and has the equivalent status to a National Park.

Norfolk's economy is also diverse. It is home to a number of world class industries such as on the Norwich Research Park and the offshore energy sector in Great Yarmouth. Employment levels are growing; there is a highly skilled and versatile population with good graduate retention rates and improving links to the thriving markets of Cambridge, London and the wider South East. However, it is not without challenges; gross value added per job in the area remains below the UK average⁸, there are high levels of deprivation especially in urban areas and skill levels in the workforce are relatively low. The Economic Strategy (which was produced by the New Anglia Local Enterprise Partnership in 2017) identifies a number of interventions designed to significantly uplift economic performance in Norfolk.

Norfolk's infrastructure is under developed compared to many other parts of the wider South and East of England. For many years Norwich was the largest city in England not connected to the motorway network by a dual carriageway. Cross county trips tended to be slow and unreliable and rail journey times from London were comparable to places in the north of England such as York and Warrington. However, the dualling of the A11 and the completion of the Broadland Northway (previously known as the Northern Distributor Road) improved travel time and connectivity considerably, and announcements on both the A47 and the Greater Anglia rail franchise have the potential to improve this further. Norwich Airport, the busiest airport in East Anglia, offers regular flights to various destinations in the UK and Europe. Many of the key road and rail links connecting Norfolk to the rest of the UK are still in need of improvement as are many of the links within the County. The need to enhance capacity of infrastructure networks can add considerable costs and increase delays to development.

Patchy mobile coverage is a continuing frustration to residents and businesses⁹. However, the picture regarding superfast broadband coverage is rapidly improving; currently 95% of the county's homes and businesses are able to access speeds of 24Mbps+¹⁰, up from 42% in 2012¹¹.

Through working together and with government, businesses and residents Norfolk's Local Authorities hope to successfully address the challenges faced and maximise the potential of the County. As a basis for guiding this shared endeavour, the following shared vision and objectives have been agreed by the Strategic Planning Member Forum. For further information on the background to this material please see the papers previously considered by the Member Forum¹².

⁸ See [NEW Anglia LEP Economic Strategy page 7 - https://newanglia.co.uk/wp-content/uploads/2020/03/New-Anglia-LEP-Economic-Strategy-Annual-Progress-Report-FINAL-WEB-version-medium-res.pdf](https://newanglia.co.uk/wp-content/uploads/2020/03/New-Anglia-LEP-Economic-Strategy-Annual-Progress-Report-FINAL-WEB-version-medium-res.pdf)

⁹ See [County Council Mobile Map page - www.norfolk.gov.uk/mobilemap](http://www.norfolk.gov.uk/mobilemap)

¹⁰ See Better Broadband for Norfolk Website

¹¹ See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

¹² See [papers for the 13th October 2016 Member Forum at www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf)

2.2 Proposed Spatial Vision

Agreement 2 - In preparing their Local Plans the Norfolk Planning Authorities will seek to positively contribute towards the delivery of the following vision.

“By the middle of the 21st century Norfolk will be increasingly recognised nationally for having a strong and vibrant economy providing high quality economic opportunities for residents in urban and rural areas. Its settlements and key infrastructure will be physically resilient to the impacts of climate change. The natural, built and historic environments will be enhanced through the regeneration of settlements, safeguarding and enhancement of current assets and networks, improving both biodiversity and the quality of life and Health for residents. Housing needs will be met in full in socially inclusive communities. The County will be better connected by having good transport links to major cities in the UK and Europe and excellent digital connectivity. A good relationship between homes and jobs will minimise the need to travel and residents will have choice about how they meet their demand for local travel.”

2.3 Proposed Shared Objectives

Agreement 3 - By 2036, through co-operation between the Norfolk Authorities and preparation of Development Plans, Norfolk will seek to maximise the delivery of the following objectives (in no particular order):

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk's natural environment and heritage is a key element of the county's competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact from, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

To improve the quality of life and health for all the population of Norfolk by:

- promoting development and design which seeks to actively improve health, prevent ill health and tackle widespread health inequalities
- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land;
- where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources;
- Protecting and enhancing water, air, soil and other natural resource quality where possible; and
- Leaving the environment in a better state for future generations.

Section 3 – Understanding the County

3.1 Administrative Boundaries

Within Norfolk there are seven separate District Council areas¹³ (as shown in Fig.2), each of which is a Local Planning authority. Overlying parts of five of these areas (and also part of East Suffolk District in Suffolk) is the Broads Authority which is the Local Planning Authority for its area rather than the District Councils. The Broads Authority Executive Area (in which the Broads Authority are the planning authority) overlays these administrative areas and is illustrated in the figure below.

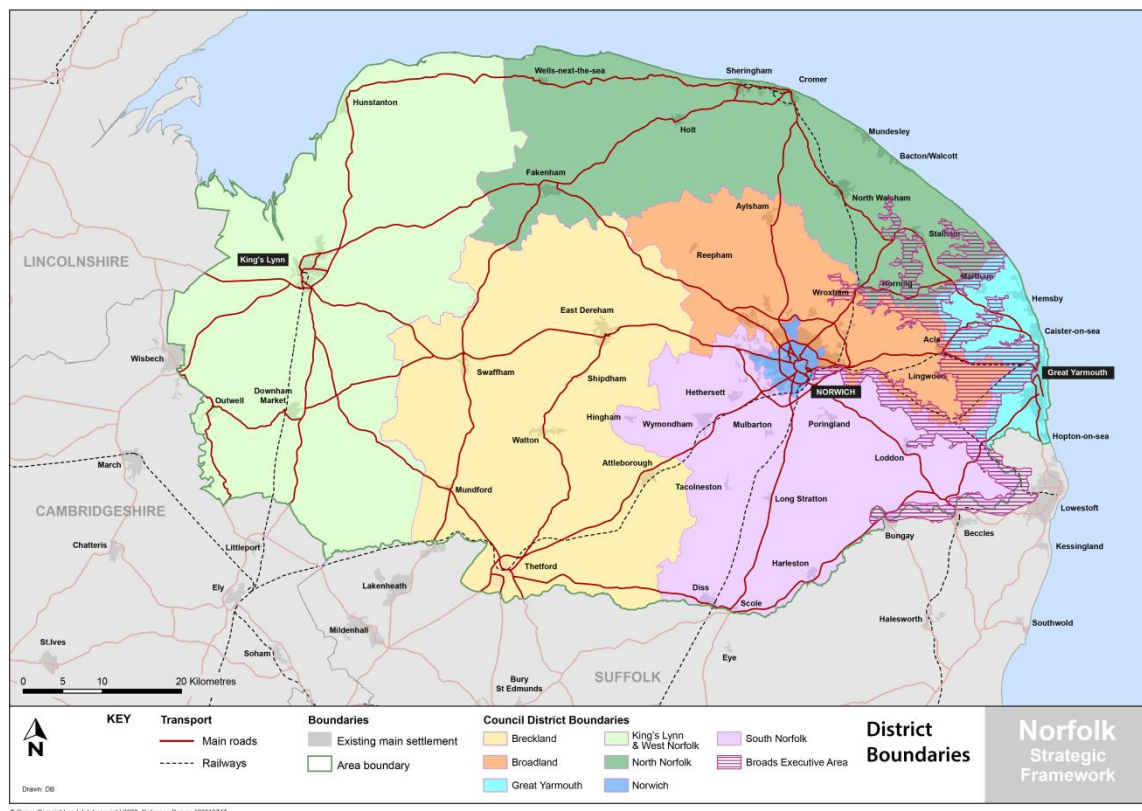


Figure 3: Map of Norfolk District boundaries and the major transport connections. 2021

In addition to the eight Local Planning Authorities the County Council are also a Local Planning Authority responsible for minerals and waste planning as well as certain operational development related to their functions (most notably for educational development).

The 25 Year Environment Plan requires that marine plans are adopted by 2021. The Marine and Coastal Access Act 2009 provides the domestic legislative basis for the marine planning system. The Marine Policy Statement was adopted by all UK Administrations in March 2011, which provides the policy framework for the preparation of all UK marine plans. It contains a range of policy objectives and considerations, which were used to inform decision-making in the absence of a marine plan.

¹³ Breckland District Council, Broadland District Council, Great Yarmouth Borough Council, King's Lynn and West Norfolk Borough Council, North Norfolk District Council, Norwich City Council and South Norfolk Council.

Marine plans translate the Marine Policy Statement into detailed policy and spatial guidance for each marine plan area. Section 58 of the Marine and Coastal Access Act 2009 states that all public bodies making authorisation and enforcement decisions which affect or might affect the UK marine area, must do so in accordance with the adopted marine plan. All other decisions must be made with regard to the Marine Plan, for example, when a public or local authority creates or reviews a local plan.

Under delegation from the Secretary of State for Environment, Food and Rural Affairs (the marine planning authority for England), the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. The East Marine Plans will inform and guide decision-makers on developments which may have an impact on the marine and coastal environment. As the marine planning authority for England, the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, the East Inshore Marine Plan applies up to the mean high water springs mark, which includes the tidal extent of any rivers. The East Marine Plan will therefore overlap with terrestrial plans which generally extend to the mean low water springs mark. On 2 April 2014 the East Inshore and Offshore Marine Plans were published, becoming a material consideration for public authorities with decision making functions.

Social, economic and environment considerations are neither determined by, nor constrained to, the administrative boundaries of the various planning authorities. Some issues affect single authorities, others are universal to the whole of the County, and across the area there are strong functional relations between places administered by neighbouring authorities. Indeed some settlements straddle the boundaries of planning authorities (Wroxham and Hoveton), as does the infrastructure which is necessary to support development.

The economic geography of Norfolk is complex as it reflects a multicentric area and boundaries tend to be fuzzy. Overall the County has a relatively high level of self-containment as the vast majority of the resident workforce stay in Norfolk for work, although there are some strong functional cross county boundary linkages¹⁴.

Within the County the three larger urban areas of Norwich, King's Lynn and Great Yarmouth have a considerable influence providing jobs, retail, health care and a broad range of services and facilities as well as homes for a significant proportion of the county's population. These three centres are located in the east, west and centre of the County and have relatively limited functional connection with one another, notwithstanding the A47 linking all three.

3.2 Housing Markets

Housing Market Areas (HMAs) are defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In defining them, regard is given particularly to: house prices and rates of change in house prices; household migration and search patterns; and contextual data (for example travel to work area boundaries, retail and school catchment areas). They tend to represent *"...the geographical area in*

¹⁴ The linkages between Great Yarmouth and Lowestoft; the settlements in the Waveney Valley; and between King's Lynn and the Fens and Cambridge being particularly important.

which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay”¹⁵. All areas need to be identified as being within a housing market although housing market areas can overlap. Norfolk HMAs can be seen in Figure 4.

Prior to the introduction of a new housing methodology in the revised National Planning Policy Framework in July 2018, the Norfolk Districts and the Broads Authority had produced Strategic Housing Market Assessments (SHMAs) which covered the entire County¹⁶. Within the Central Norfolk SHMA area (comprising of Broadland District Council, Norwich City Council and South Norfolk Council) a case can also be made for the identification of a core area based around Norwich and its immediate environs including parts of both South Norfolk and Broadland District Councils. Outputs from the Central Norfolk SHMA include separate conclusions in relation to this core area.

The boundaries of Housing Market Areas will rarely correspond with the administrative boundaries of Local Authorities (Fig.3). In Norfolk there are three distinct HMAs centred on Norwich, King’s Lynn, Yarmouth and their surrounding hinterlands. However there are some areas of the County which are distant from any of these centres; functional links are less apparent, and the case for inclusion within one HMA rather than another is less compelling. To ensure comprehensive coverage the Norfolk Authorities have agreed that the boundaries of the Housing Market Areas should be co-terminus and because housing targets will be set for each Planning Authority area the boundaries of HMAs should be ‘snapped to’ Authority boundaries.

¹⁵ Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

¹⁶ See [Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)
[KLWN SHMA - https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf)
[Great Yarmouth SHMA - https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241](https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241)

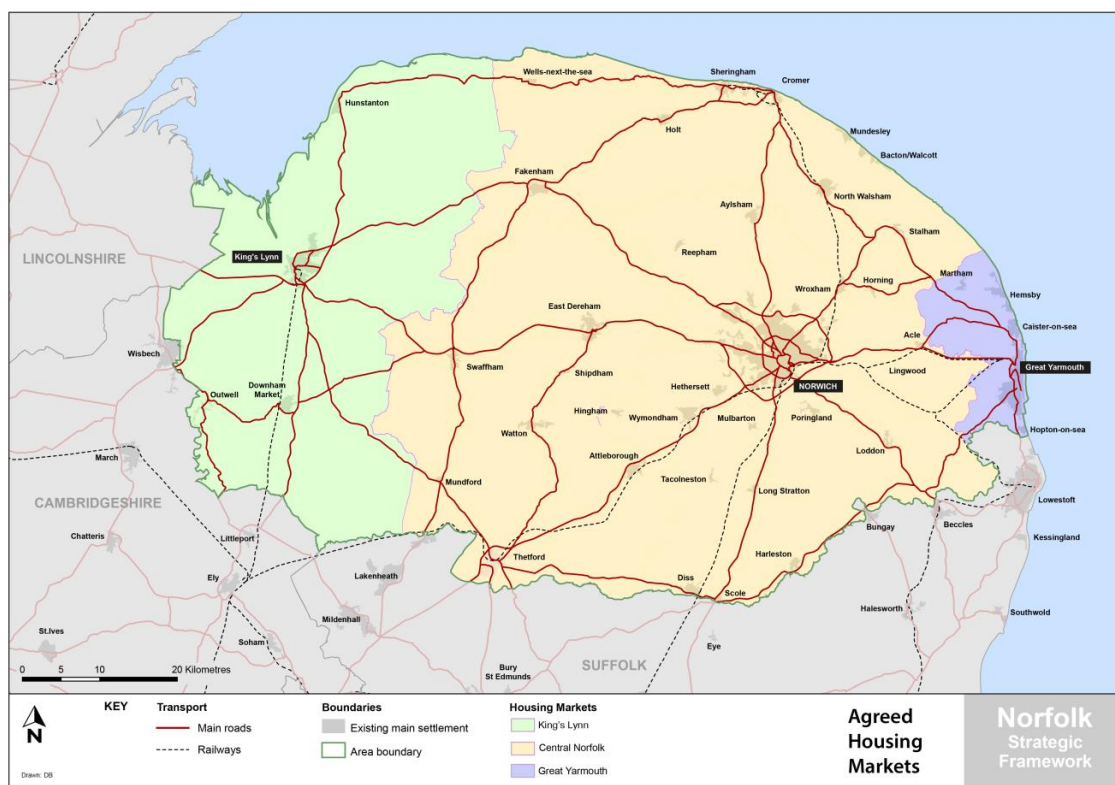


Figure 4: Map of Norfolk Agreed Housing Market Areas. 2021

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

The housing needs of the relevant parts of the Broads Authority Area are included within the SHMAs for Central Norfolk, Great Yarmouth and East Suffolk. The level of need within the Broads Authority area is specified within the Central Norfolk SHMA¹⁷. The new Government methodology cannot be used to calculate the housing requirements within the Broads area, therefore there remains a requirement for the Broads Authority to calculate a separate housing need when it reviews its local plan.

By virtue of the methodological requirements of the definition HMAs, the Central Norfolk Housing Market is very large and includes settlements some considerable distance apart which have little or no functional connection. In response to this the Central Norfolk Strategic Housing Market Assessment¹⁸ defines a core housing market area identifying the settlements with the strongest

¹⁷ See [pages 132-134 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

¹⁸ See [pages 35-36 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

connections to the Norwich Urban Area. This supports the decision to prepare separate Local Plans for North Norfolk and Breckland District Councils (see below).

Following the introduction of a New Housing Methodology in the Revised National Planning Policy Framework in July 2018, it is clear that government still expects local planning authorities to plan for the right mix of home types and tenures to reflect local needs and the evidence base for such planning is only currently available from the SHMAs and is not available from the new proposed standard methodology.

To help understand for the right mix of home types and tenures King's Lynn and West Norfolk have commissioned a Housing Needs Assessment in 2020¹⁹, North Norfolk has commissioned a SHMA update in 2019²⁰ and the districts in the rest of the county plan to complete similar exercise in the near future.

3.3 Strategic Functional Economic Market Areas

Government guidance recognises that since patterns of economic activity vary from place to place, there is no standard approach to defining a functional economic market area. However in recognising these areas it is possible to define them by taking account of factors including:

- extent of any Local Enterprise Partnership within the area;
- travel to work areas;
- housing market area;
- flow of goods, services and information within the local economy;
- service market for consumers;
- administrative area;
- catchment areas of facilities providing cultural and social well-being; and
- transport networks.

Boundaries of Travel to Work Areas (TTWAs) are illustrated over the page in Figure 5. Information on retail matters are captured within the existing evidence base supporting Local Plans²¹. Both these sources suggest that whilst Norwich is a major Regional Centre and draws trade from an extensive catchment across Norfolk and the wider region, both King's Lynn and Great Yarmouth retain a sufficient degree of self-containment to be considered in different functional economic market areas for most purposes.

It should also be noted that there are some very strong and significant cross boundary functional economic relationships. Great Yarmouth has particularly strong links with Lowestoft to the South. Within the Waveney Valley there are strong relationships between settlements on both sides of the County boundary. In the West of the County, King's Lynn in particular has functional economic

¹⁹ See [West Norfolk Housing Needs Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/6252/2020_housing_needs_assessment.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/6252/2020_housing_needs_assessment.pdf)

²⁰ See [North Norfolk Housing Needs Assessment - https://www.north-norfolk.gov.uk/media/5528/shma-local-housing-needs-assessment-2019.pdf](https://www.north-norfolk.gov.uk/media/5528/shma-local-housing-needs-assessment-2019.pdf)

²¹ See [in particular the Employment, Town Centre and Retail Study for the greater Norwich Local Plan - https://gnlp.oc2.uk/document/14/4552#d4552](https://gnlp.oc2.uk/document/14/4552#d4552)

linkages to the Lincolnshire and Cambridgeshire Fens. Settlements such as King's Lynn, Downham Market and Thetford also benefit to some extent by good access to the Cambridge economy.

The position within the Central Norfolk area is again more complicated as for certain economic functions (such as higher order retail and cultural activities) the catchment area extends over the whole of Central Norfolk areas; there are far weaker connections in other areas of economic activity. In outer parts of the Central Norfolk area there is little functional connection for convenience shopping and the proportion of working residents who work in the Norwich urban area is very low²². Both Thetford and Mildenhall and Cromer and Sheringham are still regarded as being distinct Travel to Work Areas. These are illustrated below.

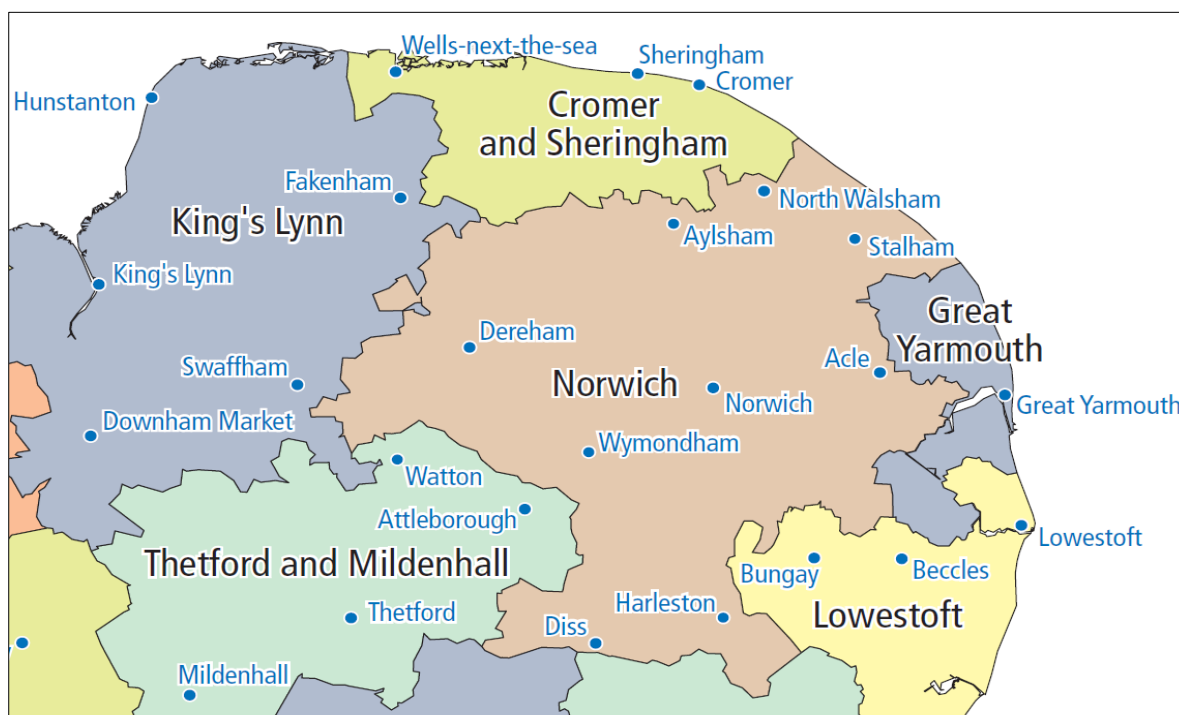


Figure 5: Norfolk's 2011 travel to work areas (TTWAs). Source: ONS 2015

The information available, including particularly the TTWAs and the higher retail analysis, suggests that the boundaries of strategic functional market areas are likely to be similar to the Housing Market Areas described above albeit, for many purposes significant sub-areas within these strategic areas will exist for a number of economic functions, especially within the Central Norfolk area.

²² The Central Norfolk SHMA identified the following settlements within the area of the 5 Central Norfolk Districts as having less than 10% of their resident workforce working in Norwich: Diss, Harleston, Sheringham, Swaffham, Thetford, Watton and Wells.

3.4 Implications of Changing Infrastructure on Market Areas

Norfolk has benefitted from a number of significant improvements to its transport infrastructure. It is arguable that these, and others expected to be built over the next few years will have some effect on the functionality of the housing and economic markets. For example the dualling of the A11 (Fiveways to Thetford) was completed and opened in December 2014, significantly improving the road connectivity between much of the County, Cambridge, the wider South East and the Midlands. The A47/A143 link road, which opened in December 2015, now better connects Great Yarmouth's Enterprise Zone at Beacon Park to further growth areas. The Broadland Northway which completed in Spring 2018 is a key part of the Norwich Area Transportation Strategy which also includes considerable investment in a range of other improvements across Norwich²³. The A17 is an important part of the road network, serving longer-distance trips, and has been included as part of the Major Road Network, a category of the road network comprising the country's busiest and most economically important A class roads in local-authority control.

The Highways (England) Roads Investment Strategy contains a number of improvement schemes for the A47 as part of the government's trunk road programme to be delivered by 2025:

- A47 Vauxhall and Gapton Roundabouts, Great Yarmouth
- A47 Blofield to Burlingham Dualling
- A47 Easton to Tuddenham Dualling
- A47/A11 Thickthorn junction

Additionally further improvement to the strategic road network of the County will be delivered by the Long Stratton bypass which is expected to be underway by 2022.

In summer 2016 the Department for Transport confirmed Abellio as the operator of the new East Anglian rail franchise, which commenced in October 2016. The nine year franchise will deliver a variety of improvements (some of which have already been delivered) including the following that are of particular significance for Norfolk:

- Replacement of the entire fleet of trains ;
- More services and faster journeys across the network, including two 'Norwich in 90' trains each way per day;
- Norwich to Cambridge services extended to Stansted Airport every hour;
- Faster services between Cambridge and London;
- Work with Network Rail to implement specific schemes to drive up performance and reliability throughout the franchise;
- Increase in seats into London in the morning peak period, and an increase of more than 1,000 services per week on the franchise network; and
- Various other improvements including improvements to WiFi, stations and ticketing systems.

A priority is the improvement of the Cambridge Norwich services including half hourly frequency.

²³ See [Norwich Area Transportation Strategy - www.greaternorwichgrowth.org.uk/dmsdocument/554](http://www.greaternorwichgrowth.org.uk/dmsdocument/554) for further information

Whilst the recently delivered and announced infrastructure enhancements are welcomed and cumulatively will assist the County in reaching its economic potential it is not considered likely they will result in any significant change to the functional geography of the County in the immediate future with regard to either housing or economic markets. East/West communications across the County will remain relatively slow and lack reliability, therefore it is likely that both King's Lynn and Great Yarmouth will retain similar levels of self-containment in housing and economic matters as present. The functional geography of the County will remain broadly as it is at least for the period of the preparation of the next round of Local Plans.

In the revised NPPF the government introduced the requirement to produce a Statement of Common Ground (SCG) over the housing market area or other agreed geographical area where justified and appropriate.

In light of this requirement and the above analysis of our functional economic geography it is the view of the Norfolk Local Planning Authorities that there is a strong case to produce a single statement of common ground across Norfolk rather than seeking to produce three separate ones based on one large and two small Housing Market Areas. The reasons for this are:

- The recognised desire of the government not to disrupt existing joint working arrangements where these are effective;
- The high overall rate of self-containment of the Norfolk economy;
- The somewhat weak functional relationship between the outer areas of the Central Norfolk Housing Market Area and its core and the similarity of the strategic issues faced by these outer areas with the adjoining coastal and rural areas of Kings Lynn and West Norfolk and Great Yarmouth Boroughs; and
- The way in which the Broads Authority area overlaps both the Great Yarmouth and Central Norwich Housing Market Areas and five of the District planning authority areas which are signatories to this Framework.

Furthermore the shared understanding of economic geography has led to a number of agreements being reached about appropriate Local Planning areas for Norfolk.

The relative self-containment of both King's Lynn and Great Yarmouth suggests that in practical terms there may be problems in seeking to meet growth pressures evident in King's Lynn and Great Yarmouth within the central Norfolk area and vice versa. In the light of this the following agreement has been reached.

Agreement 5 - That Great Yarmouth and King's Lynn and West Norfolk will each continue to prepare separate Local Plans for their areas.

With regard to Central Norfolk, the evidence does suggest that there may be some possibility for some of the growth pressures evident within the five Districts of Central Norfolk to be met within the different administrative areas of Central Norfolk. These five District authorities (Breckland, Broadland, North Norfolk, Norwich City and South Norfolk, along with the Broads Authority that partly overlaps 4 of their administrative areas) already co-operate closely, have a shared SHMA and are working on other joint studies. However, as noted above the Central Norfolk Housing Market Area is broad and contains places that have little relationship within one another and only a comparatively weak relationship with Norwich at the centre of the area. In the light of this the Local Authorities have reached agreement that whilst it will be necessary to closely co-operate on strategic planning matters and shared evidence it is only appropriate to seek to plan jointly over the area closer to Norwich with much stronger functional connectivity. The possible advantages of

producing a single Local Plan covering all of Central Norfolk are considered to be outweighed by the delays this would cause to plan preparation and the difficulty of getting meaningful engagement over such a large area.

Agreement 6 - That Breckland and North Norfolk will continue to prepare separate Local Plans for their areas whilst Broadland District Council, Norwich City Council and South Norfolk Council will co-operate on a new Greater Norwich Local Plan that will replace the current Joint Core Strategy and various other existing Local Plan documents in this area.

The issue of whether it is appropriate to define any sub market areas or not will be a matter for those Plans. This approach does not preclude the possible redistribution of growth across the Central Norfolk area should this be supported by evidence and agreed by the relevant planning authorities.

Furthermore, the Broads Authority Area overlaps functional housing and travel to work areas of Central Norfolk, Great Yarmouth and Lowestoft. The area clearly has a unique environment and a very distinct set of planning challenges which suggest that joint Local Planning would not be the best approach.

Agreement 7 - That, in view of the very distinct issues facing the Broads Authority Area, spatial planning matters will continue to be best addressed by way of a standalone Broads Local Plan.

For further information on the current Local Plans in the County and the timetable for review please see the Norfolk Compendium²⁴.

3.5 Other Joint Initiatives and Neighbouring Strategic Partnerships

Given the high degree of self-containment in relation to the housing market and travel to work areas the framework relates principally to the county of Norfolk although where appropriate cross boundary initiatives are in place. For example planners from all of the Norfolk and Suffolk coastal local planning authorities, including the Broads Authority have also held a series of meetings over the latter part of 2017/early 2018 to share knowledge and experience and identify common interests around the coastal planning process. This has led to the creation of a separate 'Coastal' Statement of Common ground being developed²⁵ and work is underway to produce a coastal adaption Supplementary Planning Document. Other joint working arrangements include a Statement of common ground between Great Yarmouth and East Suffolk and the Cambridge Norwich Tech corridor, further details of cross boundary initiatives are in appendix 2.

²⁴ See [Norfolk Compendium of Local Plans on https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use-policies](https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use-policies)

²⁵ See [Statement of common ground coastal zone planning report - https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/nspmf-statement-of-common-ground-coastal-zone-planning-report-180712.pdf](https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/nspmf-statement-of-common-ground-coastal-zone-planning-report-180712.pdf)

Norfolk is bounded by Suffolk to the south and Cambridgeshire and Lincolnshire to the West. Strategic partnerships are being developed in these neighbouring areas in response to national objectives for additional homes, jobs and enhanced infrastructure.

Following the formation of the Combined Authority (CA) for Cambridgeshire and Peterborough, the CA produced the Cambridgeshire and Peterborough Strategic Spatial Framework²⁶ in March 2018 which brings together the current growth ambitions of the area, and how the Combined Authority can support local jobs and housing growth ambitions. The Combined Authority are engaging with its partners and other stakeholders to continue to develop the second half of the Strategic Spatial Framework.

In Suffolk, the Suffolk's Inclusive Growth Framework²⁷ has been refreshed and relaunched by the Suffolk Growth Partnership in November 2020. The Framework brings together the shared growth work that is being taken forward across Suffolk into a single, cohesive programme.

The Framework:

- Presents the starting point and ambitions to allow local authorities to engage with communities, partners and Government with a clear and consistent message
- Sets out a single, concise summary of the work being taken forward to plan, coordinate and deliver growth across Suffolk
- Enables connections between programmes of work across the public sector, thereby minimising duplication and ensuring greater benefit is delivered through our investments

To the west of Norfolk the South East Lincolnshire Local Plan²⁸ was adopted in March 2019 by the Joint Strategic Planning Committee. The Committee is a partnership of Boston Borough, South Holland District and Lincolnshire County Councils who are working together to plan the future of South Holland District and Boston Borough.

Across the wider region Norfolk is represented at the East of England Local Government Association and on the East of England Strategic Spatial Planning Officers' Liaison Group (SSPOLG) The role of the latter is to coordinate technical and policy work relevant to councils in the East of England on strategic economic, planning and infrastructure challenges, with a particular focus on engagement with London and the Wider South East.

Norfolk Authorities will continue to work with authorities in the region through their strategic partnerships and national initiatives to ensure a complementary, integrated approach to growth and to optimise investment opportunities to achieve mutually beneficial outcomes.

²⁶ See [Cambridgeshire and Peterborough Strategic Spatial Framework - https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/NSSF-Phase-1-final.pdf](https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/NSSF-Phase-1-final.pdf)

²⁷ See [Suffolk's Inclusive Growth Framework - https://27ea8bdd-fa24-451b-baf1-35bcfe30437b.filesusr.com/ugd/43f74e_988022cc644f4ac79d4bf0743468fa32.pdf](https://27ea8bdd-fa24-451b-baf1-35bcfe30437b.filesusr.com/ugd/43f74e_988022cc644f4ac79d4bf0743468fa32.pdf)

²⁸ See [South East Lincolnshire Local Plan - http://www.southeastlincslocalplan.org/adopted-plan/](http://www.southeastlincslocalplan.org/adopted-plan/)

Section 4 – Projections of growth

As a baseline for planning activity published projections for the County must be considered, including projections regarding population, households and employment. These are summarised below. However, it should be recognised that these are statistical projections and tend to be very heavily based on the extrapolation of past trends. In forward planning it is essential that other factors are given due weight. This is done in subsequent sections of this document and these projections are only produced for information.

4.1 Population Projections

The most recent set of national population projections were published by the Office for National Statistics (ONS) in March of 2020²⁹. These show an increase in the rate of overall population growth from the 2016 ONS figures, Table 1 shows a growth in population levels of 11% over the 18 year period from 2018-2036. Districts are projected to see a significant variation in levels of population growth of between 4% in King's Lynn and West Norfolk to 23% in South Norfolk.

Table 1: Current and projected population numbers for Norfolk Districts. Source: ONS, 2020

District	2018 (000's)	2036 (000's)	Population growth 2018-2036 (%)
Breckland	139.3	158.6	13
Broadland	129.5	145.8	13
Great Yarmouth	99.4	104.7	5
King's Lynn And West Norfolk	151.8	157.7	4
North Norfolk	104.6	114.9	10
Norwich	141.1	150.3	7
South Norfolk	138	169.2	23
Norfolk	903.7	1001.2	11

It should be noted that these projections do not take into account existing planned growth such as existing commitments in the Greater Norwich Joint Core Strategy. This would suggest a somewhat different distribution of population growth between the Greater Norwich authorities.

The population projections also contain considerable information of the age profile of the population. This is potentially of considerable strategic significance for Norfolk which will have major implications for Local Authority services and will need to be considered in Local Plans. The projected age profiles are set out in the Table 2 and 3 over the page.

²⁹ Available at [ONS population projections - https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2](https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2)

Table 2: Existing population numbers (000s) and % by age quartiles (2018) and projected population numbers and % by age quartiles (2036) of Norfolk Districts. *Source: ONS*

District	2018				2036			
	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	139.3	29.5 (21.2)	75.3 (54.1)	33.5 (24)	158.6	30.6 (19.3)	78.6 (49.6)	49.4 (31.1)
Broadland	129.5	26.4 (20.4)	69.9 (54)	33.2 (25.6)	145.8	27.8 (19.1)	73.4 (50.3)	44.6 (30.6)
Great Yarmouth	99.4	22 (22)	53.4 (53.7)	24 (24.1)	104.7	20.4 (19.5)	51.9 (49.6)	32.4 (30.9)
King's Lynn And West Norfolk	151.8	32.2 (21.2)	80.4 (53)	39.1 (25.8)	157.7	30.4 (19.3)	76.3 (48.4)	51 (32.3)
North Norfolk	104.6	18.1 (17.3)	52.2 (49.9)	34.3 (32.8)	114.9	17.2 (15)	51.7 (45)	45.9 (39.9)
Norwich	141.1	31.7 (22.5)	88.5 (62.7)	21 (14.9)	150.3	30.8 (20.5)	92.7 (61.7)	26.9 (17.9)
South Norfolk	138	30.6 (22.2)	74.3 (53.8)	33.1 (24)	169.2	35 (20.7)	86.4 (51.1)	47.8 (28.3)
Norfolk	903.7	190.5 (21.1)	494 (54.7)	219.3 (24.3)	1001.2	192.2 (19.2)	4511.1 (51)	298 (29.8)

Table 3: Change in 000s between 2018 and 2036. Difference between 'All People' for each district between 2016 and 2036 in %. *Source: ONS*

District	Difference between 2018 and 2036			
	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	19.3	11.1 (-1.9)	3.3 (-4.5)	14.9 (7.1)
Broadland	16.3	1.4 (-1.3)	3.6 (-3.7)	11.4 (5)
Great Yarmouth	5.4	-1.6 (-0.5)	-1.5 (-4.1)	8.4 (6.8)
King's Lynn And West Norfolk	5.9	-1.8 (-1.9)	-4 (-4.6)	11.8 (6.5)
North Norfolk	10.3	-0.8 (-2.3)	-0.5 (-4.9)	11.6 (7.1)
Norwich	9.2	-0.9 (-2)	4.2 (-1)	5.9 (3)
South Norfolk	31.2	4.4 (-1.5)	12.1 (-2.7)	14.7 (4.3)
Norfolk	97.5	1.7 (-1.9)	17.1 (-3.7)	78.2 (5.5)

These tables show that whilst the overall population of the County is projected to grow steadily at a relatively modest rate, the change in the age profile is more significant with over 80% of the total increase between 2018 and 2036 being accounted for by growth in the over 65s³⁰. Between the ages of 20 and 64 population growth is projected to be slow, with only a 3% growth rate over the 18 year period, whilst the numbers of 0-19 years olds are projected to grow very slowly by just 0.9%.

These numbers do vary somewhat between individual districts (with Norwich being notably less affected by an ageing population) but the growth in the elderly population is projected to affect most parts of the County and will create significant issues given current models for funding social care and education provision. These issues are not considered further in the framework but the issues relating to housing are considered further in the housing section.

The 2019 Health profile for England³¹ suggests:

- Improvements in life expectancy in England are uncertain with provisional data showing that life expectancy at has seen no improvement from 2017 figures.
- The number of years spent in poor health is increasing. This will impact the need for particular housing, transport and service delivery solutions

Deprivation and inequality continue to be key and enduring factors in poor health outcomes and so need addressing. Consequently access to housing and employment and the impact of spatial and economic planning on these factors needs consideration.

³⁰ Total growth in population age 65 plus is 78,200

³¹ <https://publichealthengland.exposure.co/health-profile-for-england-2019>

4.2 Household Projections

The most recent set of household projections were published in June 2020³². For the country these 2018 projections are broadly in line with the 2016 projections, however for Norfolk these show a significant increase in households, by approximately 9000 by 2036, over the 2016 household projections. Similar patterns of growth are shown as for population but it should be noted that these projections do not take into account growth planned in existing Local Plans which may influence the scale and distribution of the growth in households. The new household projections also show greater growth in the more rural districts compared to previous versions of the projections.

Table 4: ONS 2018 household projections. Source: ONS

District	2011	2018	2026	2036	Household growth 2018-2036 (%)
Breckland	54,522	58,612	63,815	69,497	19
Broadland	53,343	55,676	59,997	64,593	16
Great Yarmouth	41,988	43,350	45,460	48,106	11
King's Lynn and West Norfolk	62,928	64,461	66,522	69,539	8
North Norfolk	46,033	48,448	51,374	55,390	14
Norwich	59,587	63,012	64,778	68,088	8
South Norfolk	52,825	60,172	67,140	75,221	25
Norfolk	371,225	391,737	419,086	450,434	15

4.3 Employment Projections

Across the East of England Local Authorities use the East of England Forecasting Model (EEFM) to better understand the development needs of their area. The model provides a set of baseline forecasts designed to facilitate the setting of consistent housing and jobs targets and can also provide a means of generating alternative scenarios. It is prepared by the independent forecasting house Cambridge Economics and further information about the model and details of runs published are available online³³.

Table 5 sets out the headline results for Norfolk Districts produced in the 2017 run of the model. As with any forecast model, these results need to be treated with a degree of caution. They are “policy neutral” and assume that policy context in the future remains broadly as it has in the past. They cannot reflect the impact of any recent or future interventions that may be made through infrastructure investment, Economic Strategies or Local Plans, and the model has yet to be run to take account of the impacts of both the Coronavirus and the UK leaving the European Union. In addition, the reliability of a number of the underlying datasets decreases at smaller scales, and

³² See [ONS household projections - https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections](https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections)

³³ See [East of England Forecast Model website - http://cambridgeshireinsight.org.uk/EEFM](http://cambridgeshireinsight.org.uk/EEFM)

economic activity is not limited by council boundaries, so individual sector and District forecasts should be treated as being broadly indicative.

Overall the model shows that without additional intervention total job levels in the Norfolk economy are projected to grow at relatively modest rates over the next 20 years with most of the growth projected taking place within Greater Norwich. If the aims of the City Deal are added to the model's forecasts, it projects that over 92% of all the net growth in Norfolk will take place in Greater Norwich.

Table 5: Total employment by district. Source: EEFM 2017 and Central Norfolk SHMA

Districts	Total employment (000's)				2016-2036 growth (000's)
	2011	2016	2026	2036	
Breckland	49.8	57.5	58.2	59.8	2.3
Broadland	53.7	58.7	61.1	62.6	3.9
Great Yarmouth	41.9	43.9	45.9	47.6	3.7
King's Lynn & West Norfolk	62.6	68.9	71	72.3	3.4
North Norfolk	39.5	42.4	43.3	44.3	1.9
Norwich	89.5	102	108.4	113.3	11.3
South Norfolk	56.3	63.3	68.9	74.7	11.4
Greater Norwich*	199.4	223.9	250.3**	262.3**	38.4
Norfolk	393.3	436.7	468.7**	486.4**	49.6

*Broadland, Norwich & South Norfolk

**City Deal additional 11,800 jobs added but not broken down between GN Districts

Note: The Broads does not have its own jobs figures but any jobs delivered contribute to district target.

Section 5 – The Economy

Strategic Economic Objectives

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk's natural environment and heritage is a key element of the county's competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

5.1 Strategic Principles of Economic Success

It is clear that Local Authorities will need to continue to work collaboratively with one another, the LEP and businesses in order to deliver the step change in economic performance that is necessary to deliver the shared objectives. Among the measures that are thought likely to be necessary at this stage are:

Supporting future economic growth

- supporting the development of businesses in identified priority sectors, including building on and making links with established and emerging clusters, and the provision of well serviced land and vacant premises;
- facilitating physical regeneration and enhancement projects in areas of deprivation, involving the local community in the process;
- encouraging international trade and supporting increased inward investment
- recognising the contribution of Norfolk's market towns

Education and skills

- supporting the creation, expansion and enhancement of education establishments, including further education, technical institutes and universities to develop the right skills base in the workforce; and
- enhancing the quality of the natural and built environment to ensure that the area remains attractive for its quality of life, and as a location for business.
- supporting the role of apprenticeships for retraining and up skilling the workforce including the expansion of the syllabus offered to meet the needs of locally based businesses
- supporting labour market resilience through initiatives including support for residents with health related problems to get back into work

New Anglia has been chosen as 1 of 2 pilots across the greater south east energy hub area to work with the energy systems catapult to develop the institutional and physical infrastructure to support the rapid deployment of high-quality training programmes needed to deliver cutting edge property decarbonisation schemes. This proposal seeks to address the gaps and shortcomings through a global and whole house skills and training approach that integrates technologies and delivers good outcomes for customers, rather than the piecemeal installation of measures.

Connectivity

- enhancing the provision of infrastructure to enable digital connectivity that will facilitate economic growth.
- supporting employment allocations that minimise travel distance and maximise the use of sustainable transport modes;
- ensuring that investment in strategic transport infrastructure demonstrably supports economic growth, and also ensuring that economic strategies and Local Plans support the case for investment in that infrastructure; The new 'Norfolk & Suffolk Innovation Network' Funding will create a Long-Range Wide Area Network (LoRaWAN), for sending and receiving low power signals from digital sensors across the region. This will enable business, public sector, educational organisations and individuals to explore, trial and implement Internet of Things (IoT) technology.

5.2 Context

The recent growth in Norfolk's economy is driven by certain key sectors, mostly concentrated in specific geographic areas, where there are particular strengths and expertise, for example energy, advanced engineering, tech/digital, food and life sciences. Norfolk's overall employment rates have generally remained above national levels over the past 10 years (currently 77.7%, compared to the national level of 75.6%) and unemployment rates are generally below the national level and lower than they were 10 years ago³⁴.

While this Strategic Framework addresses development matters (broadly speaking, building and changes in the use of land), it is recognised that to be fully effective this needs to be complementary to other programmes and measures at the district, county, regional and national levels. In the light of the factors mentioned above, endeavours to promote 'inclusive growth' are especially relevant such as developing skills, community aspiration and capacity; recognising and nurturing the contributions of voluntary and community sectors; the quality of job opportunities, etc.

Whilst many districts have their own economic development strategies, the importance of working collaboratively across district boundaries is recognised. This Norfolk Strategic Planning Framework provides one of the foundations for cooperation as does the Norfolk and Suffolk Strategic Economic Strategy (NSES), published in 2017.

The Government published its Industrial Strategy White Paper, 'Building a Britain fit for the future' in November 2017⁴. The overarching aim and ambition of the Industrial Strategy is to provide a long term framework to build on our areas of competitive advantage, to close the gap between our best and worst performing areas, and make the UK one of the most competitive places in the world to start or grow a business. The strategy identified 5 foundations of productivity and 4 grand challenges to put the UK at the forefront of the industries of the future.

In response, the New Anglia LEP, in consultation with stakeholders, produced the Norfolk and Suffolk Local Industrial Strategy (LIS) which was submitted to Government in Autumn 2019.

All of the Districts have formally endorsed working to deliver the NSES and there is a good record of collaboration on specific economic development projects. This Framework provides the opportunity to lay the foundation for developing a Norfolk Economic strategy which builds upon both the NSES and Districts own economic development strategies.

The Norfolk and Suffolk LIS and the Economic Strategy are designed to work in tandem and the targets set out in the NSES are still valid. Some of the key targets are summarised in Table 7.

³⁴ ONS Annual Population survey, (July 2017-June 2018)

Table 6: Summary of Key Economic Strategy targets (New Anglia Area)

Economic Strategy Headline	Target (to 2036)
Jobs	88,000 more jobs
Businesses	30,000 new businesses
Housing	140,000 new houses
GVA	£39 per Hour

It is expected that measures to assist in the delivery of these objectives will be brought forward as part of the Implementation of Delivery and Investment Plans.

The Norfolk Local Authorities are committed to strengthened collaboration and focus on new initiatives and interventions to help nurture economic growth in higher value, knowledge based sectors across Norfolk. These include multi-site Enterprise Zones led by the New Anglia LEP, the Cambridge-Norwich Tech Corridor, innovation centres at King's Lynn and Hethel, and energy related Enterprise Zone sites across Great Yarmouth and East Suffolk.

5.2.1 Coronavirus Impacts

The impact of the Covid-19 pandemic has been profound with tens of thousands of lives lost, lockdown restrictions which have affected daily lives, and significant damage to the local and national economy. In response to the pandemic the New Anglia LEP, working with partners, has produced the Covid 19 Economic Recovery Restart Plan.

This restart plan sets out the actions and interventions that are being taken by a wide range of partners, including New Anglia LEP, local authorities, business, industry councils and sector groups, VCSE organisations, colleges and universities. It demonstrates the strong local appetite and energy for getting the local economy going again and helping those who have been hit hardest.

The Restart Plan contains an unprecedented package of measures delivered by partners locally and nationally to get businesses up and trading again, restore business, consumer and community confidence, as well as provide support to individuals made redundant and looking for work.

The Key measures include:

- Responding to redundancies to support individuals being made redundant and help businesses looking for workers.
- Advice and support for businesses - every business has access to the finance and support they need.
- Youth pledge to support young people to get into high quality education, employment, training, or an apprenticeship.
- Transforming skills to ensure everyone has access to opportunities to upskill and reskill
- Mental health and wellbeing programme that provides employers and employees with the mental health and wellbeing support they need.
- Reimagining high streets - support in developing a range of measures to help high street businesses reopen and operate safely.
- Visitor economy – launch a proactive campaign to promote the area as a destination to live and work

- Digitisation – launch a major campaign to support businesses to build their online presence and to improve productivity, including flexible working practices for their employees, through better use of technology.
- Supply chain – work with local companies to capitalise on opportunities to sell more goods and services locally
- Infrastructure – supporting the construction sector through continued investment in key infrastructure and make a compelling case to Government to fund priority infrastructure schemes.
- Norfolk & Suffolk Unlimited – develop a campaign to promote Norfolk and Suffolk as a place rich with investment opportunities.
- Safe and sustainable public transport – work to support and promote safe and sustainable public transport use, to continue to improve air quality and reduce congestion

This Restart Plan is the first of a two-stage economic recovery plan for the area. It will support businesses, individuals, communities, anchor institutions and further and higher education providers to start trading and living life with confidence, in an environment dominated by social distancing and economic uncertainty, as quickly and safely as possible. Both the restart and renew recovery plans will look to capitalise on the county's major strengths and new opportunities in clean energy, agri-food, information and communication technology and digital creative, alongside ensuring the foundation sectors get the support needed.

The second stage to the plan is the Renew Plan, this a longer-term plan for jobs and sustainable growth which will also serve to support the Government national recovery plan. The restart plan is also supported by the Visitor Economy Recovery plan and evidence base³⁵.

AGREEMENT 8 - Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

³⁵See [New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf](https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf)

5.2.2 Climate Change

In November 2020 the government set out ambitions for investment in clean energy, transport and energy efficiency, designed to support the country's 2050 net zero emissions target and to support up to 250,000 new jobs. The 10-point plan³⁶ includes commitments on offshore wind, low carbon hydrogen production, electric vehicles and nuclear. Ten Point Plan are:

1. Advancing Offshore Wind
2. Driving the Growth of Low Carbon Hydrogen
3. Delivering New and Advanced Nuclear Power
4. Accelerating the Shift to Zero Emission Vehicles
5. Green Public Transport, Cycling and Walking
6. Jet Zero and Green Ships
7. Greener Buildings
8. Investing in Carbon Capture, Usage and Storage
9. Protecting Our Natural Environment
10. Green Finance and Innovation

The Energy white paper³⁷ expands on the Ten Point Plan and sets out the steps needed to cut emissions from industry, transport and buildings.

In March 2019, the UK Government and offshore wind industry agreed a Sector Deal, securing offshore wind's position at the heart of the future UK energy mix as a large-scale, low-carbon form of electricity.

5.2.3 Norfolk's Key Economic Sectors

There are significant geographic clusters of existing business activity that anchor the Norfolk economy, with a number of these offering significant potential for growth. The Norfolk and Suffolk Economic Strategy identifies nine key sectors:-

- Energy
- Advanced Agriculture, Food & Drink
- Life Sciences and Biotech (including health)
- ICT, Tech and Digital Creative
- Financial Services and Insurance
- Visitor Economy – Tourism and Culture
- Transport, Freight and Logistics
- Construction and Development
- Advanced Manufacturing and Engineering

³⁶ See [The Ten Point Plan for a Green Industrial Revolution -
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/
10_POINT_PLAN_BOOKLET.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/10_POINT_PLAN_BOOKLET.pdf)

³⁷ See [Energy White Paper - Powering our Net Zero Future -
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945899/
201216_BEIS_EWP_Command_Paper_Accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945899/201216_BEIS_EWP_Command_Paper_Accessible.pdf)

The new Local Industrial Strategy has further refined priority sectors as:-

- Clean Energy
- Agri-Food
- Information and Communications Technology and Digital Creative

Whilst acknowledging the other underpinning sectors listed in the NSES.

Clean and Renewable Energy

Norfolk is well placed to be a global exemplar for clean, low carbon energy production, exporting services and skills globally, whilst increasing the availability of affordable sustainable energy for local communities and businesses. Norfolk has expertise in many forms of energy generation and sits at the heart of the world's largest market for offshore wind energy. Planned investment in renewable generation will make it a significant supplier of renewable energy to the UK. As well as a key role in the production of energy, Norfolk is also playing a leading role in the transition to a zero-carbon economy working with the Greater South East Energy Hub to deliver local projects at scale that benefit communities, private investors and businesses operating in the low carbon sector is a priority. Transforming the local energy system and new innovations in wider energy resource use will drive productivity gains across all businesses. Bacton Gas Terminal in North Norfolk is a major component of UK energy infrastructure, providing one third of the UK gas supply, making it an essential component in ensuring the future energy security of the UK. The Local Energy East Strategy sets out collective ambitions to 2030 underpinned by a range of activities that the Local Energy East Network and the Greater South East Energy Hub will take forward to ensure that the remains at the forefront of clean growth in the UK and grasps the opportunities ahead.

Life Sciences and biotech

Norfolk's life sciences sector is home to innovative, high-tech businesses and research institutions with close links to the food, health and agriculture sectors. Norwich Research Park (NRP) - comprising UEA, John Innes Centre, Earlham Institute, Quadram Institute, The Sainsbury Laboratory and Norfolk and Norwich University Hospital - is a world-leading research base, at the forefront of global food and health research. It is Europe's largest single site hub of research, training, education, and enterprise in food and health. The £76m Quadram Institute at NRP is helping create a fundamental shift in the way we understand and address the impact of food on health

The New Anglia Local Industrial Strategy sets out a range of actions that will be taken forward to maximise the clean agri-food opportunity including:

- Invest in a Food Innovation Hub based at the Honingham Food Enterprise Zone to deliver business growth through innovation, productivity, processing, exports and supporting new start-ups.
- Develop a world-leading hub for plant and microbial research at the John Innes Centre.

Advanced Agriculture Food and Drink

Home to an advanced and nationally significant farming sector, alongside globally renowned food and drink companies and a world-leading research base centred at Norwich Research Park (NRP). Building on Norfolk's historical agricultural strengths the sector is globally renowned and nationally significant.

Alongside this are a host of nationally and internationally significant food and drink companies, supported by a local supply chain of firms specialising in the manufacture of machinery and equipment to support them. This sector is an important employer in both rural and urban areas

Norfolk is home to the Honingham Food Enterprise Zone and to a world-leading research base centred at NRP, Norfolk is at the forefront of global agri-tech research, whilst innovative and export-intensive firms continue to develop commercially successful feeders, spreaders and pesticides.

Water Resources East has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

ICT, Tech and Digital Creative

Norwich hosts a growing cluster of digital creative businesses. The New Anglia Local Industrial Strategy highlights plans to create a new digital hub in Norwich for the incubation of start-ups and accommodation of scale-up businesses in the digital and creative cluster. The University of East Anglia plays a key role in Norwich's tech community, supporting and connecting many of the active business groups. Norwich University of the Arts (NUA), with its specialism in arts, design and media, is centre of the dynamic creative community and home to the Ideas Factory incubation centre for digital creative businesses and user experience Lab.

Water Resources East³⁸ has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

Visitor Economy - Tourism and Culture

A varied and rich tourist offer, from coast and countryside to postcard market towns, underpinned by a dynamic and pioneering cultural sector boasting internationally celebrated brands. Norfolk is a successful destination, evidenced by a thriving visitor economy. The area has traditional holiday destinations including the North Norfolk Coast and Great Yarmouth, together with unique natural assets such as the Broads National Park, the Brecks, and Areas of Outstanding Natural Beauty. It also has the home of important heritage sites such as Norwich (England's most complete medieval city). Norfolk's vibrant cultural sector boasts award-winning theatres, major international festivals such as Norwich, England's first UNESCO City of Literature. The cultural and heritage sector and natural landscape plays a unique role in creating the 'sense of place' that makes the area a great place to live, work, learn, invest and do business in. The sector is an important employer and attracts significant investment from national and international funding bodies.

Financial services and Insurance

Greater Norwich has been a base for financial industries for over 200 years and is one of the largest general insurance markets in Europe. Recognised as a centre for excellence for financial and professional services, Norwich is home to a significant cluster of global firms. Boasting a financially literate, highly-skilled and stable workforce, and the first National Skills Academy in the UK for financial services.

³⁸ See [Water resources East Website - https://wre.org.uk/](https://wre.org.uk/)

Transport, freight and logistics

Great Yarmouth port has a regional focus relating to the offshore energy sector. The sector is characterised by a strong logistics sector with international firms. Clustered around Norwich, there is also a sizable aviation sector, specialising in maintenance and repair, as well as servicing the offshore industry. The recently opened Aviation Academy, in collaboration with KLM Engineering, is a specialist centre of aircraft, overhaul and maintenance.

Construction and Development

Norfolk has a large and diverse construction and development sector, the UK's largest urban extension in Broadland and emerging specialisation in modern methods of construction and sustainable design. Norfolk's economy and attractive location for housing has driven economic success in the construction and development sector. The Construction Industry Training Board (CITB), a partner in the national Sector Skills Council for the construction industry, is based in Bircham Newton. The area has significant levels of employment across all construction-related industries. The sector also has an emerging specialism in modern construction and sustainable design, with the Fabric First Institute at Easton & Otley College.

Advanced Manufacturing and engineering

The advanced manufacturing and engineering sector in Norfolk reflects the area's diverse economic strengths. The sector links into the supply chain of specialisms such as agriculture and food production, civil aviation, transport and energy. Hethel Engineering Centre is the regional hub for innovation and technology and has the potential to expand to meet the demand for incubation space in this growing sector. Businesses are working together with UEA, through the New Anglia Advanced Manufacturing Engineering sector group, to develop a new Institute for Productivity. This will build on UEA's expertise in business education and engineering. There are several specialist advanced manufacturing and engineering companies in the area at sites including Hethel and Thetford.

Notwithstanding these clusters and our economic strengths, the challenge going forward is the Norfolk economy's high level of dependency on lower wage, lower-skill sectors such as food production, agriculture and tourism, and the related high concentrations of very deprived populations in some parts of the County and 'hidden' rural poverty elsewhere. This is reflected in productivity levels per head which are currently at 25% below the national average³⁹. This, coupled with low levels of investment, relatively poor infrastructure and skills attainment, impacts on potential future economic growth.

The development of this framework has concentrated on; identifying strategic sites, possible further interventions and cross boundary working that will need to be taken forward to deliver the shared objectives that have been agreed.

Supporting the growth of Norwich Research Park for example, and other key Enterprise Zone sites, will help to grow knowledge jobs in key sectors and enhance the commercialisation of research. A greater focus on supporting digital entrepreneurs will also help strengthen the growing cluster of tech/digital creative enterprises in and around Norwich's city centre, and strengthening supply

³⁹ See [East of England Forecast Model - https://cambridgeshireinsight.org.uk/eefm/](https://cambridgeshireinsight.org.uk/eefm/)

chains in the manufacturing, engineering and energy sectors will enhance business sustainability and employment growth.

5.2.4 Sector impact of the Coronavirus

The Covid 19 Economic Recovery Restart Plan will support the restart and renew of the local economy and focus activity on stabilising and renewing the foundation industries recognised in the Economic Strategy and Local Industrial Strategy, including the care and VCSE sectors. Economic activity will recover as lockdown is lifted, but the speed and degree is uncertain and will vary by sector, the impact on each sector is considered below:

Agri-food - Unprecedented demand at food retailers has put pressure on the food system in some areas, whereas the closure of the hospitality industry has created surplus in others.

Clean energy - The global pandemic has affected both the supply and demand for energy.

ICT digital - The lockdown has led to homeworking en masse, with people looking for new ways to work, learn, shop and socialise virtually. Home working will help support more rural areas but will require improved access to broadband and other digital connectivity (see section 9.5).

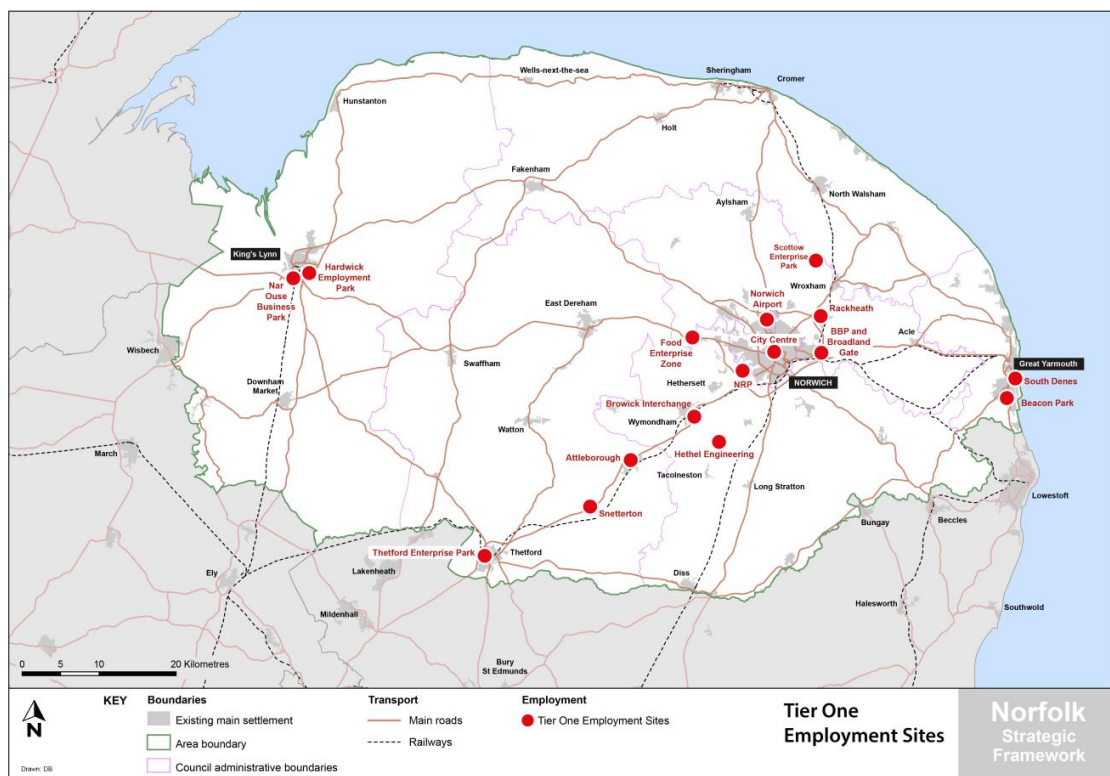
Visitor economy - The sector has been amongst the hardest hit, with businesses forced to stop trading just before the start of the season.

Health and social care - The pandemic has pushed the health and social care sector into the front line of dealing with the crisis. Nationally, care homes have seen high Covid-19 death rates in both residents and frontline staff, reinforcing the need for Personal Protective Equipment, correct training and capital Investment.

Voluntary - The pandemic has negatively affected resources, income and funding of third-sector organisations and impacted their ability to meet objectives in the longer term while demands continue to increase.

5.3 Strategic Employment Sites

Strategic employment sites have been agreed through joint activity on economic development and inward investment. They are all located in the growth locations identified in New Anglia LEP's Economic Strategy and Local Industrial Strategy and are targeted at the Norfolk and Suffolk Economic Strategy's key sectors. Therefore it is crucial to facilitate a step change in our economy and the focus of promotional activity.



Together they form a package of sites that provides a comprehensive offer for inward investment and strategic growth, a number of which have Enterprise Zone status. The number and availability of these sites gives Norfolk an economic advantage in attracting certain types of inward investment. In addition, as a result of their scale and type, these sites have additional potential through existing and planned close cross-boundary working. By their nature some of these sites form part of wider functional economic areas which span district/county boundaries, increasing potential for joint collaboration to enhance economic growth.

Agreement 8 recognises that these Tier 1 sites⁴⁰ should be protected from loss to alternative uses such as housing which is consistent with Paragraph 4.18 of the Housing White Paper which proposes that employment sites identified as “strategic” will not be subject to reduced protection from residential development. It is therefore proposed that the Tier 1 employment sites identified in Table 8 are formally recognised as “strategic” employment sites within Agreement 8.

⁴⁰ Tier 1 Employment sites are site identified by local authorities as significant in size (greater than 10 Hectares), Support key strategic sectors and support key growth locations.

Table 7: Tier one employment sites, sector, location and size. 2021

Site	Supports N&S Economic Strategy's Key Sector(s)	N&S Economic Strategy's Growth Location	Land available (approx.)
Attleborough	Advanced Manufacturing and Engineering	Tech Corridor	10 ha
Broadland Business Park area			
- plots on existing BBP			
- BBP Laurel Farm	Financial services	Greater Norwich	55ha
- St Andrews northside,	ICT & Digital Creative		
- Broadland Gate			
Browick Interchange (Wymondham)	Advanced Manufacturing & Engineering. ICT and Digital	Tech Corridor	20 ha
Food Enterprise Zone Honingham/Easton	Food, Drink & Agriculture	Greater Norwich / Tech-corridor	10 ha
Great Yarmouth Enterprise Zone and Energy Park sites:			
- Beacon Park (EZ)	Energy	Great Yarmouth and Lowestoft	13.5ha
- South Denes (EZ & EP)			25ha
Hardwick extension (King's Lynn)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10)	27 ha
Hethel Engineering Centre and Technology Park	Advanced Manufacturing & Engineering	Greater Norwich Tech Corridor	20ha
Nar Ouse Business Park (King's Lynn) (part EZ)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10 corridor)	17 ha (EZ)
Norwich City Centre	ICT and Digital Creative Financial Services Tourism and Culture	Greater Norwich	Multiple Sites
Norwich Airport			
- Aeropark			
- Southern area (around Hurricane Way)	Advanced Manufacturing & Engineering	Greater Norwich	75ha+
- Airport business park			
Norwich Research Park (part Enterprise Zone)	Life Sciences Food, Drink & Agriculture	Greater Norwich Tech Corridor	40ha (EZ 25ha)
Rackheath	Advanced Manufacturing and Engineering	Greater Norwich	25 ha
Scottow Enterprise Park	Logistics Energy	Greater Norwich/ North Norfolk	26 ha
Snetterton	Advanced Manufacturing & Engineering	Tech corridor	68ha
Thetford Enterprise Park	Advanced Manufacturing & Engineering Food, Drink & Agriculture	Tech corridor	18ha

Agreement 9 - The above list of locations are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

This list will need to be kept under review in the light of emerging Economic Strategy priorities and the progress on Local Plans.

5.4 Key Cross-Boundary Economic Issues and Interventions

This section identifies the principal strategic economic matters and other matters which can only be fully addressed through development plans in (or across) more than one local planning authority area. It therefore does not include a wide range of matters which whilst they are recognised as very important, but which do not meet the specific definition of strategic development 'Duty to Cooperate' matters laid down by the Localism Act. These include the generality of

- rural economy (including agriculture);
- tourism and recreation;
- development of market towns;
- Coastal Change;

Development associated and supporting these is addressed through individual local plans and informal joint working between local planning authorities, and these issues are addressed more widely through economic and other strategies. Neither is this section intended to include every economic issue that requires cross-boundary working, but just those of an extensive or special significance from a Norfolk wide perspective.

5.4.1 The role of Greater Norwich

Norwich and its immediate hinterland is the prime economic generator in the County. Its influence, and the policy measures required to make the most of this extend well beyond both the City Council's boundaries and the existing urban area.

A large part of the county depends upon the vibrancy of the city for employment, services, higher order retail, culture and leisure. It also has an economic importance as a public transport hub. The vibrancy and focus of activity in the city centre also attracts significant numbers of visitors, and helps make the wider area an appealing place to live, work, invest and locate businesses. The economy of this wide area of influence will benefit from ensuring that the city is accessible; the centre continues to thrive and is attractive to inward investment; and out of centre development complements the overall offer.

The Broadland Northway will support the delivery of planned housing and jobs to the north and north-east of Norwich. It will improve strategic access to a wide area of Broadland and North Norfolk. Realising the full range of economic opportunities will benefit from cooperation. The Airport supports the economy of the area including the off shore energy sector. The proposed Western Link will further enhance access to the Norwich Research Park, Food Enterprise Zone and Norwich Airport.

Broadland, Norwich, and South Norfolk, with Norfolk and the Broads Authority, are working through the Greater Norwich Development Partnership (GNDP) on the planning of the area.

The Five Year Infrastructure Investment Plan identifies the projects from the Greater Norwich Infrastructure Plan the delivery of which is considered to be a priority for achieving the economic growth targets, as set out in the Joint Core Strategy and the Greater Norwich City Deal. The Greater

Norwich Growth Programme identifies infrastructure schemes to be prioritised for delivery and development within each financial year, using pooled CIL funding.

The Norwich Area Transportation Strategy (NATS) identifies the transport improvements needed over the next 15+ years. The NATS Implementation Plan (agreed 2010, updated 2013) sets out a range of transport measures with their intended phasing for delivery over the short to medium term. The work is now branded as Transport for Norwich (TfN). The TfN Strategy is being reviewed and a consultation is expected later on in 2020. The Implementation plan is currently being developed through the work on Transforming Cities and a bid has been made to Government to fund a 3 year programme of delivery.

5.4.2 Cambridge to Norwich Technology Corridor

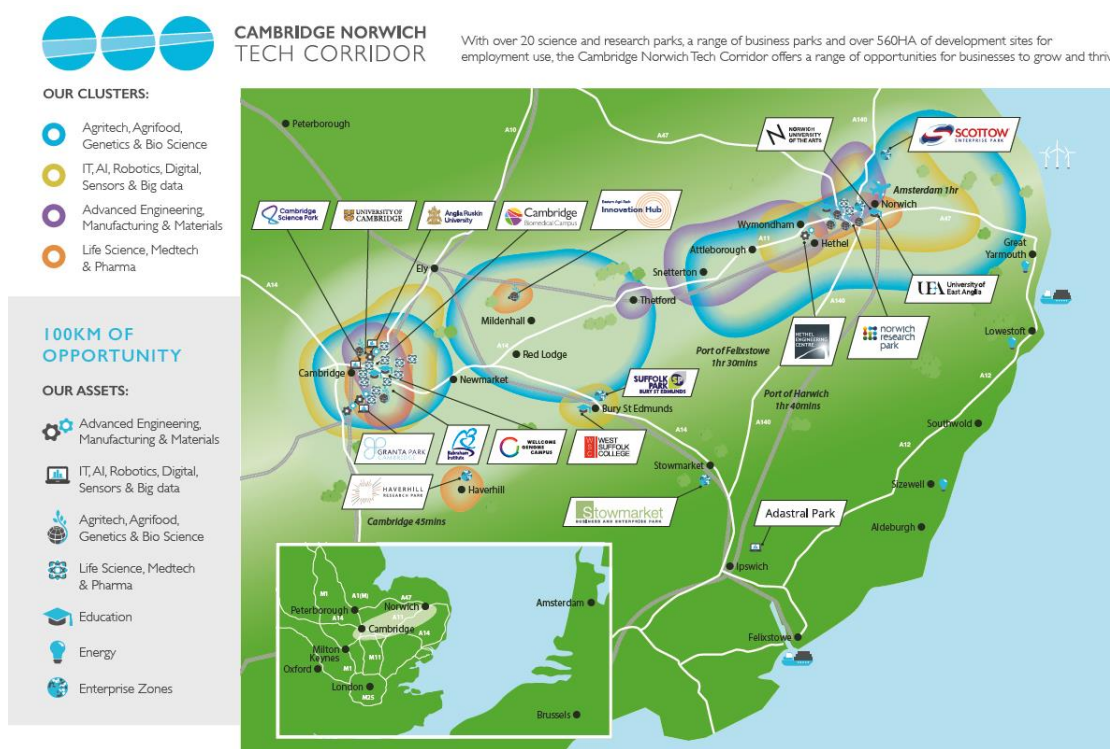
The corridor from Norwich to Cambridge, identified in Fig.7, includes a number of important existing and emerging clusters and strategic employment sites. It provides the potential for significant economic development, particularly as connectivity has improved with full dualling of the A11 between Norwich and Cambridge. The corridor also benefits from the Norwich to Cambridge railway line, direct trains between Norwich to Stansted airport and an increased number of internal and external route from Norwich Airport. These opportunities need to be supported and exploited to maximise economic benefits.

The corridor is identified as a key growth corridor in the New Anglia LEP's Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan. The Cambridge Norwich Tech Corridor initiative⁴¹ has been established to maximise the economic benefits of this high quality location with its world class universities, research institutes and business clusters. The partnership will both capitalise on the talent pool, emerging clusters, low cost space, infrastructure networks, in conjunction with securing new investment for the area (e.g. SETI), to deliver innovation-led growth and investment.

In Norfolk the tech corridor extends through Norwich, South Norfolk and Breckland, and then into Suffolk and Cambridgeshire.

⁴¹ See [The Norwich Cambridge tech corridor website - http://www.techcorridor.co.uk/](http://www.techcorridor.co.uk/) for further information

Figure 7: The Cambridge Norwich Tech Corridor, 2019



5.4.3 A47 Corridor

The A47 crosses the county and, directly or indirectly, affects all Norfolk's districts, parts of Suffolk and Cambridgeshire. The current limitations of the A47 act as a brake on economic growth, hindering investment, adding business and commuter costs, cause disproportionate accident and safety issues and contribute to the 'peripheral' image of Norfolk. Improvements to the road will unlock jobs, increase GVA and attract additional private investment all along its length. The A47 Alliance comprises of representatives from all Local Authorities, the business community, MPs and stakeholders along the whole of the trunk road route between Peterborough and Lowestoft. The Alliance is working to make the case for improvements and to secure the necessary investment to implement these. Partners will need to consider how best to cooperate to realise the economic potential of improvements.

Further west on the A47, at Wisbech the emerging Garden Town proposal may result in up to 12,000 additional homes (on top of the 3,550 homes already allocated in the Fenland Local Plan) effectively doubling the size of the town. This is linked to a potential new rail connection which would put the town within commuting distance of Cambridge and Peterborough. The existing allocation relating to East Wisbech is incorporated into the emerging plan.

Currently there are four A47 road improvement schemes of direct relevance to Norfolk, committed to by Highways England

- Dualling the A47 North Tuddenham to Easton
- Dualling the A47 Blofield to North Burlingham
- Improving the A47/A11 Thicken junction
- Improving A47 Great Yarmouth junctions including reconstruction of the Vauxhall Roundabout

These A47 road improvements have the potential to support growing the corridor's economy.

5.4.4 Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft

The ports of Great Yarmouth and Lowestoft are successfully developing their role in the huge growth in offshore wind generation and major planned gas field decommissioning in the southern North Sea, building on 50 years' experience in offshore energy. These ports also serve trade, fisheries and transportation sectors of the economy.

These two ports, in close proximity, together form a strategically significant economic (and infrastructure) resource, generating employment and supply chains of regional significance. The sector is also supported by businesses and facilities, such as Norwich Airport, in Greater Norwich. The critical mass of facilities, infrastructure and businesses helps the area compete with areas elsewhere, including on the other side of the North Sea.

There is a long and continuing history of collaboration between Great Yarmouth, East Suffolk, Norfolk and Suffolk Councils to make the most of these opportunities.

Through close cooperation, these bodies and the LEP were successful in bidding for an Enterprise Zone (EZ) covering six sites in Great Yarmouth and East Suffolk to strengthen and build the offshore energy sector in the area. This EZ is one of the most successful in the country, the only zone to have exceeded the original EZ targets. The two Norfolk sites in Great Yarmouth are South Denes and Beacon Park.

Great Yarmouth Borough Council, Norfolk County Council, Highways England and the New Anglia LEP have cooperated closely on developing the road transport infrastructure to support the growth of the offshore energy sector in Great Yarmouth. The third river crossing has now been through public examination as a Nationally Significant Infrastructure Project which will provide direct access to the Port from the trunk road network, rather than through the heart of the town as at present, and improving the A47 link to the rest of the country, construction is due to start in 2021.

Meanwhile Norfolk County Council with Great Yarmouth Borough Council, are looking at a range of new infrastructure projects associated with the port and the Great Yarmouth Energy Park in order to enhance the value of Yarmouth to the offshore renewables sector.

5.4.5 Norfolk Coast, the Broads and the Brecks

The Norfolk Coast, the Broads and the Brecks are the 3 key cross boundary areas of the county where economic benefits include not only their attraction for tourism and recreation, but also their contribution to quality of life, and hence the attractiveness of Norfolk as an area to live, work and to locate a business. The economies of these areas are dependent on businesses, infrastructure and environmental protection in surrounding areas. This is particularly the case for the Broads Authority Executive Area, where the Broads Authority boundary is very tightly drawn.

In order to maximise the economic benefits a number of issues require coordination across planning authority boundaries, including coastal change, erosion and flooding; environment, landscape and habitats; as well as tourism and recreation itself. By working together the relevant authorities can ensure complementary measures, and maximise potential economic benefits.

All the Norfolk coastal districts, together with the Broads Authority (part of which is on the coast), East Suffolk District Council in Suffolk, and the Environment Agency have worked together on one or more of the three Shoreline Management Plans covering the Norfolk Coast, developing understanding of the technical and political challenges involved, and coordination of efforts to address these.

The quality, importance and diversity of the natural environment, including the Coast, the Broads and the Brecks, is reflected in the numerous national and international designations, including Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Ramsar sites, and Sites of Special Scientific Interest (SSSIs), and protected landscapes (Norfolk Coast Area of Outstanding Natural Beauty and the Broads). The planning authorities have a role in helping to protect and manage these assets, along with Natural England, the Environment Agency and a wide range of non-statutory environmental and community organisations. Ensuring that new development can proceed sustainably without harm to protected sites or species, or to biodiversity or geodiversity in the wider environment, is a particular challenge. Through joint working and cooperation across planning authority boundaries, a better understanding of the potential impacts from development (especially relating to housing and recreation) is being developed, and new ideas and best practice for monitoring and mitigating any impacts are being shared.

It is important that all of this care and concern about the natural environment continues to be captured within a Green Infrastructure approach, so that protecting and enhancing nature and natural processes are consciously integrated into spatial planning and area development.

5.4.6 A10 corridor

The A10, and parallel rail line from King's Lynn to Cambridge (passenger and freight), provides a strategic transport corridor. The section from King's Lynn to Downham Market is identified as a growth location in the Norfolk and Suffolk Economic Strategy. To realise the growth potential of the A10 Corridor there is a need to improve journey times, reliability of services and enhancement of operational capacity. Cambridgeshire County Council has commissioned studies of the economic potential and transport options for the route north of Cambridge. The Ely Area Capacity Enhancements Strategic Outline Business case was completed in Spring 2020 and has been approved. Proposals and options are expected to be consulted on in 2021 for the Ely area improvements to enable more frequent rail services to operate in future; while works have been completed to enable longer trains to run from King's Lynn from December 2020. A new Cambridge North railway station has enabled improved access to jobs in the businesses on the north side of Cambridge for Norfolk residents. There is potential for large-scale job growth in the corridor at Downham Market; while the largest housing allocation in the west at West Winch/North Runcton requires the completion of the West Winch Relief Road and Hardwick junction improvements to be fully developed.

Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

Section 6 – Housing

Strategic Housing Objectives

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP and, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

6.1 Introduction

The overall objective of national policy is to ensure that sufficient homes of the right type, are built in the right locations, and at the right time to address all existing and newly arising needs for homes. This means meeting both the market *demand* for new housing and addressing the *need* for homes including the needs of those who are currently unable to afford to buy or rent a suitable home locally. Homes built should be of the right type having regard to needs of the existing and future population and should address the specific needs of groups such as the elderly, those with disabilities, students and the gypsy and traveller community. Local Plans should include measures to address the need for appropriate specific types of dwellings, those wishing to build their own home, starter homes to purchase and other tenures of affordable housing. Whilst this document considers the likely scale of growth in the different parts of the County, it is not its purpose to determine how many new homes are required or where precisely these should be located. These will be decisions for individual Local Plans or any County wide development plans which may be prepared. Instead the focus is on cross boundary strategic considerations concerning, for example, the capacity of each authority to accommodate the required growth, considering how growth in one area may have impacts elsewhere, the need or otherwise to redistribute growth beyond the administrative boundaries of individual authorities and the implications of this, or the need to take collective measures to improve the rates of housing delivery in the County.

In February 2017 the Government published the Housing White Paper “Fixing our Broken Housing Market”⁴². This document set out a broad range of reforms that Government planned to introduce to help reform the housing market and increase the supply of new homes with the principal aim of increasing housing delivery in England to 300,000 net additional dwellings per year by the mid 2020’s.

Many of these measures were subsequently introduced via the updated National Planning Policy Framework including a new standardised national methodology to be used for calculating the minimum number of new homes which might be required. In December 2020 the government announced a further modification to the standard methodology for the top 20 cities and urban areas, however this hasn’t impacted the county. The government has also introduced a Housing Infrastructure Fund⁴³, published a Garden Communities Prospectus, invited bids for Housing Deals, and has committed to spending an additional £2 billion on affordable homes, all measures targeted at delivering an increased supply of homes. It is clear that increasing the delivery of new homes is likely to remain a major priority for the UK government for the foreseeable future.

Based on the government’s current standard methodology⁴⁴ Norfolk Authorities will need to collectively plan for at least an additional 65,856 (4,116 per annum) homes between 2021 and 2036. Many of these new homes are already included within adopted Local Plans in the County and a significant proportion already have planning permission.

As part of the duty to co-operate, and as reflected in the remainder of this section the Norfolk Authorities have reached a number of key agreements both about the geographical area over which it is most appropriate to prepare Local Plans, the period to be planned for, and how each plan will provide at least the minimum number of dwellings required over the agreed period. In reaching these Agreements the authorities have had regard to the needs which may arise from outside of the County and have collectively agreed a process for establishing each areas capacity to accommodate growth.

⁴² Available at [the housing white paper web page - https://www.gov.uk/government/collections/housing-white-paper](https://www.gov.uk/government/collections/housing-white-paper)

⁴³ Available at [the housing infrastructure fund web page - https://www.gov.uk/government/publications/housing-infrastructure-fund](https://www.gov.uk/government/publications/housing-infrastructure-fund)

⁴⁴ Derived from the ONS 2014 household projections

6.2 Existing targets, supply, and delivery rates up to 2021

The number of dwellings built in the County since 2007 have generally fallen behind published Local Plan targets due to the impact of the recession. As a consequence, the required annual rate of housebuilding required to meet existing Local Plan targets has been increasing as local authorities seek to address shortfalls. Furthermore to ensure that local targets can be addressed national policy⁴⁵ requires that each authority provides a buffer of deliverable supply thus ensuring that at all times more deliverable supply is available than is required to meet needs alone, with the size of the buffer determined by delivery rates over the preceding three years. This has resulted in some areas having very high annual targets over the next five years which are well above the long term requirements set out in their respective Local Plans or produced by applying the standard methodology.

It is likely that this trend of increasing annual rates of housebuilding requirements will not continue in the future, for two reasons: firstly, the rate at which housing is being delivered is increasing; and secondly, local planning authorities need to keep their assessments of housing need and local plans up to date. In reviewing housing need, the appropriate level of backlog that needs to be addressed is reconsidered and in parts of the County it appears that current levels of backlog arise in part from historic projections of levels of net in-migration in the period 2008-16 being considerably higher than the actual net in-migration levels that were observed during this period. Therefore, as new Local Plans are adopted, there may be tendency for rates of housebuilding required in the short term (i.e. the next five years) to reduce from their current levels due to reassessment of the backlog element within them.

It should also be noted that land supply issues may ease because since the recession and particularly the publication of the National Planning Policy Framework in 2012, the number of unbuilt planning permissions has also been increasing, resulting in a large stockpile of consented sites.

In practice, delivery rates of housing development will vary considerably from one year to the next, with significant periods of under-delivery in some years and over-delivery in others, depending on a wide range of factors including site availability, economic conditions, and the capacity of the local building industry. The impacts of the coronavirus pandemic on completion rates also remains unclear. For this reason annualised targets represent a blunt instrument against which to assess delivery. Individual authorities will continue to consider carefully how new housing needs evidence might be taken into account appropriately in plan-making and the determination of planning applications.

Detailed information on the availability and deliverability of new housing is published annually by each authority in their Five Year Land Supply Statements.

⁴⁵ National Housing Delivery Test – Results of this test are published by government in November of each year and compare the number of dwellings built over a three year period with the number required.

6.3 Future Housing Demand and Need until 2036.

The National Planning Policy Framework requires that the need for homes in terms of quantity, size, type and tenure within an area is addressed by planning authorities when preparing Local Plans, unless the consequences of doing so would result in unsustainable development. Where planning authorities conclude that it is not desirable to address identified needs within an individual authority area they should reach agreement with others to ensure that needs are met.

Following the publication of the revised NPPF in Feb 2019 the quantity of homes needed should be calculated in accordance with the new standard method in national guidance. This applies a fixed uplift to household projections based on the relationship between local incomes and house prices for each authority area with the result being capped to ensure that resulting figures are no more than 40% above existing requirements for any individual authority. The method was varied in February 2019 to make it clear that the baseline for the calculation should be the 2014 based household projections rather than the most recent projections. In some parts of the County the application of the standard methodology has resulted in the need to deliver higher quantities of new homes than was previously the case as identified in Strategic Housing Market Assessments.

Table 9: Local Housing Need based on mid 2014 household projections applying standard national methodology using the projected average annual household growth from 2020 to 2030 (correct as at November 2020)

Area	Annualised housing need in SHMAs	Annualised housing need applying standard methodology (2014 base)	Variation
Breckland	584 ⁴⁶	661	+77
Broadland	389	517	+128
Great Yarmouth	420	357	-63
KLWN	670	538	-132
North Norfolk	405	552 ⁴⁷	+147
Norwich	724	598	-126
South Norfolk	763	893	+130
Broads Authority (Norfolk part)	11	n/a ⁴⁸	
Norfolk	3,966	4,116	+150

⁴⁶ Note as the Breckland Local Plan is covering a period of 2011-36 it's annualised OAN is considered to be 612pa rather than 584pa as this reflects under delivery in the period 2011-15

⁴⁷ At this point in time North Norfolk is considering if an alternative approach to establishing OAN is justified

⁴⁸ The Government Consultation said 'where local planning authorities do not align with local authority boundaries, such as National Parks, the Broads Authority and Urban Development Corporations, available data does not allow local housing needs to be calculated using the standard method set out above'. In these cases we propose that authorities should continue to identify a housing need figure locally, but in doing so have regard to the best available information on anticipated changes in households.

The evidence⁴⁹ concludes that Norfolk is covered by all, or parts of, three separate Housing Market Areas and this has led to agreement about producing evidence and appropriate planning areas.

Strategic Housing Market Assessments have been prepared for each of these Housing Market Areas which prior to the publication of the Standard National Housing Needs Methodology identified the objectively assessed needs for new homes within each HMA and for each separate District within them. New evidence, including revised national population and household forecasts, will be published at regular intervals and Authorities will use the latest available information from a range of sources in relation to both demand, and their ability to plan a sustainable supply, when determining final housing targets for inclusion in Local Plans.

To ensure better alignment of Local Plans all Norfolk Authorities have agreed to prepare new Local Plans which address the level of housing need for the period until at least 2036 and have formally commenced the process of plan review. Broadland, Norwich and South Norfolk are producing a single Greater Norwich Local Plan allowing for consideration of how needs might be addressed across the larger plan area.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

The Broads

The total OAN in the Broads Authority Executive Area between 2015 and 2036 is 286 dwellings (approx. 14 per year). In the Central Norfolk SHMA these figures are broken down between the overlapping Districts as follows:

Table 10: Projected dwelling need within the Broads Authority area 2015-2036

	Broadland	North Norfolk	Norwich	South Norfolk	Great Yarmouth	East Suffolk
Total OAN	50	70	3	40	66	57

⁴⁹ **Central Norfolk Strategic Housing Market Assessment 2017** - covering Norwich, Broadland, and South Norfolk authorities, together with substantial parts of North Norfolk, Breckland and the Broads Authority, together with a more marginal interaction with other parts of Norfolk and Suffolk. **King's Lynn and West Norfolk Strategic Housing Market Assessment** - Covering the administrative area of King's Lynn and West Norfolk Borough Council.

Great Yarmouth Strategic Housing Market Assessment - Covering the administrative area of Great Yarmouth Borough Council.

In view of the special qualities of the Broads there has been a long standing agreement between the BA and their overlapping local councils about the other areas planning to meet any housing needs arising in the BA area⁵⁰. It would clearly not be in the best interests of good planning in Norfolk for planning in the Broads area to be driven by a need to meet statistically derived housing targets where this would be incompatible with the protection of the special qualities of the Broads. Agreements 11 and 12 below addresses this matter although it should be noted that emerging evidence suggests, with the possible exception of the part of the BA area in Great Yarmouth Council area, that the BA will be able to find sufficient sites for housing to meet identified needs within its own area in locations considered to be compatible with the protection of the Broads.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad’s landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

East Suffolk Council (and hence not signatories to this framework) have also agreed to do the same.

Implications of the City Deal for Housing

In December 2013 the Greater Norwich City Deal was signed⁵¹. The City Deal was expected to see 300 new businesses supported and secure an additional £100 million of private investment. The deal was also expected to create more than 19,000 jobs, including 3,000 high value jobs at Norwich Research Park, 2,000 jobs around Norwich Airport, 1,000 jobs based around Norwich University of the Arts and 6,000 construction jobs.

The housing implications of the City Deal were assessed thoroughly as part of the Central Norfolk SHMA. This calculated that an upward adjustment of 9,505 dwellings to the housing requirement was needed to ensure sufficient homes are provided to meet the needs of the additional workers resulting from the City Deal. However, as the OAN for the Central Norfolk Authorities already included a response to market signals, it concludes that additional provision is only needed in the three Greater Norwich districts where the implications of the City Deal exceed the response to market signals already built into the figures. Because of the changes in calculating housing need the additional provision will be reconsidered within the Greater Norwich Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

⁵⁰ See [Planning for Housing and Employment in and Around the Broads Memorandum of Understanding - http://www.broads-authority.gov.uk/_data/assets/pdf_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf)

⁵¹ See [Norwich City Deal - https://www.gov.uk/government/publications/city-deal-greater-norwich](https://www.gov.uk/government/publications/city-deal-greater-norwich)

6.4 Type of Homes

It is critically important to ensure that sufficient homes are provided but it is equally important that the homes that are built are the right type in terms of size, affordability and tenure. In this regard key issues affecting the County are providing suitable homes for:

- Those on lower household incomes who are unable to afford market prices and rents
- A rapidly aging population
- A growing student population in and around Norwich
- Gypsy and Traveller communities

Collectively, the Authorities are committed to the delivery of energy efficient homes which minimise the inefficient use of scarce resources and each Local Plan will consider the desirability of requiring enhanced construction standards which go beyond the requirements of the current National Building Regulations. For example, all authorities in the County have committed to introducing lower water consumption targets for new dwellings and most are likely to introduce enhanced accessibility requirements. Further consideration is also given to this area in the section on climate change.

Unless there is a significant increase in earnings or a slowing rate of house price increases the evidence concludes that dwelling affordability will continue to be a major issue in most parts of the County. Delivery of affordable homes, as with other types of housing has failed to keep pace with existing and newly arising needs. Forecasts indicate that across the County as a whole some 26% of the total future housing requirement will need to be provided as affordable homes but this masks significant local variations.

The significance of this issue for Norfolk should not be underestimated. There would be particularly severe impacts on a number of key economic sectors if housing affordability worsens and there is not considerable increase in the availability of forms of housing that meet the needs of people who are employed in low wage sectors across the county. The situation will vary from one council area to another so is best addressed through local plans rather than through collective agreement.

Inward migration from the rest of the UK, mainly due to retirement to the area, is forecast to be the major driver of population growth in the County over the next 20 years and a rapidly aging population, particularly outside of the three main urban centres will continue to increase the need for homes. By 2036 over 15% (153,372 people) of Norfolk's population is forecast to be over 75 years of age and if current trends continue this will increase the need for specialist forms of accommodation such as care, nursing and assisted living schemes. These specialist accommodation needs are not included within household projections and authorities should carefully consider the latest available evidence and develop strategies to ensure these needs are met. If current trends continue an increasing proportion of elderly people will remain in their homes for longer periods.

Specialist types of accommodation

Strategic Housing Market Assessments are prepared to establish the likely total need for new dwellings over a given period. These assessments quantify the needs of those residing in households including gypsy and travellers and those living in caravans and houseboats but they do not account for those living in other types of communal accommodation such as care and nursing homes and student halls of residence. Therefore in addition to the target for new dwellings Local Plans will need to separately quantify and provide for other specialist types of accommodation and fully understand the relationship between the need for new dwellings and the need for different types of non-household accommodation.

Elderly People

The identified Objectively Assessed Need across Norfolk includes the conventional housing needs of elderly people, but does not include people residing in care and nursing homes. On this basis, all self-contained elderly person housing is counted within the housing supply; but the supply of bed spaces in residential institutions (Use Class C2) is not. If sufficient Class C2 bed spaces are not provided then these people will not vacate existing dwellings and therefore more dwellings may be required.

As section 4 highlights, latest population projections estimate an increase in 65's of over 78,000 between 2018 and 2036 in the county. Local planning authorities were clear that further research was required into their housing needs. As part of the work to update this document a study was commissioned to identify the need and types of accommodation which are required to support the increase in the elderly population going forward.

The study has now been completed and highlights that a range of housing types are required to meet the needs of the elderly. It should be noted the many residents will be able to remain in conventional type of housing for many years but may choose to downsize or move to more suitable types of home like bungalows. Therefore housing types range from conventional housing (either modified or unmodified), age exclusive housing, sheltered housing with low level support to higher level support housing with on-site support or residential/nursing care homes. There are currently 8,612 units of specialist independent retirement housing in Norfolk, 78% of these units are sheltered⁵² housing with low level support and only 22% are extra care with higher level support⁵³. Across the whole of Norfolk in 2020 there is unmet need for 2,826 units of extra care housing and 4,034 units of sheltered housing. By 2041 these figures will have risen to 5,149 and 10,384 respectively. The report also highlights that care homes will also need to accommodate an additional 5,239 people and better provision should also be made for elderly with various levels of dementia with Norfolk likely to see an increase in residents with dementia by nearly 10,000 to 2041. Full details can be found in the report accompanying this study⁵⁴ Norfolk Local Authorities will work with registered providers and housing associations to support the delivery of specialist housing to meet the needs of an increasingly the elderly and retired population.

⁵² Sheltered housing is age restricted housing normally with either an onsite or visiting scheme manager or access to a bespoke helpline. There will normally be communal facilities which may include a café or shop but there is no bespoke site specific care package. Scheme residents are typically 75 or over, but the scheme may include some residents aged 65-74

⁵³ Extra Care housing is age restricted housing with an onsite scheme manager and provide a range of communal facilities. However residents will also have access to a site specific bespoke care package, usually including paying for a specified minimum number of hours of care a week with the option to increase usage if required. The care provider is CQC registered with specific carers allocated to the scheme. Scheme residents are typically 75 or over. Extra care housing can also be known as very sheltered housing, assisted living, enhanced sheltered or as housing with care.

⁵⁴ Link to study once published

Student Housing and the OAN

Planning Policy Guidance was updated in March 2015 to include specific reference to identifying the needs of students. It requires that Local Planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campuses.

The largest higher education provider in Central Norfolk is the University of East Anglia (UEA). The University has a campus in Norwich and a total of 16,030 full time students (academic year 2018/19). In 2017 the University had 4,300 bed spaces on the campus (and nearby village) and 305 bed spaces in the city. Norwich also contains the Norwich University of the Arts which has 2,250 full-time students, with further students at City College and Easton College. In recent years however, there has been an increase in the provision of privately owned and managed purpose built student accommodation across Norwich City including significant accommodation at Pablo Fanque House, Ber Street and St Stephen's Towers.

The Central Norfolk Strategic Housing Market Assessment concludes that based on historical trend the student population in and around Norwich is likely to grow by around 420 students per year. The SHMA assumes that this student population will live in dwellings and this need is added to the OAN requirement for new homes. If accommodation is provided in the form of student halls of residence or other specialist student accommodation provided by the private sector the OAN dwelling requirement can be reduced accordingly at a suggested ratio of one dwelling reduction for each three bed spaces provided.

However, in 2018 Planning Practice Guidance updated the advice on including student housing within housing supply figures⁵⁵. Student accommodation can be included based on the amount of accommodation that new student housing releases to the wider housing market, and the extent to which this allows general market housing to remain in such use. Local authority's calculations should be based upon the average number of student living in student only accommodation using the most recently published census data. On this basis, student accommodation supply in Norwich should be counted at a ratio of 2.85 bedrooms to 1 equivalent dwelling, except for studio apartments which can be counted on a 1 for 1 basis. For delivery purposes, the Housing Delivery Test Rule Book⁵⁶ outlines that student accommodation should be counted at a ratio of 2.5 bedrooms to 1 equivalent dwelling. These ratios will be updated as necessary.

⁵⁵ [Planning Practice Guidance - https://www.gov.uk/guidance/housing-supply-and-delivery](https://www.gov.uk/guidance/housing-supply-and-delivery) Paragraph: 034
Reference ID: 68-034-20190722

⁵⁶ [Housing Delivery test - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf)

The City Council also adopted the Purpose Built Student Accommodation (PBSA) Evidence and Best Practice Advice Note⁵⁷ in 2019. This advice note includes an assessment of the need for PBSA from UEA and NUA higher education institutions, guidance on a range of issues relating to the design and management of PBSA and how to encourage a mix of accommodation for a wide range of students. By encouraging good quality and appropriate student accommodation in Norwich, this advice note helps to support the success of the city's higher educational institutions and the city's economic prospects. As part of this Norwich City Council has set up a working group with the two main higher education institutions in Norwich that are likely to generate student housing need, and meets periodically to discuss how to help meet the need for PBSA in terms of student numbers and growth, to better inform planning decision making and the plans of Higher Education Institutions and to provide a forum to explore how high quality and affordable student accommodation can be achieved in Norwich.

The draft Greater Norwich Local Plan, due to be published for Regulation 19 consultation in February 2021, will contain a policy to support PBSA as part of policy 5(Homes).

Accommodation needs of Gypsies, Travellers, and other types of accommodation

The accommodation needs of Gypsies and Travellers, including Travelling Show people, and those residing in boats and mobile/park homes are included within the overall assessments of housing need and comprise part of that need rather than an additional requirement. These types of accommodation which are provided can therefore count towards addressing locally set housing targets. Locally authorities have prepared specific evidence to quantify the levels of need for such accommodation and use this evidence to inform Local Plan preparation. Five Norfolk authorities (Broadland, Gt Yarmouth, North Norfolk, Norwich and South Norfolk), plus the Broads Authority, commissioned a Caravans and Houseboats Needs Assessment to 2036, which was completed in October 2017⁵⁸. Breckland DC commissioned its own study⁵⁹ and the Borough Council of King's Lynn and West Norfolk is a partner in a Cambridgeshire-based needs assessment⁶⁰. Greater Norwich are updating their study and this is expected to be completed in spring 2021.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

⁵⁷ [Purpose Built Student Accommodation \(PBSA\) Evidence and Best Practice Advice Note -
https://www.norwich.gov.uk/downloads/file/5448/pbsa_best_practice_and_advice_note -
adopted november 2019](https://www.norwich.gov.uk/downloads/file/5448/pbsa_best_practice_and_advice_note_-_adopted_november_2019)

⁵⁸ See [Caravans and Houseboats Needs Assessment to 2036 - https://www.north-norfolk.gov.uk/media/4081/norfolk-final-ana-09-10-17.pdf](https://www.north-norfolk.gov.uk/media/4081/norfolk-final-ana-09-10-17.pdf)

⁵⁹ See [Breckland Gypsy and Traveller Accommodation Assessment -
https://www.breckland.gov.uk/media/2662/Breckland-Gypsy-and-Traveller-Accommodation-
Assessment/pdf/2016_11_29_Breckland_GTAA_Final_Report.pdf](https://www.breckland.gov.uk/media/2662/Breckland-Gypsy-and-Traveller-Accommodation-Assessment/pdf/2016_11_29_Breckland_GTAA_Final_Report.pdf)

⁶⁰ See [West Norfolk Gypsy and Traveller Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/2579/gypsy_and_traveller_accommodation_assessment_2016.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/2579/gypsy_and_traveller_accommodation_assessment_2016.pdf)

Other forms of specialist accommodation such as self-build and accommodation for military personnel will be addressed by individual authorities but the Norfolk Strategic Planning Member Forum will keep this position under review.

6.5 Capacity and Distribution

Some parts of the County are more constrained than others and their capacity to accommodate new growth is similarly variable.

Each Authority has prepared Housing and Economic Land Availability Assessments (HELAAAs) using a standardised methodology which has been agreed by all Authorities. These are assessments of unconstrained capacity and take no account of the policy choices that each authority may make when preparing their Local Plan. It is anticipated that Norwich City, Broadland and South Norfolk will work jointly to address their shared housing need through the Greater Norwich Local Plan with other District Authorities having the capacity to address its own housing need.

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

6.6 Delivering Housing Growth

Over the past decade the quantity of new homes delivered in the County has not kept pace with published targets notwithstanding that the number of planning permissions granted typically exceeds the required quantity of development. This is likely to have been compounded by economic recession and poorer housing market conditions in some areas which may have reduced developer confidence.

Slower than required delivery rates have resulted in inadequate or marginal five year land supply positions resulting in the need to release unplanned development sites in some parts of the County. Recognising this, and reflecting the provisions of the Housing White Paper the Norfolk Authorities have agreed to take a range of actions to improve future housing delivery.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

- **Housing strategies will seek to allocate a range of different sizes of sites, where such sites are available and would result sustainable development.**
- **Clear evidence and demonstration of ability to deliver development will be required prior to the allocation of larger sites for development.**

However, such is the scale of delivery challenge facing the County there may well be the need for further actions to be taken to ensure housing targets can be met. Norfolk authorities jointly commissioned a study to look further into the issues impacting delivery within the county. The report highlighted 10 measures to be considered which will be further addressed by Local Authorities in bringing forward their Local Plans:

- Allocating a balanced range of sites and scales of development
- Enable early stage engagement with high profile councillors and leader of the Council to facilitate stakeholder buy-in and community liaison at the site allocation stage.

- Support and encourage allocation and development of retirement developments, single storey dwellings, lifetime homes and extra care facilities for independent elderly living in suitable environments
- Use Planning Performance Agreements where appropriate for larger scale and more complex housing sites
- Employ or nominate strategic development officers to focus on larger scale growth allocations and assist developers through the planning process. These staff may be a shared resource between neighbouring authorities.
- Seek to invoke Service Level Agreements for Utilities and Network Rail related infrastructure where large scale sites are reliant on strategic interventions.
- Review the s106 approach for larger scale sites and consider a hybrid approach with early phases considered in more detail than later phases to enable flexibility for sites which have longer timeframes.
- Facilitate the creation of a county-wide developer forum
- Consider whether statutory powers can be used to assist with unlocking difficult sites
- Work up a funding strategy with the local highway and flood authorities to support sites where major infrastructure is required and this is not covered by CIL.

Alongside these possibilities there may also be other measures taken which would complement these actions:

- Greater support with infrastructure planning in relation to large scale plans for urban expansion to increase confidence and reduce risks for the industry and make them more attractive for housebuilders to build out at quicker rates than in the past. Increasing the number of housebuilders active in the Norfolk market and increased use of modular (off-site) building techniques will also assist here;
- Action to stimulate the SME's in the construction sector to increase the number of firms capable of building on the scale of sites that typically result in 5-50 dwellings being provided;
- Action to stimulate the self and custom build sector considerably.
- Further joint working to improve the speed, customer focus, predictability and efficiency of the planning system; and
- A considerable drive to increase the number of people entering the construction sector across the board, particularly in the light of the probable impact of Sizewell C construction on the market of skilled construction labour in Norfolk.

It should be noted that authorities housing delivery will be measured against the Housing Delivery Test (HDT) and if under 95% - authorities will be required to produce 'Action Plans' to address shortfalls in delivery.

Section 7 – Health

7.1 Introduction

The origins of the planning system are closely associated with wider health improvements and recognise that where people live, work, study and relax play a greater role in health and well-being at a population level than just access to health care. Equally we know that as population size and structure change, for example an aging population, so the demands upon health care facilities increase alongside the ever increasing need to prevent ill health in the first place. These matters are not influenced solely on an individual planning authority basis. Services are arranged and delivered across multiple boundaries. People move between areas to do different things and across their lifetime. Transport routes and methods inevitably impact wide geographic areas.

Health services in Norfolk are provided at geographies which extend beyond district and borough boundaries. The Norfolk and Waveney Clinical Commissioning Group covers the whole of Norfolk and also the former district council area of Waveney (in north-east Suffolk). Public Health provision is provided at the national, regional and local level (subject to recent national changes).

Given that the various healthcare organisations operate across district and borough boundaries it is considered that there is merit in looking at consistent approaches to planning for health and well-being across the Norfolk local planning authorities.

Consequently, the need to co-operate between agencies and across geographies is important.

7.2 Principles

The National Planning Policy Framework (NPPF) requires that ‘planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles’⁶¹. The health and wellbeing of the population, and health infrastructure should be considered in both plan and decision making.

The Planning White Paper (2020 paragraph 1.7) recognises that: “Where we live has a measurable effect on our physical and mental health, on how much we walk, on how many neighbours we know or how tense we feel on the daily journey to work or school. Places affect us from the air that we breathe to our ultimate sense of purpose and wellbeing.”

The TCPA has advocated the impact of good planning decisions through its Reuniting Health with Planning workstream since 2010 and has worked in partnership with NHS England, Public Health England and Sport England.

The review of Health Equity in England by Sir Michael Marmot⁶² highlights the need to build healthy and sustainable communities as one of 6 core recommendations to address the widening health inequalities. It states that ‘since 2010 life expectancy in England has stalled; this has not happened since at least 1900.....health is closely linked to the conditions in which people are born, grow, live, work and age’. There are clear links made to the quality, cost and condition of housing in the report,

⁶¹ NPPF revised Feb 2019, Chapter 8

⁶² See [Health Equity in England - https://www.health.org.uk/funding-and-partnerships/our-partnerships/health-equity-in-england-the-marmot-review-10-years-on](https://www.health.org.uk/funding-and-partnerships/our-partnerships/health-equity-in-england-the-marmot-review-10-years-on)

‘The costs of housing have increased significantly, including social housing, impacting on all the other social determinants of health and pushing many people into poverty, homelessness and ill health.’

The need for health infrastructure provision takes place in the context of:

- Stalling of life and healthy life expectancy rates (in the last decade 2011 onwards)
- Widening health inequalities and likely aggravation of this arising from impacts of Covid-19
- An increasingly ageing population, with impacts on health and social care provision and costs⁶³
- The number of premature deaths increasing, caused by smoking, lack of physical activity, obesity and alcohol misuse.⁶⁴ The UK wide NHS costs attributable to overweight and obesity are projected to be £9.7 billion a year by 2050 with wider costs to society estimated to reach £49.9 billion per year⁶⁵
- Increase in demand for mental health and wellbeing services
- Changing approaches to healthcare delivery.

7.3 Healthy living and Wellbeing – through better design

It is clear that health issues are increasingly important considerations in future planning activities. Therefore, development should facilitate a healthy lifestyle and provide opportunities for a high quality of life through a healthy environment where pollution is controlled and there is adequate access to open spaces and green and blue infrastructure. Availability of suitable and affordable housing and employment opportunities are also critical factors, as is access to active travel opportunities and affordable and practical public transport. It is also likely that, at least in the short to medium term, active consideration will need to be given to increased home working, space standards and overcrowding in homes and internal ventilation.

New developments present an opportunity to build homes, streets and neighbourhoods that support and enable healthy lifestyles through high quality provision of walking, cycling and accessible public transport. Good quality public spaces promote a sense of community and increase the variety of options to interact with the local environment and improve physical and mental health outcomes.

Both new and redesign of existing developments should consider a variety of needs of the Norfolk population. These could include:

- Recognising that greatest health benefits across the population are to be had by encouraging the inactive to be moderately active so build short active journeys in everyday life such as shopping, schooling, catching a bus and work
- Considering the particular needs of an ageing population when designing open space, access to public transport and physically active means of getting about. For example, siting of

⁶³ The King’s Fund: Future Trends, Demography, Ageing Populations

⁶⁴ British Heart Foundation, 2013: Economic costs of physical inactivity.

⁶⁵ Source: Guidance Health Matters: obesity and the food environment March 2017 (Public Health England)

benches and shelters, availability of toilets, safety when sharing pathways, level terrain and the provision of adult outdoor exercise equipment.

- It is important when designing built environments and making blue and green space more widely available that signage, navigation and layout actively consider needs of those, for example, with dementia or learning disabilities who may otherwise find some designs less accessible
- A number of these considerations may also support their use by, for example, adults with younger children, the less mobile across all age groups and those with a sensory disability
- Signage to facilities could be expressed in time taken to walk, for example, instead of distance and routes designed to break up longer journeys into manageable sizes
- Location of housing, employment, education and retail facilities to minimise journeys by non-private vehicle methods
- Where possible cycle lanes and footpaths should be situated away from busy roads, publicised and well sign posted to encourage use. They can provide opportunities for biodiversity enhancement by planting appropriate tree species, hedgerows and pollen and nectar rich flora, facilitating species movement and habitat connectivity.

The RTPI published Enabling Healthy Placemaking⁶⁶ which highlights the barriers to building healthy places⁶⁷ called for 'greater ...collaboration between health, social care, and planning professionals to ensure people's health needs are integrated into the conceptualisation, design and planning stages of new developments in the future'. It highlights 7 ways planners can take the lead:



⁶⁶ [Enabling Healthy Placemaking - https://www.rtpi.org.uk/media/5777/enabling-healthy-placemaking.pdf](https://www.rtpi.org.uk/media/5777/enabling-healthy-placemaking.pdf) published July 2020

⁶⁷ Such as lack of funding; different requirements from developers; conflicting policy priorities.

7.4 Implementing Healthy Design

The NPPF states that local planning authorities should make use of tools and processes for assessing and improving the design of development, specifically recommending assessment frameworks such as Building for Life 12 (recently updated to Building for a Healthier Life⁶⁸).

[Building for a Healthier Life](#) replaced Building for Life 12 in July 2020; published in collaboration with NHS England, NHS Improvement and Homes England. 'Building for a Healthier life' is a Design Code to help people to improve the design of new and growing neighbourhoods and has been created for community, developer and local authority use. The 12 considerations capture areas of design and placemaking that need most attention but are often the most overlooked⁶⁹. It provides visual prompts to good practice rather than the previous 12 question approach.

The [Healthy Streets Approach](#) is a framework that emphasises a street that works for people and is a street that is good for health. It provides an evidence-based approach for creating fairer, sustainable attractive urban spaces. The Department for Transport has funded Healthy Streets Approach training for Local Authorities (including Norfolk) using Local Cycling and Walking Infrastructure Plans. The 10 indicators focus on the experience of people using streets and complements the use of the Building for a Healthier Life design code.

10 Healthy Street Indicators™



Source: Lucy Saunders

⁶⁸ NPPF revised Feb 2019, para 129.

⁶⁹ Building for a Healthier Life, pg 5.

7.5 Health Infrastructure Protocol

To help ensure these issues are addressed a protocol for joint working between planning, public health and health sector organisations was agreed in 2017 and has been revised to take account of the emergence of the NHS Sustainability and Transformation Partnership (STP). Throughout this revision support has come from several quarters, including each of the Norfolk and Waveney Clinical Commissioning Group (CCGs). The Protocol seeks to explain the relationship of land-use planning to public health, giving an overview of the planning system to health professionals and an overview of health service commissioning structures to land-use planners. There are mutual commitments to discuss development-related pressures on healthcare services and opportunities for high-quality place-making to enable people to make healthier lifestyle choices. The protocol also provides a single point of contact for local planning authorities within the healthcare system for feedback on planning applications and general advice. Working with STP colleagues affords an opportunity for long term planning and growth to be considered alongside health infrastructure needs.

The Protocol seeks for health professionals and town planners to work together to secure new healthcare facilities required as a result of development. To assist with such negotiations modelling data has been used to give an indication of future healthcare requirements for Norfolk. Based on each CCG area, projections are given on future demand for acute hospital beds, intermediate care beds, and the numbers of General Practitioners required. The population increases are modelled on low, medium and high scenarios for house-building rates, reflecting the uncertainty as to how economic conditions might affect the house-building industry in coming years. The Protocol also includes a *Health Planning Checklist* that consists of six place-making themes. Whilst use of the Checklist is not mandatory; it is simply made available to all practitioners as a convenient method to appraise development schemes in advance of, or at the point of, making a planning application. Additionally there is agreement that within the GNLP area all developments in excess of 500 homes should use a Health Impact assessment. HIA use is to be actively encouraged to tackle health inequalities and the promotion of good health across all areas alongside wider use of both HIAs and the checklist to actively consider designing in health benefits.

The Protocol should be reviewed by the middle of 2022 to take into account the specific health issues in the county; any changes required in the duty to co-operate and other changes currently drafted within the Planning White Paper.

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

Section 8 – Climate Change

8.1 Introduction

In Summer 2019 the Norfolk Strategic Planning Member Forum requested that a Climate Change sub group should be set up as part of the update process to the Norfolk Strategic Planning Framework. The group would review information in relation to Climate Change with a specific focus on the role and impact on Local Plans and the planning system generally. It would also explore some of the emerging policy work around climate change, and looks at best practice where applicable..

8.2 Background

Climate change has been embedded into Land Use Planning for many years, significant emphasis is placed on planners to address climate change through achieving sustainable development. It is recognised that considerable national, international and local research in relation to climate change has been completed in recent years. This includes reports by the Intergovernmental Panel on Climate Change, and there continues to be emerging changes in relation to Government policy on the matter.

In June 2019 the government amended the Climate Change Act 2008 to extend the national carbon reduction target within it with the aim to reduce carbon levels to net zero by 2050. In December 2020 the government also announced a new plan which aims for at least a 68% reduction in greenhouse gas emissions by the end of the decade, compared to 1990 levels⁷⁰. Many local authorities were galvanised to either declare climate emergencies, and/or set their own locally applicable targets, either replicating the governments or extending it further as well as enshrining the concept into corporate objectives and Plans.

Within Planning, Local Plans can play a central role in helping to facilitate this key national environmental objective. Effective strategic plan making can deliver sustainable development and help address the challenges that climate change brings, complementing measures outside of the planning sphere but not resolving climate change challenges on its own. Clearly the County is vulnerable to the impacts of climate change through flooding, drought, storm surges, sea rise etc. The costs of climate change are projected nationally to be high and it is emphasised that not taking action could cost more than taking steps to reducing emissions now to avoid the worst impacts of climate change. Sustainable development through land use policies is regarded as a key means of addressing climate change and as such the planning system has a duty to ensure that action is taken to encourage and deliver more sustainable development.

⁷⁰ See [Press Release - https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit](https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit)

8.3 Climate Change Next Steps

Working collaboratively through the Norfolk Strategic Planning Member Forum, Local Planning Authority planning officers, along with colleagues from the Environment Agency, Local Enterprise Partnership and Norfolk County Council, worked together to develop ideas which could help local plans address climate change through land use policies at a strategic level. The group have produced a Climate Change Research Paper and sub topic reports which set out a number of approaches for local authorities to consider when drafting local plans. In the light of this work the following agreement has been reached.

Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to consider to the approaches contained in the NSPF Climate Change research paper when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Furthermore the Planning White Paper strengthens the need for local design initiatives and the work of this climate change group has highlighted that design and best practice climate change guidance could help with both climate change and healthy living initiatives. As such there is a strong case for looking at a Norfolk Design Guide or Charter. It is suggested that the initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide. It is clear for this to succeed that external and community involvement would be required and we would also need to understand in more detail any proposed changes to the NPPF and legislation, and the existing intentions of each local planning authority with providing further guidance.

A further agreement sets out Local Planning Authorities commitment to investigate the production of a countywide Design Guide:

Agreement 20 – Norfolk Planning Authorities agree to work together to investigate the production of a county wide design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles

The design guide would meet the requirements of the National Design Guide and look at other country wide initiatives like Building for a healthy life. Mitigating for and adapting to climate change could be a key consideration of this guide. Individual Local Planning Authorities could still produce their own guide or they can be produced as part of neighbourhood plans.

Section 9 – Infrastructure and Environment

Strategic Infrastructure and Environmental Objectives

To realise the economic potential of Norfolk and its people by:

- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure; and
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements to strengthen inward investment.
- strengthening Norfolk's place competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities.
- Recognising the role of our city centre and town centres as a focus for investment and enhancing the quality of life for residents.
- recognising that the long term conservation of Norfolk's natural environment and heritage is a key element of the county's competitiveness.

To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact on, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

To improve the quality of life and health for all the population of Norfolk by:

- promoting development and design which seeks to actively improve health, prevent ill health and tackle widespread health inequalities
- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land; where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and, enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources; and
- Protecting and enhancing water, air, soil and other natural resource quality where possible.

9.1 Introduction

Infrastructure and Environmental objectives have been considered together in the context of the Norfolk Strategic Planning Framework. The issues addressed are complex and multi-faceted and much of the work that has been completed on this subject by working closely with appropriate expert groups.

As is reflected in the introductory text in this framework and is recognised in the agreed vision and objectives the future economic and social prospects for the County cannot be divorced from issues of environmental protection and infrastructure provision. The quality of Norfolk's environment, both in terms of the countryside, it's historic City and the wide range of distinctive towns and villages it includes, give access to a quality of life which is one of the key selling points of the County and the retention and enhancement of which will be crucial to attracting the growth in highly productive economic sectors that is sought. Yet, as is also noted, Norfolk's infrastructure is comparatively under developed compared to many other parts of the wider South and East of England and will need significant enhancement if growth is to be delivered at the scale envisaged without compromising the quality of life and environment on offer.

It would appear that there is a growing recognition of the comparative under development of Norfolk's Infrastructure and a number of announcements have been made about funding of investment in key infrastructure enhancements, especially in relation to transport. These are detailed later in the document and it will be important to ensure timely implementation of these projects.

The Norfolk Strategic Infrastructure Delivery Plan⁷¹ (NSIDP) has been produced by the County Council working with all the local planning authorities and utility providers. It identifies strategic infrastructure requirements and provides an update on the delivery of a range of projects. The

⁷¹See [Norfolk Strategic Infrastructure Delivery Plan - https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies](https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies)

projects in the NSIDP reflect the key infrastructure needed to deliver the scale of growth ambitions outlined in the NSPF. The NSIDP is a working document that will be regularly updated as information becomes available. A new version of the NSIDP was released in November 2020. The IDP will help co-ordination, implementation, prioritise activity and respond to any funding opportunities. It will also enable Local Authorities to prioritise the release of revenue funding for the development of scheme information to assist the prospects of successful bids being made for capital funding to deliver further projects. As it concentrates on strategic infrastructure it does not identify the full range of infrastructure required for development.

9.2 Utilities

To deliver the rate of growth that is planned across Norfolk in the coming years considerable further investment will be needed in utilities infrastructure. A list of the main schemes that are thought to be necessary is outlined below.

Table 11: Priority Utilities Projects for Promotion⁷²

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Attleborough Energy Supply	Not Known	£22m	BRP, NALEP, Private Sector
Broadland Growth Triangle Trunk Sewer	Delivery 2011-2026	TBC	Private sector
Sprowston Primary substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Peachman Way Primary Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Snetterton Heath Energy Supply Long term Requirements	Not Known	TBC	NALEP, Private Sector, BRP
Thetford energy supply (Sustainable Urban Extension)	2021	£6.5m-£9.5m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 1	Not Known	£3m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 2	Not Known	£6.5m	BRP, NALEP
Earlham Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Cringleford Primary Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector

⁷² Anglian Water's Long Term Recycling Plan was published in the summer of 2018. Building on this version work has commenced on the drainage and wastewater managements plans, using a nationally agreed methodology, this will be published in 2022.

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Wymondham water supply connections	Not Known	£22m	Private sector
King's Lynn Sewerage improvements	Not Known	£1.5-1.7m	Community Infrastructure Levy and private sector

The following utilities project have successfully been funded since 2013:

Under construction or part-completed:

- Snetterton Energy Supply - £3.6m
- Thetford Water Supply – £9.8m
- Thetford Sewerage Scheme - £2m
- Easton, Hethersett and Cringleford sewerage upgrade - £11m

Planned, not yet started:

- Increased Surface Water Capacity North Lynn
- Snetterton Energy Supply Short term power needs £6.1m

9.3 Electricity

Provision of energy, particularly electricity is fundamental to housing and economic growth as energy consumers require access to reliable energy supplies. Since 2004, the UK have been a net importer of energy, and this has changed the way we view our energy security (Annual Energy Statement 2014). Housing and employment growth will put a greater strain on the electricity network with many of the primary substations in Norfolk already reaching capacity.

The 33kV main transmission network in Norfolk is the main network for new on-shore electricity providers and major users such as employment sites and large scale residential development. It is essentially three networks with one in the west serving King's Lynn and West Norfolk and extending in a limited way into the western side of North Norfolk and Breckland; one centred in Norwich and extending to Attleborough and the central and eastern parts of North Norfolk; and one serving the towns along the southern border and extending round to Great Yarmouth. This leaves significant, largely rural, parts of the county some distance from potential connections to this network. This particularly applies to a central swathe running north south, and a southern swathe running east west.

The electricity network is subject to a number of operational constraints which challenge the ability to predict the future capacity of substations over the time periods that are typical for Local Plans. UK Power Networks (UKPN) will not normally invest to provide additional unassigned capacity and the costs of capacity upgrades falling on developers can be significant. The ability of developers to reserve supply, and unexpected windfall development adds further uncertainty to the forward planning process. In addition, the power requirements of end users of employment sites can vary significantly and are unknown at the time the land is allocated in a Local Plan.

In developing Local Plans it is clear that Local Authorities will need to work closely with UKPN to ensure that identified locations where housing and employment growth will require strategic

enhancement of the electricity supply networks to support new developments can be delivered without delaying the delivery of development or rendering it unviable. Partners continue to work with UKPN to overcome current constraints and prevent future issues, and to explore mechanisms to ensure the cost of electricity infrastructure is shared proportionately between planned developments. To support this partners are working with UKPN to ensure there is more detailed information available to authorities providing an understanding of potential constraints and where development will require strategic enhancement of the electricity supply networks. Some Norfolk Planning authorities have also completed electricity infrastructure studies to investigate power supply issues and assess local constraints in more detail, these include the Greater Norwich Energy Infrastructure Study⁷³ and the North Norfolk Power Study⁷⁴.

Additionally all Local Plans across Norfolk will need to promote new developments which minimises energy use; minimise reliance on non-renewable or high-carbon energy sources and promote and encourage the use of decentralised and renewable or low-carbon energy sources and sustainable construction technologies ensure that investment decisions help promote growth and overcome constraints and there are forward looking decision on energy investment.

9.4 Water

Norfolk lies within one of the driest parts of the UK. Planned growth in housing and employment will significantly increase water demand. The area's large agricultural sector is also dependent on water availability in the summer. Water quality is crucial, due to the number of protected sites relying on high water quality, including the Broads.

Anglian Water supplies water to the majority of Norfolk County with parts of Great Yarmouth and the Broads Authority being served by Essex and Suffolk Water. Water companies have a statutory obligation to prepare and review Water Resource Management Plans (WRMP) once every 5 years setting how they will maintain a sustainable balance between water supplies and demand.

Anglian Water's Current Water Resources Management Plan (WRMP) was published in 2019 and runs to 2045⁷⁵. This is currently under review in parallel to Water Resources East (WRE's) Regional Strategy. This demonstrates how sufficient water for future growth will be provided via a twin-track approach. Anglian Water will focus on the demand side first and reduce the amount of water used by installing smart meters, reducing leakage and investing in water efficiency. But they will also invest in the supply-side to increase the amount of water available. This includes investing in a series of interconnecting pipes to better join up their network and ensure they make best use of available resources before developing new ones. In the medium- to long-term, Anglian Water are likely to need additional resources. This could include winter storage, recirculation of recycled water, or

⁷³ See [Greater Norwich Energy Infrastructure Study - https://gnlp.oc2.uk/docfiles/46/P3723%20Greater%20Norwich%20Energy%20Infrastructure%20Study%20with%20Appendices.pdf](https://gnlp.oc2.uk/docfiles/46/P3723%20Greater%20Norwich%20Energy%20Infrastructure%20Study%20with%20Appendices.pdf)

⁷⁴ See [North Norfolk Power Study - https://www.north-norfolk.gov.uk/media/5583/north-norfolk-power-study-report-march-2019.pdf](https://www.north-norfolk.gov.uk/media/5583/north-norfolk-power-study-report-march-2019.pdf)

⁷⁵ See [Water Resources Management Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/wrmp-report-2019.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/wrmp-report-2019.pdf)

desalination. Anglian Water will be working with regional stakeholders and neighbouring water companies through Water Resources East (WRE) over the next two to three years to identify the best options to take forward to WRMP 2024. The measures undertaken by AW mean that water supply should not be a strategic constraint to development. Essex and Suffolk Water also have a WRMP⁷⁶ for the same period covering the areas of Norfolk they supply.

Norfolk Authorities will work with Water Resources East (WRE) and its members, including the two water companies, to help safeguard a sustainable supply of water for Eastern England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential.

In the period through to September 2023, WRE will develop a draft single, multi-sector Regional Plan for Eastern England, working with water companies, Local Authorities and Local Enterprise Partnerships, the energy and agricultural sectors, landowners and key environmental NGOs and through co-creation, engagement and collective decision making, the plan, and its subsequent iterations, will:

- Increase the level of resilience for water resources for all sectors and the environment.
- Deliver wider benefits in terms of flood risk, river flows and water quality.
- Ensure that water (either too much or not enough) is not a barrier to economic development in the region.
- Identify opportunities and delivery mechanisms to restore and enhance the environment, in line with the biodiversity net gain and wider aspirations of the 25 Year Environment Plan.
- Explore innovative funding and delivery models for water management solutions.
- Promote schemes which represent the best value for the region, seeking through collaboration to deliver more efficient solutions.
- Co-deliver the water related elements of other key regional strategies and plans,
- Focus on delivery of water-related climate change mitigation and adaptation strategies including net zero carbon ambition.
- Provide academically rigorous evidence to policy makers.

As part of WRE's work programme, with the support of councils, the Norfolk Strategic Fund have provided a grant to WRE for the development of a Water Management Strategy for the county. This project will develop short term water-related Covid-19 recovery interventions, the detailed Water Management Strategy and Plan and will establish a partnership structure known as a "Water Fund" to facilitate delivery of nature-based solutions for water management in the medium and long term. This project will be supported by a partnership of Norfolk County Council and [Water Resources East](#), the international environmental charity [The Nature Conservancy](#) (TNC) and Anglian Water.

Water Funds are governance and financing mechanisms allowing public and private sectors to work collectively to secure water for their communities. They are used successfully around the world to leverage blended finance streams to ensure coordinated delivery, funding and monitoring of nature-

⁷⁶ See [Essex and Suffolk Water: Water Resources Management Plan - https://www.nwg.co.uk/globalassets/corporate/reports/esw-final-wrmp19.pdf](https://www.nwg.co.uk/globalassets/corporate/reports/esw-final-wrmp19.pdf)

based solutions (NBS) for water security. In 40 locations, across North America, Latin America, Asia and Africa, TNC collaborates with partners to set up Water Funds based on science-based plans and innovative tools for representing water management challenges, strong monitoring and mobilisation of diverse funding streams. This programme will establish TNC's first Water Fund in Europe. Being part of the global Water Fund network will access collective experience, accelerating the project, and enable Norfolk to be featured as a global exemplar for water resource management, thereby facilitating access to further financial and human resources.

The project will create a new multi-stakeholder governance structure which will include representatives from councils, New Anglia LEP, water companies, environmental organisations and the agri-food and energy sectors. This governance structure will be set up in 2 stages:

- a Water Management Board to generate consensus across all local actors for the preparation of a prioritised plan;
- a more permanent structure (a Water Fund) to: supervise and coordinate implementation of the plan, monitor results, enable mobilisation of funding and repayable financing from public and private sources

Progress with the project will be regularly reported to councils across the county.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Other work is also ongoing across the county considering the wider impacts of water and associated infrastructure. Norwich City Council leads the River Wensum Strategy Partnership, working alongside the Environment Agency, Norfolk County Council, the Broads Authority and Norwich Society. The strategy has the overall vision of breathing new life into the river by enhancing it for the benefit of all and increasing access to, and making greater use of, this important asset. It will consider social, environmental and economic factors in achieving this vision. Some of the projects already delivered or planned as part of this strategy look to improve water quality and reduce flood risk on a catchment wide basis. In addition, the CATCH project, (Norfolk County Council along with Norwich City Council, Broadland District Council and Anglian Water) is working to find long-term solutions to the problem of surface water flooding in Norwich. The pilot project offers homes, businesses and schools the chance to have a slow-release water butts or rain water planters installed completely free of charge. The project is funded by Anglian Water and the Interreg European Union CATCH Climate Change and Flood Reduction Project. The EU are currently considering further phases of project work.

Local Plans can also contribute to long term water resilience by ensuring that new development incorporates water efficiency measures including the adoption of the optional higher water efficiency standard (110 litres/per person/per day).

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Individual authorities may also wish to consider the inclusion of a specific water efficiency BREEAM standard for commercial development within their Local Plans. Improved water efficiency is not limited to measures within dwellings and commercial buildings and a collaborative approach to promote innovation in water efficiency/re-use is required working closely with water companies and site promoters/developers.

Anglian Water's aim is to see residential developers go beyond the optional higher water efficiency standard (110 litres/per person/per day) and in time to move to water neutrality as outlined in their Green Recovery Plan⁷⁷ this could include water re-use measures in new developments including stormwater and rainwater harvesting and grey water recycling forming part of an integrated approach to water management.

The disposal of waste water is addressed by Anglian Water's Water Recycling Long-Term Plan (WRLTP)⁷⁸ which highlights the investment needed over the next 25-years to balance the supply and demand for water recycling. The plan considers risk from growth, climate change, severe drought, and customer behaviours. It promotes sustainable solutions for maintaining reliable and affordable levels of service, and facilitates working in partnership to mitigate flood risk. Developing on the WRLTP Anglian Water are preparing a Drainage and Wastewater Management Plan with Stakeholders to be published in 2022⁷⁹ Anglian Water has also implemented new charging rules setting out a fixed, upfront schedule of fees that they charge for laying mains and pipes that connect new buildings and housing developments to their network⁸⁰. This is a significant step towards ensuring that water companies provide an excellent service to developers of all sizes.

It will be necessary to take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste water treatment and flood risk. Flood risk assessments should be used effectively to ensure development is located appropriately, to help achieve this a Strategic Flood Risk Assessment (SFRA) has been produced jointly by most Norfolk authorities⁸¹.

The release of land for development will be dependent on there being sufficient water infrastructure to meet the additional requirements arising from the new development to ensure that water quality is protected or improved, with no detriment to areas of environmental importance. Growth in several parts of the county is dependent on investment at sewage treatment works. The timing of these investments will have an important effect on the phasing of development.

⁷⁷ See [Green Recovery Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/green-recovery-five-point-plan.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/green-recovery-five-point-plan.pdf)

⁷⁸ See [Water recycling long term plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/water-recycling-long-term-plan/](https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/water-recycling-long-term-plan/)

⁷⁹ See [Drainage and Wastewater Management Plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/drainage-and-wastewater-management-plan/](https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/drainage-and-wastewater-management-plan/)

⁸⁰ See [DS charging arrangements - https://www.anglianwater.co.uk/siteassets/developers/development-services/ds-charging-arrangements-2019-2020.pdf](https://www.anglianwater.co.uk/siteassets/developers/development-services/ds-charging-arrangements-2019-2020.pdf)

⁸¹ See [Strategic flood risk assessment - http://www.broads-authority.gov.uk/planning/planning-policies/sfra/sfra](http://www.broads-authority.gov.uk/planning/planning-policies/sfra/sfra)

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

In considering the distribution of growth Local Planning Authorities will need to ensure that distribution avoids cumulative detrimental impact on the most sensitive water courses particularly, those in the Broads and on the Wensum which cross a number of Local Planning Authority boundaries. Each public body will have regard to River Basin Management Plan⁸² to ensure that their plans and actions do not risk delivery of the environmental objectives for each water body in the County (not just protected sites).

9.5 Digital Connectivity

Broadband

Having access to high-speed and reliable broadband is now regarded as essential by many residents and businesses. The picture regarding superfast broadband coverage is rapidly improving; 95% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012⁸³.

The Better Broadband for Norfolk (BBfN) project was launched in 2012, with the aim of ensuring that by the end of 2015 more than 80% of Norfolk's premises could access superfast broadband (24 Mbps download, also known as Next Generation Access (NGA)). The BBfN Programme signed a third contract during 2019; as a result a further £13 million will be invested to implement Fibre to the Premises for over 10,000 Norfolk properties that do not have access to Superfast broadband. As a result, by spring 2023, Superfast broadband coverage across Norfolk is expected to increase to 97%.

In order to extend the provision of superfast broadband further, additional funding would be needed. Where this is not possible or feasible, wireless (Wi-Fi) solutions can be investigated as well as satellite broadband, although it is recognised that there will be many parts of the county where these are not currently practicable.

In April 2016, changes to Building Regulations R1⁸⁴ were finalised. For applications made on or after 1 January 2017 new buildings are required to have physical infrastructure to support high-speed broadband (greater than 30Mbps). However, there is no requirement to provide external or site-wide infrastructure beyond the access point.

⁸² See [Anglian district river basin management plan - https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan](https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan)

⁸³ See [Local broadband Information Website - http://labs.thinkbroadband.com/local/index.php?area=E10000020](http://labs.thinkbroadband.com/local/index.php?area=E10000020)

⁸⁴ See [Building Regulations R1 - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf)

The availability of high-speed broadband is clearly of major strategic significance for Norfolk and Norfolk authorities welcome Openreach's offer to install Fibre to the Premises (FTTP) free of charge to all new housing developments of 20 or more homes and an improved pricing structure all the way down to two homes⁸⁵. However the further rollout of broadband to existing homes cannot be required through any current Local Plan, but the Norfolk authorities are working closely with Better Broadband for Norfolk and other bodies and providers to ensure that high-speed broadband is delivered to more parts of the county as soon as is practicable.

Norfolk County Council in conjunction with all Norfolk districts, boroughs, Norwich city, the chamber of commerce, the LEP and other relevant regional groups has secured circa. £8 million in 2019 via the Government's Local Full Fibre Network programme and a further £2m in 2020 from Ministry of Housing, Communities and Local Government. This will provide Fibre to the Premises for over 400 public sector sites, and importantly also offers potential for nearby homes and businesses to access Full Fibre connectivity via a Government Gigabit Voucher Scheme.

The revised NPPF (para 112) highlights the importance of reliable communications infrastructure in economic growth and social well-being and requires policies to set out how high quality digital infrastructure is expected to be delivered, authorities will engage proactively with broadband and mobile network providers to better encourage the rollout of new infrastructure, particularly Openreach, and will seek to involve Openreach at the pre-application stage of major residential and commercial planning applications, as well as through consultations on the emerging Local Plans.

As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting broadband in local plans. Also, in March 2020 the Government published its response to the consultation⁸⁶ on: New Build Developments: delivering gigabit-capable **connections** which outlined Government's proposals to mandate gigabit-capable connections in all new build developments. Following publication of the response Government will:

- Amend the Building Regulations 2010 to require all new build developments to have the physical infrastructure to support gigabit-capable connections.
- Amend the Building Regulations 2010 to create a requirement on housing developers to work with network operators so that gigabit broadband is installed in new build developments, up to a cost cap.
- Publish supporting statutory guidance (Approved Documents) as soon as possible.
- Continue to work with network operators to ensure they are connecting as many new build developments as possible and at the lowest possible price.
- Work with housing developers and their representative bodies to raise awareness of these new requirements.

⁸⁵ See [Fibre for developers rate card](https://www.openreach.com/content/dam/openreach/openreach-dam-files/images/fibre-broadband/fibre-for-developers/Rate%20card%20website.pdf) - <https://www.openreach.com/content/dam/openreach/openreach-dam-files/images/fibre-broadband/fibre-for-developers/Rate%20card%20website.pdf>

⁸⁶ [New Build Developments: delivering gigabit-capable connections response](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872990/New_Build_Developments_HMG_consultation_response.pdf) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872990/New_Build_Developments_HMG_consultation_response.pdf

There are no further details on the timetable for the amended regulatory changes but in the meantime Local Planning Authorities can opt to encourage and support high speed broadband provision in new developments by incorporating objectives and policies to support Broadband in local plans and core strategies, as well as referencing the issue in pre-application discussions and adding it to planning application validation lists as a consideration. Local Planning authorities can also ensure they are able to support developers with information regarding the connection of Fibre to the Premises (FTTP) and discuss applications with the County Council to understand how their initiatives can help deliver high speed broadband provision to developments. Local planning authorities can implement Wayleave policies that only seek to cover costs and work with landowners to improve connectivity.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Mobile Connectivity

Mobile telephone connectivity has, like broadband, become increasingly important. Significant change is now underway with the rollout of 5G services now having commenced in the County.

Coverage in Norfolk

Interactive mapping (available from Consumer Group Which⁸⁷) shows the general coverage for 2G, 3G 4G and 5G data across Norfolk. The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as King's Lynn and Great Yarmouth.

Norfolk County Council commissioned AWTG (Advanced Wireless Technology Group) to conduct an independent benchmark assessment of mobile coverage and user experience across Norfolk. The benchmarking campaign was conducted between February and March 2018 using a robust four-tier methodology to maximise the extent and breadth of data collection. This included Walk Testing at over 30 locations including museums, tourist attractions, camping and caravan sites, Rail Testing on all main rail routes in Norfolk, Drive Testing on over 5,500 kilometres of Trunk, A, B and C class roads across Norfolk and Stationary Testing at enterprise zones and 28 Norfolk Broads mooring points. The scope of the campaign covered a detailed assessment of the GSM (2G), UMTS (3G) and LTE (4G) radio network (coverage) performance and received signal strength of the four main mobile network operators in the UK. The results of this assessment can be found at [the Norfolk Mobile Coverage web page - www.norfolk.gov.uk/mobilemap](http://www.norfolk.gov.uk/mobilemap).

⁸⁷ [Which mobile phone coverage map - http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map](http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map)

Nevertheless many mobile “not-spots” remain in Norfolk (some rural areas and parts of the coast in particular), particularly for 4G data coverage, the most significant improvements in rural coverage will be delivered through the Shared Rural Network (SRN) programme. This Programme will see the four main mobile operators and government jointly invest £1bn in improving mobile coverage in rural areas. The target is to deliver 4G coverage to 95% of the UK by 2025. The work started in 2020, initially with £500m investment from the four MNOs to share masts in areas where there is coverage already available from one or more MNO, but not all four. The next stage will entail a further £500m investment from government to fund coverage improvements in areas where there is no existing coverage. Through shared and new infrastructure, the Shared Rural Network is planned to increase the parts of the UK that get 4G coverage from all operators from 66% to 84%, improving consumer choice. The mobile operators expect the Shared Rural Network will extend mobile coverage to an additional 280,000 premises and for people in cars on an additional 16,000km of the UK’s roads, boosting productivity and investment in rural areas. Norfolk local authorities will continue to work proactively and collaboratively with the MNOs and their network build partners to improve mobile phone coverage including fast data services availability over 4G & 5G services.

5G

The next generation of mobile networks will be 5G which will probably encompass the following:

- 60-100 times faster than 4G Instantaneous playback from downloading speeds and
- Sufficient bandwidth to enable a multitude of internet-connected devices to communicate effectively.

5G uses higher frequency radio bands which travel less well than 4G, and can be disturbed by buildings, trees, weather etc. Whilst more base stations will be required Mobile Network Operators will use Multi-Input and Multiple-Output (MIMO) technology which will be rolled out on existing infrastructure where possible. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the NSPF. The main benefit of 5G is that it could, in theory, provide ultra-high speed broadband access to all, without the bandwidth capacity challenges of 4G. This should enable location to be much less of a barrier to receiving broadband than previously, with benefits for homeowners and businesses. It could remove a barrier to location of employment opportunities, particularly home-based and rural-based businesses.

Norfolk authorities are currently working with Mobile UK and the mobile network operators to advance knowledge and plans to ensure that rural areas of Norfolk get 5G as early as possible.

On 22 July 2020 the Government published its response to the joint MHCLG and DCMS consultation published last year on proposed planning reforms to support the deployment of 5G and extend mobile coverage. This included the principle of amending permitted development rights for operators with rights under the Electronic Communications Code and the circumstances in which it would be appropriate to do so.

The government response summarises the submissions received and confirms its intention to take forward the in-principle proposals consulted on. This will be subject to a technical consultation with representatives from both the local planning authority and mobile industry sector, on the detail of the proposals, including for appropriate environmental protections and other safeguards to mitigate the impact of new mobile infrastructure.

This will be undertaken prior to amending Part 16 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to enable:

- the deployment of taller and wider masts;
- building-based masts located nearer to highways; and
- faster deployment of radio equipment housing, such as equipment cabinets.

The key conclusion is that some consistency of approach from all Norfolk Planning Authorities is clearly important for 5G if the very high degree of nationwide coverage required for 5G to be effective is to be secured. Broadly, it should be made as straightforward as possible for 5G base stations and transmitters to be approved where they fall outside of the remit of permitted development, and common development management policy text to facilitate this should be explored, taking into account material planning considerations. In particular, care will need to be taken to ensure that new telecommunications equipment is sited and located sensitively in respect of the public realm, street-scene, historic environment and wider landscapes.

As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting the roll out of 5G. The group have produced a supporting document of Shared Objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

9.6 Education

Education

Norfolk's School Capacity return to the DfE (SCAP) indicates that Norfolk's school population will begin to stabilise over the next 10 years. The larger cohorts experienced at primary school are now moving through to secondary indicating a rise in secondary numbers over the next 10 years but a drop in primary school numbers. Calculating a 10 year forecast for primary school numbers does come with certain caveats. The calculations are based on the past 3 years of children born, and therefore only produce three years of predicted future data. The 3 years from 2020 are smaller year groups than those from 5 years ago which may explain the predicted drop in primary school numbers.

Primary age population including the influence of housing planned will drop by around 7.2% and secondary will rise by 4.2% (children currently in the school system including the additional 4% covered by growth). The impact of housing included in these figures is based purely on housing with full planning permission and some areas of the County have significant growth planned. Once these new homes come forward the figures are likely to change.

Previously reported increases in the school population at reception age are changing but numbers have been stable over the past 3 years at around 9000 per year group. Secondary school numbers at year 7 are increasing with the higher year groups currently in primary moving through to secondary. The speed of delivering houses is key to the requirements of school places so careful monitoring of housing progress is undertaken between County Council/District/Borough Councils.

Standards in Norfolk schools have risen considerably over the past 5 years with 83% of schools being graded Good or Outstanding in 2020 compared with 68% 7 years ago – data as at September 2020. The Local Authority retains responsibility for ensuring that there is a sufficient supply of school places and works with a range of partners, e.g. Dioceses and Academy Trusts to develop local schemes.

Norfolk County Council's School Growth and Investment Plan, published every January identifies three growth areas requiring more than one new primary phase school and a further 10 areas requiring one new school. Expansion to existing schools will also be required in some areas of the County. A new High School for north east Norwich is also being discussed and planned.

Our strategic priorities were agreed by NCC Cabinet in February 2020 to guide the work with local partners and any proposals for investment in the education infrastructure. Norfolk County Council works closely with Local Planning authorities as per agreement 21.

Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

9.7 Transportation

There will be a need for considerable further investment in transport infrastructure if this is not to constrain growth. A background paper was previously produced summarising the state of the County's transport network, providing much of the evidence base for the production of the first version of the NSPF and subsequent Local Plans⁸⁸. The paper aims to identify: the current state of the transport system; the constraints (current and future); and opportunities and includes a review of transport constraints to identify issues that, without resolution, may prove a barrier to growth. The information is now being updated via the Norfolk Strategic Infrastructure Delivery Plan as mentioned in Section 9.1.

Current Network

Norfolk is served by two trunk roads: the A11 from London and Cambridge, and the A47 from the west. The A47 continues from Great Yarmouth to Lowestoft. The A11 is fully dual carriageway and the corridor will see some of the largest scale growth planned in the county (at Thetford, Attleborough, Wymondham, Hethersett and the Norwich fringe at Colney/Cringleford). The A47 is a mix of single and dual carriageway, both within and beyond Norfolk.

Away from the strategic road network, Norfolk's road network is a largely rural, single carriageway network. Much of it has not seen significant improvement schemes and so journey times can be slow, particularly away from the higher standard A-class network.

The following projects have successfully been funded since 2013

Completed:

- Broadland Northway (Norwich Northern Distributor Road (inc Postwick)) - £205m
- Norwich Pedal ways - £14m
- Great Yarmouth Beacon Park Link (A47/143 Link) - £6.8m
- A11 dualling Barton Mills to Thetford- £105m
- Great Yarmouth Right Turn at the rail station - £400,000
- Great Yarmouth Rail Station to the Market Place improvement- £2m
- Great Yarmouth sustainable transport package (Part 1) - £2.5m
- Thetford Enterprise Park Roundabout- £1.5m
- King's Lynn Lynnsport Link Road- £3.5m
- A140 Hempsall Roundabout - £4m
- A11/Outer Ring Road Daniels Road junction improvement- £2m
- Great Yarmouth congestion-busting projects- £3.3m
- Norwich (various projects including Dereham Road roundabout- £2m, Cycle link extension to Wymondham- £1.3m, City centre Prince of Wales Road- £2.6m, Dereham Road widening- £3m)

Under construction or part-completed:

- Attleborough Town Centre Improvements - £4.5m
- Great Yarmouth sustainable transport package (Part 2) - £3.5m

⁸⁸ See [NSPF Supporting Transport Information - https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx](https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx)

Planned, not yet started:

- Great Yarmouth Third River Crossing- £120m
- A47 improvements £2-300m (incl Thickthorn and Great Yarmouth junction improvements and dualling Blofield to North Burlingham, and Easton to North Tuddenham)

Norfolk County Council, in partnership with Norwich City Council, Broadland District Council and South Norfolk Council, has made an application to the Department for Transport (DfT) as part of the Transforming Cities Fund. The fund aims to make it easier for people to access jobs, training and retail, and also aims to respond to issues around air quality. In September 2018, Greater Norwich was one of 10 city areas shortlisted to apply for a share of the £840m grant. In September 2020 the DfT confirmed that Norfolk County Council will receive £32 million from the Transforming Cities Fund with a further £27m from bus operator First Eastern Counties, local councils and private contributions⁸⁹.

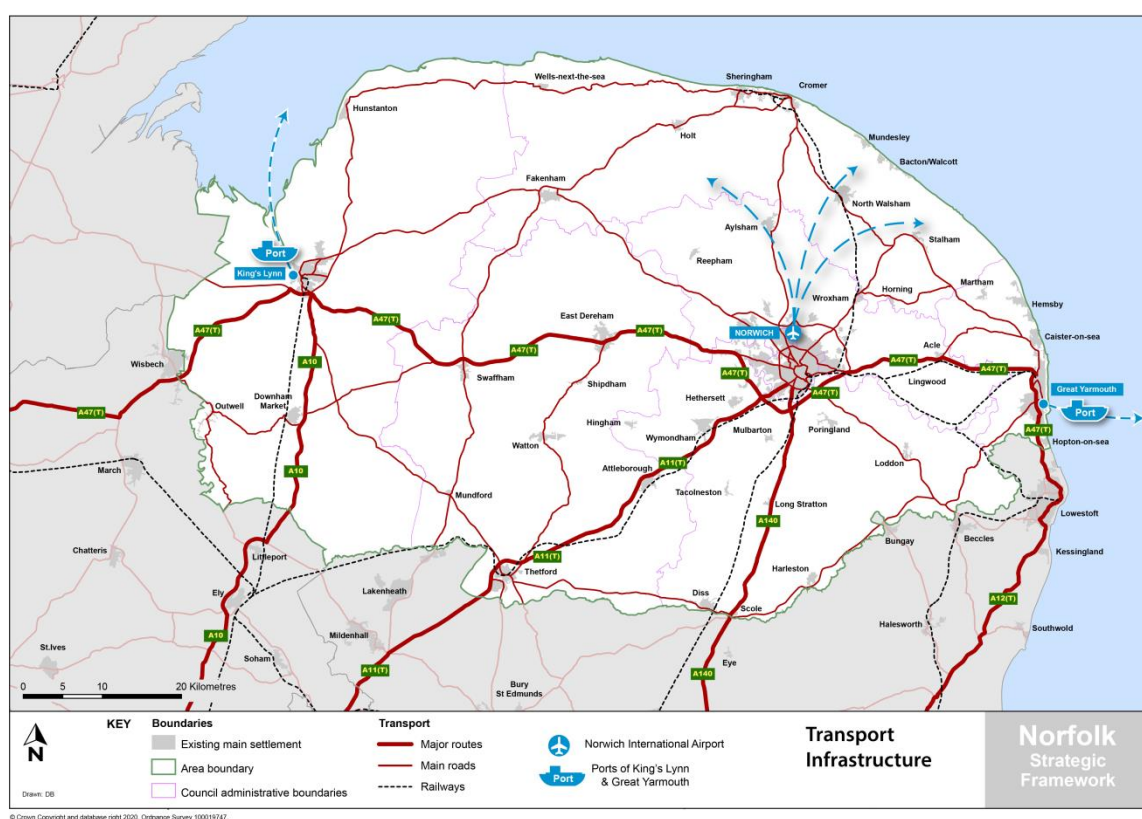


Figure 9: Norfolk Transport Infrastructure, 2021

Norwich Airport is situated some 5km north of Norwich city centre. It operates a number of scheduled and charter flights and provides servicing for the offshore energy industries via helicopter flights. The airport terminal has capacity for 700,000 passengers per year. In 2017 the airport published its draft masterplan setting out a vision for the airport's continued growth over the next

⁸⁹See [Councils secure £59 million for sustainable transport - https://www.norfolk.gov.uk/news/2020/09/councils-secure-59-million-for-sustainable-transport](https://www.norfolk.gov.uk/news/2020/09/councils-secure-59-million-for-sustainable-transport)

30 years. The masterplan has been adopted and endorsed by Norwich City Council subject to production of a surface access strategy. Continued endorsement is subject to the surface access strategy being produced however this has been delayed due to covid-19.⁹⁰ The Coronavirus has had a significant impact on air travel however the long term impacts remains unclear, the relevant Local Authorities will work with the airport to support any recovery plans once these are understood.

Great Yarmouth is the largest port in the county. It is a modern, multipurpose facility with 24/7 unrestricted operations, integrating a well-established river port with a fully operational deep water outer harbour with more than 1 km of quayside, accepting vessels up to 220 metres in length and up to 10.5 metres draught at all states of tide.

Levels of both walking and cycling to work are relatively high in Norwich. In South Norfolk and Broadland Districts levels of walking are comparatively lower than elsewhere in the county, probably reflecting that many people from these districts work in Norwich and many parts of these districts are too far from Norwich to walk. A comprehensive cycle network has been identified in Norwich, and the city has also benefited from a large amount of funding that has been used to upgrade parts of the cycle network. There is still however a considerable amount of work required to upgrade the network in its entirety.

Accessibility by public transport to services and facilities is problematic in some more rural and isolated parts of Norfolk. Overall, accessibility tends to be poorest in the more rural districts of Breckland and West Norfolk, where there is a significant number of smaller villages, hamlets and isolated dwellings. Providing bus services within these smaller settlements is often unviable due to low population numbers.

Tables below lists some of the key road projects that the County Council in collaboration with partners is seeking to progress in the next 10 years.

Table 12: Key Infrastructure Road Projects in Local Authority Control

Project Name	Estimated Start date	Estimated Cost	Funding sources
Broadland Growth Triangle Link Road	2023	£38m	Developer funding, CIL, BRP, HIF
A140 Long Stratton Bypass	2023	£37.5m	Developer funding, NALEP, CIL, NPIF, Government Major Road Network
A10 West Winch Housing Access Road	2024	£30-50m	Developer funding, DfT Major Road Network
A148 Fakenham Roundabout Enhancement	2022	£3.5m	NPIF, NALEP
Attleborough Link Road	TBC	£18m	BRP, developer finance, NALEP, Homes England loan, HIF
Norwich Western Link (A47 to NDR)	2023	Indicative £160m	NALEP, Local Major Transport Scheme

⁹⁰ See [Norwich Airport Masterplan - http://www.norwichairport.co.uk/masterplan/](http://www.norwichairport.co.uk/masterplan/)

Table 13: Priority Road Projects for delivery by other organisations

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
A11 Thetford bypass junctions	2020-2025	Not Known	NPIF, Highways England Roads Investment Strategy 3 (2025-2030), Major Road Network Funding
A47 Wisbech Bypass Junctions	2020	Not Known	NPIF, developer funding, Highways England Roads Investment Strategy 2 (2020-2025), CPCA Business Board Growth Deal Funding
A47 Acle Straight dualling	2025-2030	£79m	Highways England Roads Investment Strategy 3 (2025-2030)
A47 Tilney to East Winch Dualling	2025-2030	£130m	Highways England Roads Investment Strategy 3 (2025-2030)

Timely delivery of the above list of commitments will doubtless serve to stimulate the local economy and enhance the prospects of delivery of planned growth. Whilst the growing recognition of the need for further development of Norfolk's infrastructure is very welcome because of its contribution to the delivery of the objectives of the NSPF there remains a considerable need for further infrastructure investment in the County if the vision in this framework is to be realised.

Furthermore, the background paper previously produced identified three key strategic issues affecting the County including: the relatively poor transport connectivity between our main settlements and destinations outside Norfolk resulting in long journey times; the poor connectivity within the County particularly for east-west journeys, exacerbated by congestion and unreliable journey times on parts of the network (especially the A47) adding to business costs; and difficulties in delivering major enhancements to transport networks within our urban areas and market towns which tend to have historical street patterns where the scope for major improvements is limited.

It should also be noted that the area of transport is considered to be an area where new technology may have a particularly significant impact during the duration of this framework and this makes predicting the full range of enhancements to travel networks difficult at this stage.

It is clear that providing suitable transport provision to meet the needs of existing and future populations while reducing travel need and impact will be one of the greatest challenges faced by Norfolk in delivering the level of growth that is anticipated over the coming decades. Given the overall scale of growth that is planned across the County a key matter will be ensuring that transport is a significant consideration in locating this growth and development levels are maximised in areas that are best served by transport networks and have the greatest potential for promoting the use of non-car based modes.

Rail

Norfolk has a limited rail network, meaning that many of its towns are not served by rail. Also, the services offered provide a very limited range of destinations and frequencies. In particular, services to the Midlands and Home Counties are poor. Whilst rail generally provides faster journeys to other major centres compared to road, average rail speeds compare poorly with connections between major centres out of the County.

There are two lines from London: the Great Eastern Main Line from London Liverpool Street via Ipswich to Norwich; and the Fensline / Great Northern Route from London King's Cross via Cambridge to King's Lynn. (King's Lynn also has one train per day to London Liverpool Street). Norwich is directly connected to Cambridge, Great Yarmouth, Lowestoft and Sheringham; and longer distance services to Liverpool via Peterborough.

The tables below set out some key shared priority schemes for rail improvement that the authorities will work together to promote for funding. These include Norwich in 90 which requires track improvements including the Trowse swing bridge, Haughley Junction, loops in Essex and level crossing upgrades. Also a large number of rail services pass through Ely. Major rail infrastructure improvements are required to accommodate all services committed within franchise agreements and for further frequency improvements in the future. Local authorities are working with local enterprise partnerships, government and Network Rail to bring forward the improvements for delivery in the next round of rail spending, between 2019 and 2024, known as Control Period 6.

Table 14: Priority Rail Projects for promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Norwich to London rail (Norwich in 90)	2019-2024	Being evaluated	Network Rail Control Period 6
Great Yarmouth Rail Station	2019-2024	TBC	Network Rail Control Period 6
Ely area enhancements	Mid 2020's	TBC	Network Rail Control Period 6, NALEP
Broadland Business Park station	Mid 2020s	£6.5 million	Growth Deal, Rail Industry
East West Rail (Cambridge to Oxford)	Late 2020s	Not Known	Government via special purpose delivery vehicle

9.8 Coastal and Marine Planning

The Norfolk coast is of recreational, environmental, economic and cultural importance but it is also home to industry (energy, ports and logistics, digital, food and drink and creative sector), agriculture and tourism.

Coastal Partnership East

Officially launched on 10th June 2016, Coastal Partnership East brings together the coastal management expertise from three local authorities (Great Yarmouth Borough Council, North Norfolk District Council, and East Suffolk Council) these face significant, diverse but also common challenges of a dynamic coastline.

Coastal Partnership East is responsible for 92km of the 173km of coastline in Norfolk and Suffolk, from Holkham in North Norfolk to Landguard Point in Felixstowe. There are approximately 352,000 people who live in the direct coastal zone and many more that work on and visit our coast.

Shoreline Management Plans

The East Anglia Coastal Group's role is to influence and support members to manage the coast for the benefit of the Anglian Region, this role includes supporting the Shoreline Management Plans Process. Shoreline Management Plans (SMPs) are non-statutory plans for coastal defence management planning prepared by the Environment Agency. The aim of an SMP is to provide a strategy for managing flood and erosion risk for a particular stretch of coastline, they provide 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 SMPs provide estimates of how the coast is likely to change over the next 100 years, taking into account the future implementation of coastal policies, geology, likely impacts of climate change and the existing condition of the coast including coastal defences.

Three Shoreline Management Plans are active along the Norfolk coastal frontage:

- SMP4 the Wash Shoreline Management Plan covers approximately 110 km of coast from Gibraltar Point to Old Hunstanton.
- SMP5 which incorporates the coast to the west of Kelling Hard.
- SMP6 which incorporates the coast to the east of Kelling Hard to Lowestoft Ness.

Shoreline Management Plans exist around all of the coastline of England and Wales.

Marine Plans

The East Inshore and East Offshore Marine Plans have been prepared by the Marine Management Organisation (MMO) and were adopted in April 2014. The East Inshore Marine Plan area includes the coastline stretching from Flamborough Head to Felixstowe, extending from mean high water out to 12 nautical miles, including inland areas such as the Broads and other waters subject to tidal influence, and covers an area of 6,000 square kilometres. The East Offshore Marine Plan area covers the marine area from 12 nautical miles out to the maritime borders with the Netherlands, Belgium and France, a total of approximately 49,000 square kilometres of sea.

The aim of marine plans is to help ensure the sustainable development of the marine area. Marine plans will contribute to economic growth in a way that benefits society whilst respecting the needs of local communities and protecting the marine ecosystem. They will help to reduce the net regulatory burden on applicants and users by acting as an enabling mechanism for those seeking to undertake activities or development in the future and providing more certainty about where

activities could best take place. The MMO is responsible for preparing marine plans for the English inshore and offshore waters. At its landward extent the Marine Plan boundaries extend up to the level of the mean high water spring tides mark (which includes the tidal extent of any rivers), there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark. For Norfolk The East Inshore Marine Plan area extends up to Norwich on the River Yare, as well as to Wroxham on the River Bure, and to near Ellingham on the River Waveney and in West Norfolk the River Great Ouse and River Nene are tidal and so the East Inshore Marine Plan area, extends beyond the Borough boundary almost to Peterborough on the Nene and just beyond Earith on the Great Ouse.

The MMO are consulted as part of the local plan process for authorities with coastal borders or where tidal rivers are part of their area. The MMO are also involved with a range of local coastal groups and strategies.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- Infrastructure
- Governance
- Heritage
- Marine Protected areas
- Marine and coastal employment
- Sustainable port development
- Energy – offshore wind and oil and gas
- Access for tourism and recreation
- Sustainable fisheries and aquaculture in small harbour towns
- AONB and Seascape and landscape (character and natural beauty)
- Biodiversity
- Marine aggregates
- Cabling
- Water quality/water supply and sewerage
- Climate change/ Coastal erosion and coastal change management

9.9 Flood Management and Green Infrastructure

Flood Management

Flood risk is an important issue for Norfolk. Significant parts of the County are vulnerable to tidal, fluvial or surface water flooding from extreme weather events. Such events can pose a significant risk to life as well as property. The three main settlements in the County which all developed in their locations due in part to their access to tidal waters can all be impacted by flooding.

Much of the Norfolk coastline is reliant on flood defences to reduce flood risk to existing development. Considerable further information on the planned interventions that are necessary in order to protect our communities from coastal flooding are set out in the NSIDP. In addition to that an interactive Environment Agency Map can be accessed at [the EA web page - https://environment.data.gov.uk/asset-management/index.html](https://environment.data.gov.uk/asset-management/index.html) which details managed flood risk assets and planned capital schemes. UK Government studies have concluded that climate change over the next 100 years is likely to result in hotter, drier summers and warmer, wetter winters, with more extreme weather events including droughts, floods and sea level rise increasing the level of risk from flooding that is faced by communities in Norfolk.

To address these strategic issues it will be necessary to take a co-ordinated and proportionate approach to managing flood risk including the opportunities not only for mitigation but also adaptation. Flood risk assessments are to be used effectively to ensure development is located appropriately and away from areas of flood risk wherever possible. Developers will need to work closely with the relevant risk management authorities in minimising flood risk from all sources through a combination of high quality urban design, natural flood risk management including green infrastructure, as well as use of Sustainable Drainage Systems (SUDs) which can provide multi-functional benefits not limited to flood risk and can form part of an integrated approach to water management with water re-use measures forming part of the overall design of developments. Early engagement with the relevant risk management authorities is required prior to the submission of some planning applications. Anglian Water's Water Smart Communities⁹¹ combine different elements of water management together with town planning and design to deliver multiple benefits for communities and the environment. They use a more holistic and integrated approach to urban water management, with the aim to:

- Enhance liveability by contributing to green streetscapes and high quality open space
- Promote sustainable use of water resources and infrastructure to enable growth
- Build resilience against the potential impacts of climate change and extreme weather events
- Contribute to natural capital and biodiversity through multi-functional water features
- Deliver water efficient homes to reduce household bills and support affordability

Anglian Water together with the LLFAs (including Norfolk County Council) have also created a Water Management Checklist⁹² for Local Plan policies.

⁹¹ See [Water smart Communities - https://prod-swd.anglianwater.co.uk/siteassets/household/about-us/aws-water-smart-communities---flyer.pdf](https://prod-swd.anglianwater.co.uk/siteassets/household/about-us/aws-water-smart-communities---flyer.pdf)

⁹² See [AW water management checklist - https://www.anglianwater.co.uk/siteassets/household/about-us/water-management-checklist-for-local-policies.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/water-management-checklist-for-local-policies.pdf)

Further guidance on how this will be done is available on the County Council website in its role as the Lead Local Flood Authority for the County⁹³. The Government has also set out the National Flood and Coastal Erosion Risk Management Strategy for England⁹⁴. This strategy's long-term vision is for a nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100. It has 3 long-term ambitions, underpinned by evidence about future risk and investment needs. They are:

- climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change
- today's growth and infrastructure resilient in tomorrow's climate: making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change
- a nation ready to respond and adapt to flooding and coastal change: ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action

The Local Flood Risk Management Strategy (LFRMS) for Norfolk must be consistent with the National FCERM Strategy. The LFRMS is in the process of being updated to include policies for zero emissions and environmental net gain in local flood risk activities and supporting communities to be more flood resilient.

⁹³ See in particular [Lead Local Flood Authority Information - https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf](https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf)

⁹⁴ See [National Flood and Coastal Erosion Risk Management Strategy for England - https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2](https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2)

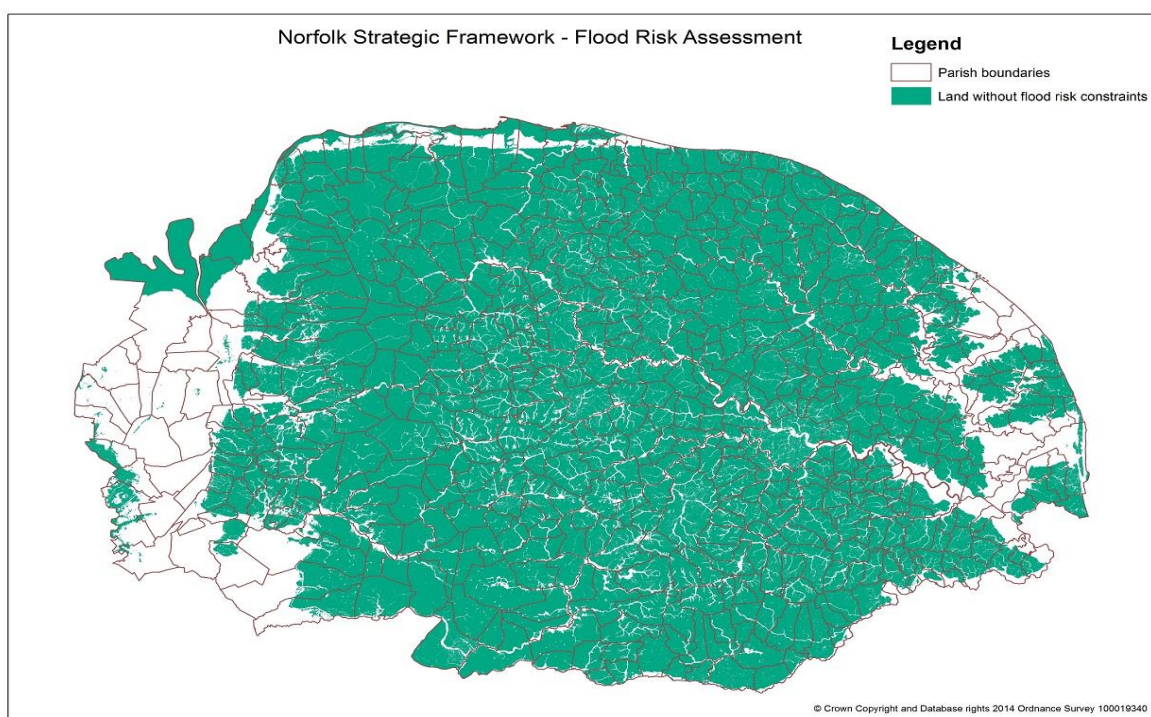


Figure 10: Norfolk Flood Risk Map. 2016

Figure 10 provides an illustration, at a broad scale, of the extent of land with and without flood risk constraints from rivers and the sea in Norfolk. Whilst it is clear that significant areas of the County are free from flood risk constraint it should be noted that many of the currently developed urban areas are at some risk of flooding. It will be important to ensure that a pragmatic approach is taken to new development and consideration of on-site and off-site flood risk. If planned correctly and measures for betterment are agreed and implemented, new development can significantly reduce the flood risk faced by existing communities in these areas.

As flood waters do not respect administrative boundaries there will be a need for the Norfolk Planning Authorities to continue to work closely together on assessing and minimising flood risk as well as on responding to emergencies when they do occur. For example, the Broadland Futures Initiative is a strategic project to explore how best to manage flood risk in the inter-related areas of the Norfolk and Suffolk Broads, the coast between Eccles and Winterton (which protects the Northern Broads) and the entrance to the Broads system through Great Yarmouth. The project will guide decision making over the short, medium and long term.

A number of significant investments have recently been made or are planned in the near future to help alleviate flood risk, this includes the completion on the £19.3m Bacton Walcott Sandscaping scheme. Further projects are detailed in Local Plans, coastal management plans and strategic flood risk assessments and included in the county wide NSIDP.

Table 15: Priority Strategic Flood Defence Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Great Yarmouth Tidal Defences (Epoch 2)	Commenced Oct 2019	£40.3 million	NALEP, Local Authorities and Private Sector
Great Yarmouth Tidal Defences (Epoch 3)	mid 2023	£29.5 million	NALEP, Local Authorities and Private Sector
Future Fens – Flood Risk Management	2030	Phase 2 £10-15m	Central Government, Local Government, Internal Drainage Boards and other funding sources from beneficiaries.

Green Infrastructure and the Environment

Green infrastructure (GI)⁹⁵ is a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of economic, environmental and quality of life benefits for local communities. The provision of green infrastructure in and around urban areas helps create high quality places where people want to live and work. New GI can also mitigate impacts on existing sensitive sites and support heritage and conserve the historic environment. Access is an integral part of GI and PROW and 'Norfolk Trails' are an important asset.

The area has a wealth of environmental assets ranging from international and national status, to those of local importance. These must be safeguarded and enhanced for the benefit of current and future generations. Many of Norfolk's natural habitats have been lost and fragmented with once extensive areas of habitats reduced to small remnants isolated from each other and surrounded by relatively inhospitable land uses, reducing biodiversity and increasing vulnerability.

⁹⁵ [The definition of GI is set out in the Natural England document GI Guidance - http://publications.naturalengland.org.uk/file/94026](http://publications.naturalengland.org.uk/file/94026) , in terms of the NSPF it includes 'blue infrastructure' ie water environments - rivers, lakes, ponds etc.

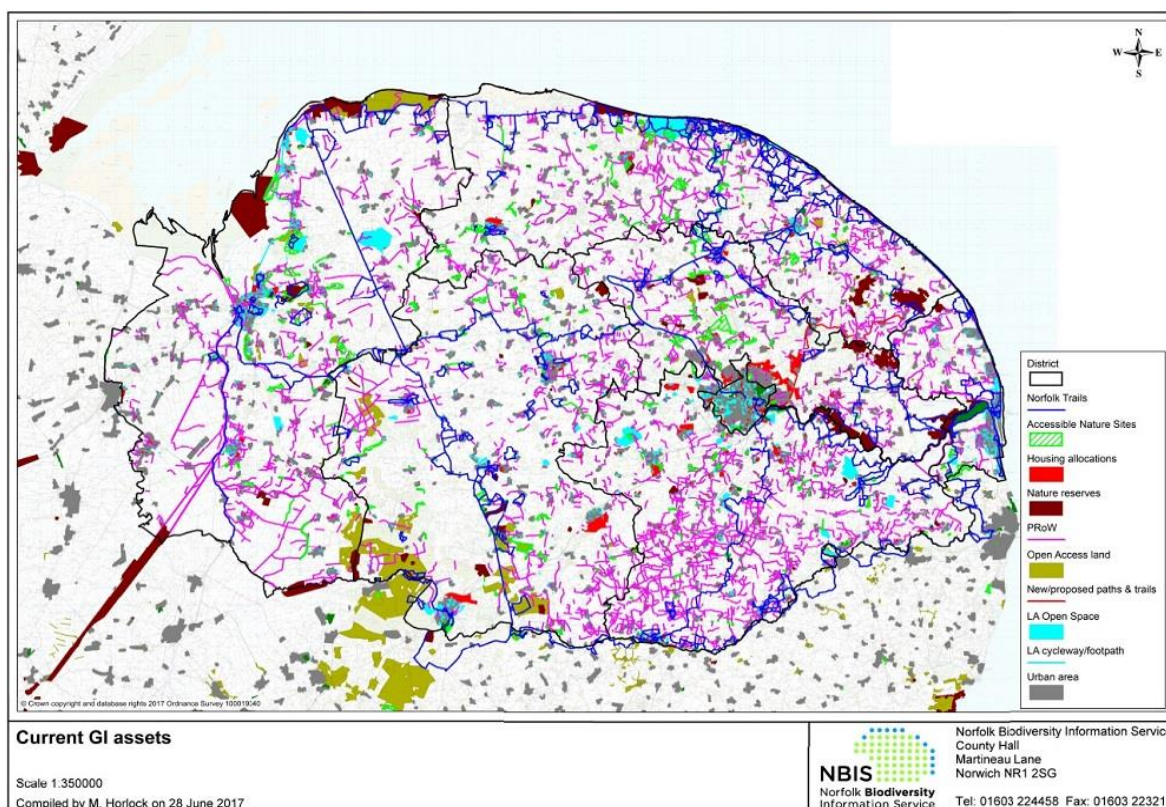


Figure 11: Norfolk's current GI assets. 2017

Current GI assets are set out in Figure 11⁹⁶. Green infrastructure should be provided as an integral part of all new development, where appropriate, alongside other infrastructure such as utilities and transport networks.

Planning for green infrastructure should occur at the evidence gathering (survey and analysis) stage of the planning process, so that green infrastructure responds to character and place, and that standards are set for green infrastructure accessibility, quantity and quality. Early integration of green infrastructure can also ensure that it is properly planned in advance of development or delivered alongside development on a phased basis. In this way green infrastructure can be planned as an integral part of the community. (Natural England Green infrastructure guidance, P43)

With the anticipated introduction of the Environment Bill in January 2021, legally binding targets for Biodiversity Net Gain and Local Nature Recovery Networks will support the vision of the 25 year Environment Plan and the GI Network work will form an important foundation for this.

⁹⁶ Further more detailed maps are available from the NBIS website see <http://www.nbis.org.uk/sites/default/files/documents/Maps.zip>

As Norfolk grows and changes in terms of its demographic profile considerable investment in the provision and maintenance of a GI network will be needed in order to facilitate and support growth whilst also:

- Minimising the contributions to climate change and addressing their impact;
- Protecting, managing and enhancing the natural, built and historical environment, including landscapes, natural resources and areas of natural habitat or nature conservation value;
- Creating more or restoring lost wildlife rich habitat outside protected site networks to reverse the loss of biodiversity
- Ensuring existing and new residents many of whom may be elderly receive the health and quality of life benefits of good green infrastructure and are able to access appropriate recreational opportunities;
- Maintaining the economic benefits of a high quality environment for tourism; and
- Protecting and maintaining the Wensum, Coast, Brecks and the Broads.

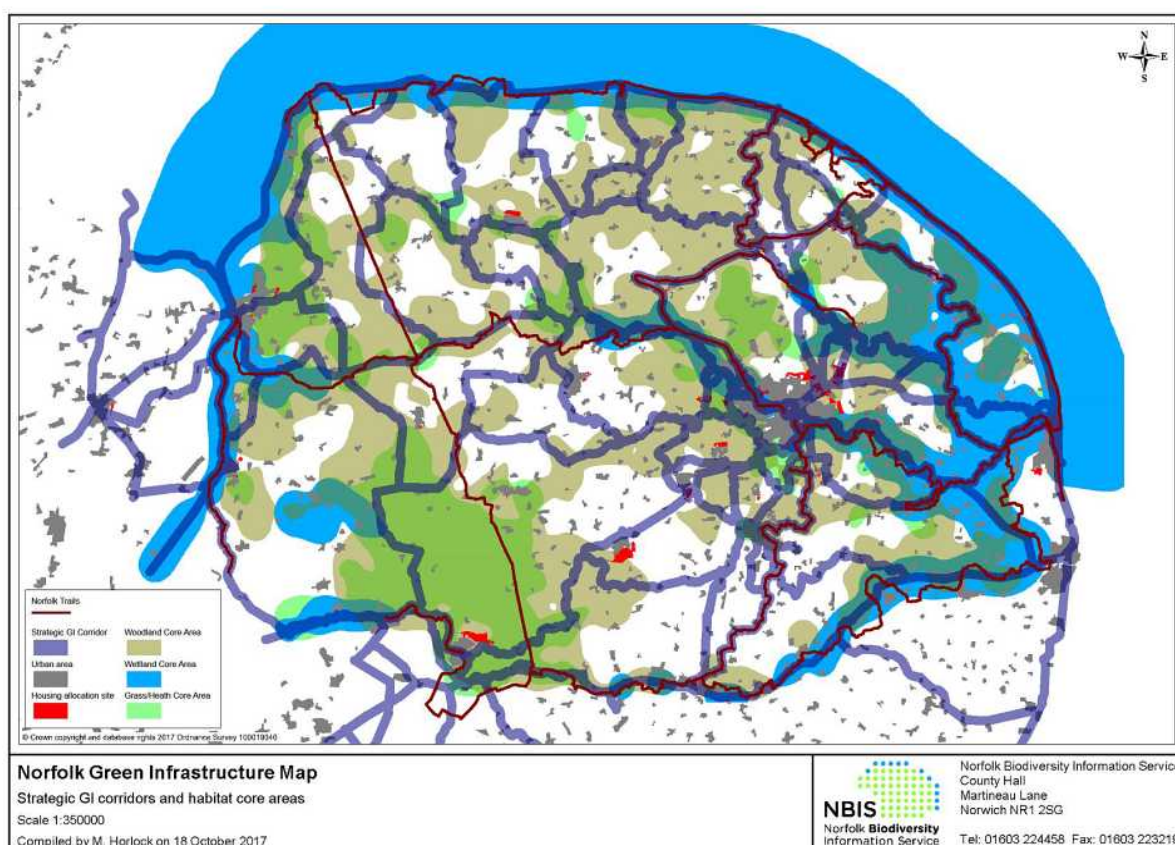


Figure 12: Norfolk's GI corridors. 2017

Figure 12 shows the identified potential Green Infrastructure Corridors. The intention is for this map to inform Local Plans, and also local GI Strategies. It should be noted that depending on the nature of corridor they may not constrain development, indeed in some circumstances promoting growth in these corridors may enhance their GI value.

One of the strategic aims for the Environment section is to not only 'protect, maintain and enhance biodiversity' but also to restore and create habitats which support biodiversity. New growth in

Norfolk must respect this aim, but the use of green infrastructure either existing or new can greatly aid the assimilation of new development.

A commissioned report by Footprint Ecology on the impact of recreational pressures on Natura 2000 protected sites e.g. North Norfolk Coast, The Broads and the Brecks, likely to arise from new housing growth gave insights into the scale and location of that pressure. This is a complex area, many of the Natura 2000 sites attract large numbers of visitors, acting as green infrastructure, but are sensitive environments with specific legislative requirements.

As part of producing this Framework the authorities are working to produce, in collaboration with the Environment Agency, Natural England, Wild Anglia, Forestry Commission and other local partners, the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy. This is an action plan which looks to address the recreational pressures on Natura 2000 protected sites in a coordinated way and therefore helps address requirements arising from Habitat Regulations Assessments from respective Local Plans. The Strategy includes:

- A Recreational Impact Avoidance and Mitigation Strategy (RAMs) - a County Wide programme of mitigation measures to avoid adverse effects on protected habitat sites from the in-combination recreational impacts from new residential development. The cost of measures is proposed to be funded by a tariff on new residential development.
- Identification of GI opportunities which aims to divert visitors from sensitive habitat sites

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

With regard to the emerging priority projects for short term effort to bring forward, the following feature within the SNIDP.

Table 16: Priority Green Infrastructure Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
The Green Loop (Walking/cycling route linking Norwich – Aylsham – Hoveton –NE Growth Triangle)	Not Known	£5.7m	S106, CIL, DfT, NALEP, Interreg Experience-secured
Weavers Way	2023	£3.1m	RDPE,HLF,NALEP
North West Woodlands Country Park	Ongoing	£2m	BDC, CIL, BRP
Burlingham Country Park	2021	TBC	CIL, BRP, NCC, Developer Funding

9.10 Minerals and Waste

Minerals

Carstone is a type of sandstone that is quarried in west Norfolk. It has traditionally been used as a vernacular building material, although it is no longer used to any significant degree. Although it is classed as a 'hard rock' it is not used as a hard rock (e.g. road dressing), instead it is used primarily as fill (to raise the levels of land prior to construction) or in the formation of embankments. Therefore it is often used in the construction of roads.

Carstone deposits are located in very limited areas of west Norfolk. In 2019 there were two carstone extraction sites in Norfolk, located at Middleton and Snettisham.

Carstone production in Norfolk was 39,878 tonnes in 2019. The 10 year rolling average of carstone sales was 75,380 tonnes in the period 2010-2019. The 3 year rolling average of carstone sales was 81,245 tonnes in the period 2017-2019. The permitted reserves for carstone extraction sites in Norfolk were 1.72 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a carstone landbank of permitted reserves of over 22 years.

Silica sand deposits are located in very limited areas of west Norfolk, a relatively narrow band which runs north to south just to the east of King's Lynn. The northern extent of the silica sand resource is at Heacham, and the southern extent around Hilgay. In Norfolk the silica sand resource is split into two broad categories, the Mintlyn Beds and the Leziatite Beds; historically the Leziatite Beds have been used principally for glass sand and the Mintlyn Beds for the production of foundry sand. Processing of sand for foundry use has stopped at Leziatite and those parts of the process plant dedicated to their production have been removed. This reflects a general decline in the demand for foundry sand in England.

The deposit which is being worked at Leziatite is one of two in England where silica sand of sufficient purity and grade for the manufacture of colourless flint (container) and float (window) glass is extracted. The other extraction site of silica sand of comparable quality is in Surrey.

Silica sand which is to be used for glass manufacture requires a significant amount of processing prior to being suitable for onward shipment to the glass manufacturers. This processing requires large and capital intensive plant such as the one operated by Sibelco UK Ltd which is located at Leziatite. Consistency of material is an important consideration and this requires blending of sand from different areas of the working. The processing plant site includes a rail head to export the processed mineral for use by glass manufactures elsewhere. Norfolk is one of the most important sources of silica sand in Great Britain, accounting for approximately 16 per cent of total silica sand production and 58 per cent of glass sand production in Great Britain in 2018.

Due to the cost and largely fixed nature of the processing plant and railhead, silica sand working has historically taken place in close proximity to the Leziatite processing plant. However, this now means that the most accessible areas have either been worked or are in the process of being worked.

The 10 year rolling average of silica sand sales in Norfolk was 780,700 tonnes in the period 2010-2019. The 3 year rolling average of silica sand sales was 854,100 tonnes in the period 2017-2019. The permitted reserves for silica sand extraction sites in Norfolk were 3.181 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a silica sand landbank of permitted reserves of over 4 years.

Sand and gravel resources are located throughout the County (with the exception of the Fens area in the far west and south-west of Norfolk). Sand and gravel is used in the construction of roads and buildings and it is a key ingredient in the production of concrete and mortar, asphalt coating for roads, as a drainage medium and in the construction of embankments and foundations. The distribution of sand and gravel sites throughout Norfolk is widespread with a relatively large number of small operators. In 2019 there were 25 permitted sand and gravel extraction sites in Norfolk operated by 14 different companies. There are, however, particular clusters of sand and gravel workings near to King's Lynn, in the north of Breckland District and around Norwich.

Sand and gravel production in Norfolk was 1.329 million tonnes in 2019. The 10 year rolling average of sand and gravel sales was 1.356 million tonnes in the period 2010-2019. The 3 year rolling average of sand and gravel sales was 1.48 million tonnes in the period 2017-2019. The permitted reserves for sand and gravel extraction sites in Norfolk were 13.52 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a sand and gravel landbank of permitted reserves of over 9 years.

Secondary and recycled aggregates are also sourced within Norfolk. The annual average quantity of inert and construction/demolition waste recovered at waste management facilities over the ten years from 2009-2018 was 412,100 tonnes, however, some parts of this waste stream are unsuitable for use as a recycled aggregate (such as soil or timber). The data is not comprehensive because many operations, such as on-site recovery, are not recorded.

Marine aggregate dredging is carried out by companies on behalf of the Crown Estate and the sites are licensed by The Crown Estate and the MMO. Aggregates from marine dredging are not currently received at any ports or wharves in Norfolk. A total of less than 500 tonnes of marine sourced aggregates was consumed in Norfolk in 2014 (the most recently available date), this represents such a small percentage of the total aggregates used in Norfolk that no adjustments have been made to the mineral requirement figures in the Norfolk Minerals and Waste Local Plan based on marine sourced aggregates. Norfolk County Council does not determine planning applications for marine aggregates and they do not form part of the Minerals and Waste Local Plan.

Clay and chalk are also extracted in Norfolk. Clay is primarily used in the engineering of landfill sites and in flood protection schemes. Chalk is primarily used as a liming agent for farmland. In 2019 there was one active clay working at Middleton, and three active chalk workings located at Castle Acre, Caister St Edmund and Hillington. However, the resource for these minerals is considered to be abundant in Norfolk relative to the demand.

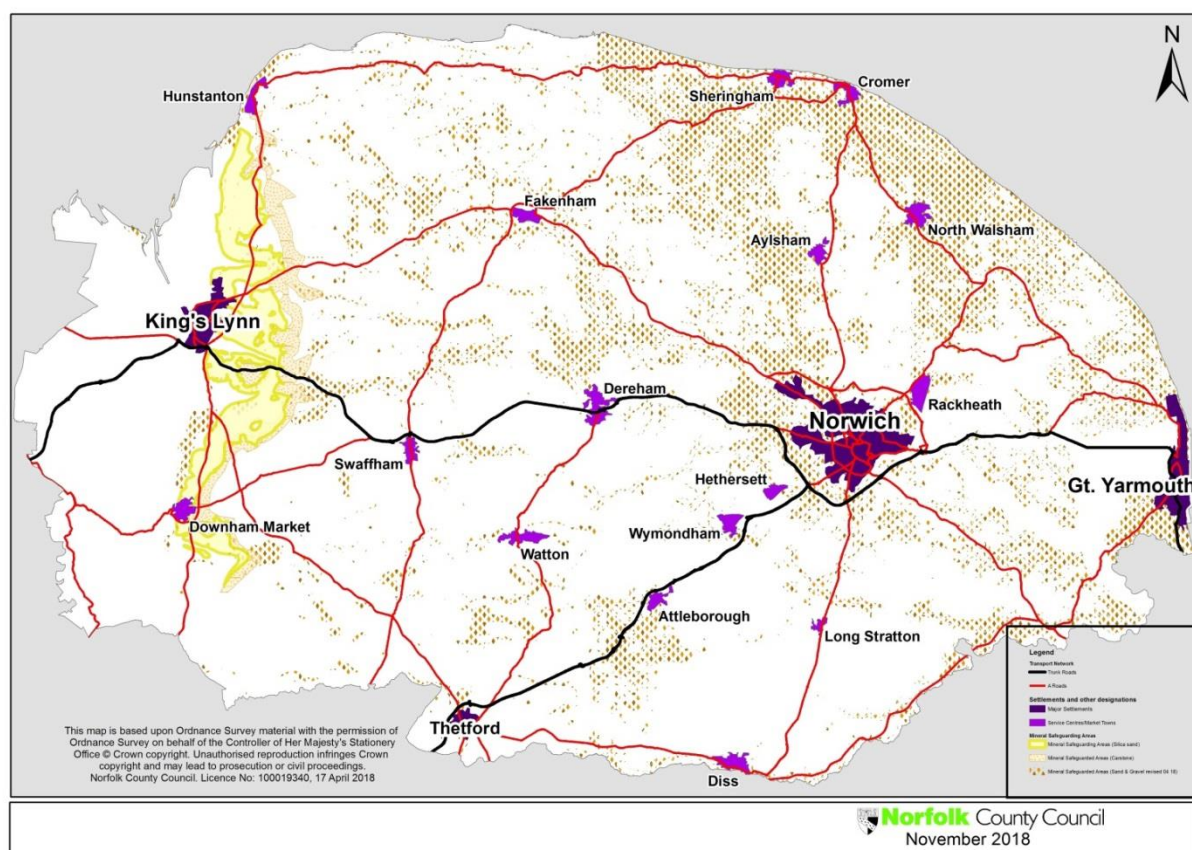


Figure 13: Mineral Resources within Norfolk

Waste

There are a number of waste management facilities within Norfolk. They include:

20 Household Waste Recycling Centres, provided by Norfolk County Council, which accepted nearly 67,000 tonnes of waste in 2018/19.

7 commercial composting facilities which received nearly over 107,000 tonnes of waste in 2018/19, as well as a few small community composting facilities;

There are two metal recycling facilities at Lenwade and Great Yarmouth, one metal recycling facility at King's Lynn docks and a large number of small sites accepting scrap metal or end-of life vehicles. The metal recycling facilities received nearly 192,000 tonnes of waste in 2018/19;

58 operational sites for the treatment and/or transfer of waste (including municipal, commercial and industrial, hazardous, clinical, construction and demolition), which received over 1,746,000 tonnes of waste in 2018/19 and 24 sites for the treatment and transfer of inert waste (including construction and demolition waste) only, which received over 260,000 tonnes of waste in 2018/19;

There are two non-hazardous landfill sites (Blackborough End and Feltwell) in Norfolk. Feltwell landfill site has not received any waste since 2012; it is required to be restored by 2041. Blackborough End landfill site did not receive any waste for disposal for nearly four years, during 2016 to 2019, but it started receiving waste again in 2020. Blackborough End landfill site is required to be restored by the end of 2026. These two sites have a permitted void capacity (remaining landfill space) for non-hazardous waste estimated to be 1.534 million cubic metres, plus capacity for 3.5

million tonnes of inert waste disposal. In 2018/19 over 260,000 tonnes of inert waste was received at inert landfill sites or used in the restoration of mineral workings.

There is a renewable energy plant operated by EPR at Thetford which received over 666,600 tonnes of waste in 2018/19. The waste received at this facility is poultry litter which is burned to produce energy.

Agreement 29 :

It is agreed that:

- 1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.**
- 2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.**
- 3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.**
- 4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.**
- 5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.**
- 6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.**
- 7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.**

Section 10 – Conclusions and Next Steps

This Framework documents how the Norfolk Planning Authorities maintain effective cooperation between themselves, with the neighbouring district and county planning authorities, and with other key relevant agencies and utilities. In doing so it meets the relevant requirements of Section 3 of the 2019 National Planning Policy Framework (NPPF).

As referred to in section one of this document the government has announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper⁹⁷ which includes the proposed change to abolish the Duty to Cooperate. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document.

However Norfolk Planning Authorities recognise the benefits of joint working beyond the Duty to Cooperate and will maintain the following agreement:

Agreement 30 In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

There remains significant value in continuing with a work programme into the next financial year to address strategic cross boundary issues going forward.

As part of the proposed joint planning activity Norfolk Planning Authorities have agreed to undertake the following programme of work:

- **Investigate the production of a Norfolk Design Guide/Charter** - The white paper strengthens the need for local design initiatives and the work of the NSPF completed this year has highlighted that design guidance could help with both climate change and healthy living initiatives. The initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide.
- **Develop an implementation programme for a county wide RAMS tariff** and Enhanced Green Infrastructure Study - Subject to the approval of all Norfolk authorities to the Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy there will be a requirement to implement and start collection of the new RAMS Tariff. The report and Natural England also recommend that further work is also carried out to undertake an enhanced Green Infrastructure audit and this should highlight appropriate measure in areas of deficiency.
- **Review of the Norfolk HELAA Methodology** - The County wide Housing and Economic Land Availability Assessment Methodology is now nearly 5 years old and based on the 2012 version of the NPPF. Norfolk Local Planning authorities have agreed to review this in light of any new requirements from a revised NPPF.

⁹⁷ See [the planning for the future consultation - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system](https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system)

- **Review of the health protocol** – as highlighted in section 7
- **Review of new evidence requirements to support the production of future local plans** - whilst the White paper lacks much detail, it is likely that evidence in a number of areas will need to be created or updated to support the production of local plans.
- **Possible Requirements to update this document** - Once further clarification is provided by central government through new legislation and a revised NPPF it will become clearer if Norfolk Local Planning Authorities can continue to address strategic planning matters through a revision to the NSPF.

There also remains other significant benefits to continue with the current strategic planning activities completed under this remit, these included:

- Maintaining links to other neighbouring counties and their strategic planning work.
- Maintain links to public bodies and Utilities involved in the preparation of local plans eg Natural England, Environment Agency, Anglian Water, MMO, and UKPN.
- Maintain links to other key initiatives in the county eg Water Resources East, Hydrogen East, Greater South East Energy Hub
- Support the county in the production of a county wide Infrastructure Delivery Plan and any potential economic or growth strategies
- Support of Local Plan processes across the county
- Maintain links to NHS estates and the CCG with regular meetings to share updates on key developments and progress of Local Plans
- Scope to continue to commission joint studies across the county to reduce costs

The current NPPF also sets out the requirement for local authorities to prepare and maintain one or more statements of common ground. This document is intended to meet this requirement in a single document for all matters relevant to all Norfolk Local Authorities. Additionally individual local authorities may seek to enter into further statements of common ground with neighbouring or other authorities to address further strategic planning issues as part of the local plan preparation process.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

Appendix 1 – NSPF Contacts:

Please direct all representations relating to the NSPF to the NSPF Project Manager as detailed below. Use the Local Planning Authority contact details only if you have enquiries concerning a specific authority area.

NSPF Programme Manager	
Trevor Wiggett City Hall St Peter's Street Norwich NR2 1NH Email: trevorwiggett@norwich.gov.uk	
Breckland Council	Broadland and South Norfolk Councils
Andrew Darcey Planning Policy Manager Breckland Council and South Holland Council Elizabeth House, Walpole Loke Dereham NR19 1EE Tel 07901873599 Email : Andrew.Darcey@breckland.gov.uk	Paul Harris Place Shaping Manager Broadland District Council Thorpe Lodge 1 Yarmouth Road Norwich NR70DU Tel 01603 430444 Email : paul.harris@broadland.gov.uk
The Broads Authority	Great Yarmouth Borough Council
Natalie Beal Planning Policy Officer Broads Authority Yare House 62-64 Thorpe Road Norwich NR1 1RY Tel 01603 756050 Email : Natalie.Beal@broads-authority.gov.uk	Sam Hubbard Strategic Planning Manager Great Yarmouth Borough Council Town Hall, Hall Plain Great Yarmouth Norfolk NR30 2QF Tel 01493 846624 Email: sam.hubbard@great-yarmouth.gov.uk
Borough Council of King's Lynn and West Norfolk	Norfolk County Council
Alan Gomm Planning Policy Manager Borough Council of King's Lynn and West Norfolk Kings Court, Chapel Street King's Lynn PE30 1EX Tel 01553 616237 Email : alan.gomm@west-norfolk.gov.uk	Stephen Faulkner Principal Planner Norfolk County Council Martineau Ln Norwich NR1 2UA Tel 01603 222752 Email : stephen.faulker@norfolk.gov.uk
North Norfolk District Council	Norwich City Council
Mark Ashwell Planning Policy Manager North Norfolk District Council Council Offices, Holt Road Cromer NR27 9EN Mail : mark.ashwell@north-norfolk.gov.uk Tel 01263 516325	Judith Davison Planning Policy Team Leader City Hall St Peter's Street Norwich NR2 1NH Mail : judithdavison@norwich.gov.uk Tel 01603 989314

Appendix 2 – Cross Border Cooperation Initiatives

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Coastal Partnership East	North Norfolk, Great Yarmouth, East Suffolk	Shared Coastal Management Team for the four authorities.	Ongoing	Coastal Zone Planning Statement of Common Ground (2018), setting out an agreed approach to coastal planning (<u>note</u> additional signatories to Statement: Broads Authority, BC King's Lynn & West Norfolk; and endorsed by Environment Agency).	<u>Coastal Partnership East Website - https://www.coasteast.org.uk/</u>
Membership of Broads Authority	Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, East Suffolk, Norfolk and Suffolk.	Each provides members to govern the Broads Authority.	Ongoing		<u>Membership of Broads Authority - http://www.broads-authority.gov.uk/about-us/who-we-are/members/meet-our-members</u>
East Suffolk/Great Yarmouth sub regional meetings	East Suffolk, Great Yarmouth, Broads Authority.	Quarterly Periodic meetings between these three eastern authorities to discuss strategic cross boundary issues pertinent to the area.	Ongoing	East Suffolk Local Plan Duty to Cooperate Statement of Common Ground (2018) on Housing Market Area, Functional Economic Area and Objectively Assessed Need, between East Suffolk, Great Yarmouth, Broads Authority, South Norfolk, Suffolk Coastal, and Mid-Suffolk.	n/a
Norfolk Coast (AONB) Partnership	Great Yarmouth, North Norfolk, King's Lynn & West Norfolk, Norfolk, Broads Authority, Natural England	Management of the Norfolk Coast Area of Outstanding Natural Beauty.	Ongoing	The Partnership also includes 2 community representatives.	<u>Norfolk Coast (AONB) Partnership website - http://www.norfolkcoastaonb.org.uk/partnership/core-management-group/169</u>
Memorandum of Understanding – Treatment of Housing and Employment Needs	Broads Authority, Broadland, South Norfolk, Norwich, Great Yarmouth, East	Agreed mechanism for distribution of housing (and employment) development in relation to targets for	2014 (and previously)	Further Statement of Common Ground (2017) between Broads Authority and Great Yarmouth Borough Council updating and	n/a

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
and Delivery in the Broads Authority Area	Suffolk, Norfolk, Suffolk.	overlapping district and Broads areas.		specifying this in relation to housing in Proposed Broads Local Plan	
New Anglia Local Enterprise Partnership	All Norfolk and Suffolk District and County Councils	To lead economic growth and job creation across Norfolk and Suffolk.	Ongoing	Partnership also includes private sector and education representatives.	New Anglia Local Enterprise Partnership website - https://newanglia.co.uk/
Wherry Line Community Rail Partnership	Norfolk, Suffolk, Norwich, Broadland, Great Yarmouth, East Suffolk.	To promote the railway and the surrounding area to develop economic and environmental benefits for residents, visitors and tourists.	Ongoing	Partnership also includes Abellio Greater Anglia, Network Rail, Railfuture, Norfolk Association of Local Councils, rail users, station adopters, RSPB, and local businesses.	Greater Anglia Community partnerships - https://www.greateranglia.co.uk/about-us/community-rail-partnerships
Great Yarmouth Transport and Infrastructure Steering Group	Great Yarmouth, Norfolk, Environment Agency, Highways England	To promote and coordinate infrastructure improvements in, around and benefitting Great Yarmouth Borough	Ongoing		Great Yarmouth Transport and Infrastructure Steering Group - https://great-yarmouth.cmis.uk.com/great-yarmouth/Committees/CommitteeSystemfromMay2016/tabid/142/ctl/ViewCMIS_CommitteeDetails/mid/562/id/170/Default.aspx
A47 Alliance	Norfolk, Great Yarmouth, Broadland, Norwich, Breckland, King's Lynn & West Norfolk, Broads Authority	Seeks to promote the dualling of the A47.		Alliance also includes Peterborough & Cambridgeshire local authorities, MPs, business groups, LEs, etc.	A47 Alliance website - http://www.a47alliance.co.uk/
Greater Norwich Development Partnership	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Partnership to produce Local Plan for Greater Norwich Area and address related planning policy issues such as housing land supply and monitoring. This involves a member level group and joint officer team.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/
Greater Norwich Growth Board	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Member level Board and joint officer team for strategic investment planning and delivery across the Greater Norwich area. This includes pooling of CIL receipts and a joint CIL process.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Norfolk Strategic Planning Officers Group	All Norfolk Local Planning Authorities	Monthly meeting of Heads of Planning Policy teams to discuss cross boundary issues.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Member Forum	All Norfolk Local Planning Authorities	Over sees Duty to Cooperate requirements at a member level, in particular the production of the NSPF.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Strategic Planning Framework	All Norfolk Local Planning Authorities	Shows how the Authorities work together and forms the Statement of Common Ground for the area. Addresses cross boundary issues.	Reviewed for 2021.		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
The Wash and North Norfolk Marine Partnership	East Linsey, Boston, Fenland, South Holland, Kings Lynn & West Norfolk, North Norfolk, Lincolnshire County Council and Norfolk County Council	Local Communities and Management Groups working together to protect marine heritage	On-going	Many other Agencies and local groups involved	The Wash and North Norfolk Marine Partnership website - https://wnnmp.co.uk/home/partnerships/
Norfolk/Suffolk Cross border Meeting	Babergh and Mid Suffolk, South Norfolk, Great Yarmouth, Broads Authority, Ipswich Borough, Suffolk County, West Suffolk, Breckland, Kings Lynn & West Norfolk, East Suffolk	Quarterly meetings of Planning Policy teams to discuss cross boundary issues.	Ongoing		
Wisbech Access Strategy Steering Group	Kings Lynn & West Norfolk, Norfolk County Council, Cambridgeshire County Council,		Ongoing		

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
	Fenland DC, Wisbech Town Council				
Norfolk Rail Group	Norfolk & Suffolk County Councils, all districts		Ongoing		
Joint SFRA Update	Kings Lynn & West Norfolk, North Norfolk DC, Greater Norwich, Broads Authority, Great Yarmouth	Team over was the production of a Joint SFRA across most of Norfolk	Completed		
East of England Aggregates Working Party	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Collect data relating to the supply and demand of aggregates, publish an annual monitoring report, provides technical advice to Mineral Planning Authorities on their Local Aggregate Assessments. Line of communication between MPAs and MHCLG.	Ongoing	The EoEAWP also includes representatives from the minerals industry, Marine Management Organisation, and MHCLG. Includes feedback and liaison with London AWP and South East AWP.	East of England Aggregates Working Party web page - http://www.centralbedfordshire.gov.uk/planning/minerals-waste/aggregate/overview.aspx
East of England Waste Technical Advisory Body	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Forum for discussion relating to waste planning including waste data, capacities and forecasting.	Ongoing	The EoEWTAB is also attended by the Environment Agency. Includes feedback and liaison with London WTAB and South East WTAB.	

Cabinet

Item No: 14

Decision making report title:	Libraries supporting Covid recovery for children and young people
Date of meeting:	08 March 2021
Responsible Cabinet Member:	Cllr Margaret Dewsbury (Cabinet Member for Communities and Partnerships)
Responsible Director:	Tom McCabe (Executive Director, Community and Environmental Services)
Is this a key decision?	No

Introduction from Cabinet Member

This report offers proposals from Norfolk Library and Information Service about how the service can respond to issues related to children and young people and reading that have been exacerbated by the COVID 19 pandemic.

It outlines how barriers to children and young people's membership and continued use of the library service can be removed, which will result in an increase in 'reading for pleasure' which fundamentally can affect the reading stamina of children in the county, leading to improved educational and life outcomes for people living in Norfolk

Executive Summary

Ofsted have identified that children's 'reading stamina' has diminished as a result of the Covid19 pandemic. There is evidence to suggest that reading for pleasure can impact on the recovery of reading stamina, as well as having an impact on wider levels of attainment and well-being.

This report outlines 3 initial proposals from Norfolk's Library and Information Service to increase access and remove barriers to reading and offer opportunities for reading for pleasure for more children and young people in Norfolk.

These are

- Universal membership and easy join up of the e-library (e-books, e-audio books and e-magazines) by offering all school children membership
- Removal of overdue charges for children and young people
- Introduction of an early years reading challenge: 1000 books before school

These proposals are an initial response and will be followed by wider support offers as the recovery pathway becomes clearer.

Recommendations

- 1. To agree the children's e-lending proposal**
- 2. To agree to remove children's overdue charges**
- 3. To agree the 1000 books before school proposal**

1. Background and Purpose

- 1.1 This report outlines the importance of reading for pleasure to improve children's literacy, outlines the Library Service's role in encouraging children and young people to read more widely and more often, and offers proposals to remove barriers to reading.
- 1.2 In November 2020 Ofsted reported that "children who were hardest hit by school closures and restrictions have regressed in some basic skills and learning" and that children had "lost stamina in their reading and writing". The library service has an important role in supporting children's literacy in Norfolk as part of the recovery agenda, by encouraging a love of reading for pleasure.
- 1.3 7.1million adults (16.4% of the population) in England lack the reading and writing skills expected of an 11-year-old. If this rate applies to Norfolk, then over 120,000 adults could be in the same position. Poor literacy skills can lead to people being held back at every stage of their lives: as children they are less likely to do well at school, as young adults they potentially are locked out of the job market, and on becoming parents they find it difficult to support their child's learning or make informed decisions to support their own wellbeing - so the cycle continues for another generation.
- 1.4 There is a growing body of UK based evidence which illustrates the importance of reading for pleasure for both educational purposes as well as personal development:
 - Evidence suggests that there is a positive relationship between reading frequency, reading enjoyment and attainment.
 - Reading enjoyment has been reported as more important for children's educational success than their family's socio-economic status
 - There is a link between positive attitudes towards reading and scoring well on reading assessments
 - Regularly reading stories or novels outside of school is associated with higher scores in reading assessments
- 1.5 A number of studies have shown that boys enjoy reading less than girls; and that children from lower socio-economic backgrounds read less for enjoyment than children from more privileged social classes.
- 1.6 Research reports a link between library use and reading for pleasure; young people that use their public library are nearly twice as likely to be reading outside of class every day. Evidence shows that punitive library overdue charges is a

deterrent to joining the library and once incurred library overdue charges are a deterrent to continued active use of libraries by children and young people.

- 1.7 Children today read less frequently than any previous generation and enjoy reading less than young people did in the past, according to research published by the National Literacy Trust in February 2020 which showed that in 2019 just 26% of under-18s spent some time each day reading. This is the lowest daily level recorded since the charity first surveyed children's reading habits in 2005.
- 1.8 It also found that fewer children enjoy reading, and that this dwindled with age: nearly twice as many five to eight-year-olds as 14 to 16-year-olds said they took pleasure from reading. Overall, just 53% of children said they enjoyed reading "very much" or "quite a lot" – the lowest level since 2013.

2. Proposals

- 2.1 As a direct response to the Covid pandemic and its impact on Norfolk's children and young people the library service proposes to implement the following:
- Universal child membership of the e-book library
 - Remove overdue charges for children and young people
 - Introduce 1000 books before school

Universal Child membership of e-book, e-audio and e-magazine library

- 2.2 Work with Schools to offer every child and young person under 16 in the county membership of the e-library. This means offering parents the opportunity to agree to their child's membership of the e-library to borrow e-books, e-audio books and e-magazines and comics, along with online access to library resources such as Children's Britannica to help with research. Children and young people will be offered a library 'lite' membership. This offer is entirely free to use.
- 2.3 A successful pilot has been taking place in 5 schools in the county. The intention is to roll the offer out to every school child in Norfolk. Membership of the e-library does not incur any overdue charges. Books are automatically returned to the e-library. At the same time as offering membership of the library, a variety of new e-content suitable for children is being purchased, the funding of which has been assisted by a small award from the Arts Council. Groups of children and young people will be invited to take part in the selection of content for the e-book platform.
- 2.4 In 2020/21 to date, use of the children's e-book library has already increased by 166% compared with the whole year 19/20. This new arrangement will ensure that use of e-books by children in the county, irrespective of where they live, will be set to increase. More children will have the opportunity to read for pleasure, especially now that digital devices are being rolled out to every school child in the county. This fits well with the Every Child Online initiative to provide online access to all Norfolk Children, and is further supported by a telephone offer from the library service to help parents use the technology provided.

- 2.5 At a later date, children will be able to incorporate use of the County's network of libraries into their membership.

Removal of late return overdue charges for children and young people

- 2.6 One of the major barriers to library use by children and young people is the worry of incurring overdue charges. Norfolk is unusual in the UK in that the library service levies overdue charges to children and young people aged 5+ (overdue charges for under 5s were removed some years ago) In 2019/20 £52k worth of library overdue charges were incurred by children and young people. £30,858 was collected from 15,596 under 16s – less than £2.00 per customer. Leaving around £21,000 uncollected. A collection success rate of 59%.
- 2.7 Overdue charges for children between aged 5 to 16 are currently levied at 5p per day overdue. No overdue charges have been levied in 2020/21 to any library customer due to the uncertainties of service delivery as a result of the pandemic. The library service needs to rebuild its customer base during the recovery period of the pandemic and ensure that children from families suffering financial hardship are offered the same opportunities to access books as those from more affluent household.
- 2.8 Overdue charges can very often change active library customers into non-users.
- 2.9 While only 5p per day, these small charges can build up quickly, again resulting in customer loss and lost chances to encourage children to read for pleasure.
- 2.10 Library overdue charges tend to penalise conscientious library customers, a significant number of customers who have incurred even small charges simply never return, often not returning the books to the library.
- 2.11 Library overdue charges unduly affect those who cannot afford to pay.
- 2.12 Fear of incurring overdue charges is often cited by parents when not allowing their child to join the library. A library overdue charge for a child from a low-income family is far more of a problem than a similar charge for an adult.
- 2.13 Library services that have removed library overdue charges for children have reported increased library use by children and families, especially in disadvantaged areas which has enabled the service to make a significant contribution to improving the literacy of children and young people.
- 2.14 Bearing in mind the importance of reading for pleasure for children and young people, and to make a contribution to improving the life chances of all children in the county, it is proposed to remove the overdue levy of 5p per day on the late return of books borrowed by children in Norfolk.
- 2.15 It is proposed that this is implemented for a pilot period of 24 months during which time the impact of the removal of the charge is measured.

Introduce 1,000 books before school

- 2.16 1,000 Books Before School is the new reading challenge from Norfolk Library and Information Service, due to be launched in 2021. The challenge can be started from birth and focuses on shared reading with parents and carers and is designed to fill a gap between two key universal milestones in a family's reading journey.
- 2.17 A child's preschool reading journey supported by the library service offers children aged 0-5 access to free books and information for parents about the benefits of reading to young children. From birth the library service co-ordinates the distribution of free Bookstart Baby Packs which are offered to every child by the Registration Service along with an offer to sign up for a free library card and encouragement to use the library. The Bookstart Packs contain free books, and information about the importance of reading to new babies from birth and tips for parents. These messages are re-enforced by Health Visitors at the 6-8 week health check.
- 2.18 The library service also works with the Education, Achievement and Early Years Service to deliver Bookstart Treasure Gift Packs to all children about to start Reception. Like the Baby Packs, these contain a free book and further information about reading together with children. The library service also has a school readiness programme which includes activities focused on developing young children's communication and STEAM skills and book bags which families can borrow to talk about the transition to school.
- 2.19 The 1,000 Books Before School Challenge is designed to help bridge the gap between these two key moments and carry on the messages about reading and talking everyday with your child. When registering a child under 5 for a library card, families will be offered the opportunity to join the reading challenge. The challenge aims to engage families to keep up with regular reading and library use – progress will be measured either through the number of books borrowed on a child's library card, or through a simple sheet completed by the parent. Using the idea of gamification to encourage engagement, recognition and a certificate will be given for hitting certain reading milestones (50, 100, 250, 500, and 750 books). Those reading 1,000 books will be given a prize in addition to a final certificate.

3. Impact of the Proposals

- 3.1 A significant upturn in library membership by children and young people.
- 3.2 E-membership means that children will no longer have to rely on parents taking them to the library as it will be available at home using electronic devices.
- 3.3 An Increase in reading for pleasure by children and young people.
- 3.4 An increase in the use of libraries by children and young people from all backgrounds in the county.
- 3.5 A removal of barriers to library use by children and young people in Norfolk.

3.6 Longer term impacts on the reading levels of citizens in the county.

4. Evidence and Reasons for Decision

4.1. UK libraries that have removed the fear of overdue charges for children and young people have reported:

- An increase in membership by children and young people
- A re-setting of the relationship with children and young people by taking away barriers to library use
- An increase in the return of overdue items to the library. As part of the implementation of the decision the service will be asking children to return their books to the library without fear of incurring any charges
- A positive contribution to reading for pleasure in the county

5. Alternative Options

5.1. **N/A**

6. Financial Implications

6.1. E-library membership: A re-balancing of the existing library book stock budget will be required to ensure a range and choice of suitable e-books and e-audio books are available for children and young people. This will be supplemented in the first instance by a £1500 e-book award from the Arts Council granted to every library service in England. Childrens e-comics and magazines are already available via the library PressReader app.

6.2. Overdue Charges: There will be an income gap of circa £30,000 per year which will be the consequence of removing overdue charges. An increase in the return of overdue items will mean that fewer children's books will need to be purchased to maintain stock levels. The costs of collecting small amounts of money from children will also be reduced.

The current management process on fines collection includes a reasonable timeframe to recover the outstanding monies (12 weeks) after which time the debt is considered non recoverable and waived for children. These charges have not been reflected as income in the financial ledger, and therefore do not require formal write-off.

The net shortfall will initially be made up from existing library reserves, and the proposal is to maintain this initiative for 2 years.

6.3. 1000 books before school will be set up initially using reserves. However, 1000 Books before school offers an ideal sponsorship opportunity which will be pursued by the service.

7. Resource Implications

7.1. Staff:

None

7.2. Property:

None

7.3. IT:

None

8. Other Implications

8.1. Legal Implications N/A

None

8.2. Human Rights implications N/A

None

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

This proposal is about increasing access to books and reading by children and young people across the county. It provides wider opportunities to access reading opportunities during lockdown to children who may not be fortunate enough to have books at home, and in combination with the “Every Child Online” initiative increases digital inclusion.

Removal of the children’s overdue fees will encourage all families to use the library service on an ongoing basis without the worry of incurring fines, which is particularly relevant for families suffering financial hardship as a result of the pandemic.

8.4. Health and Safety implications

None

8.5. Sustainability implications

None

8.6. Any other implications

None

9. Risk Implications/Assessment

9.1. The principal risk is that the comprehensive steps to affect library use and membership to increase reading for pleasure are not taken up by children in the county.

- 9.2. The impact of each proposal will be measured and reviewed on a regular basis and mitigations put in place to ensure the success of each element of the proposal.

10. Select Committee comments

- 10.1. N/A

11. Recommendations

11.1. Recommendations

- 1. To agree the children's e-lending proposal**
- 2. To agree to remove children's overdue charges**
- 3. To agree the 1000 books before school proposal**

12. Background Papers

- 12.1 None

Officer Contact

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

Officer name: Jan Holden

Tel No.: 01603 228910

Email address: Jan.holden@norfolk.gov.uk



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

Cabinet

Item No. 15

Decision making report title:	Accelerating the Development of Supported Housing
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Cllr Bill Borrett (Cabinet Member for Adult Social Care, Public Health and Prevention)
Responsible Director:	James Bullion, Executive Director Adult Social Services
Is this a key decision?	Yes

Introduction from Cabinet Member

Norfolk County Council (NCC) is committed to a vision of supporting people to be independent, resilient and well. Our Norfolk Autism and Learning Disability Strategies are clear about the importance of homes and housing, and as a result the Adult Social Care (ASC) Promoting Independence strategy identified a requirement for a range of housing options to help people maintain their independence. Having appropriate supported housing available in the right locations, at the right time and with the right characteristics will go a long way to fulfil our vision of keeping people independent.

Supported and adapted specialist housing, which provides an independent living option for people with a learning disability, autism, a physical disability or mental health issue, is less expensive than residential care and is identified as an effective way of supporting people to remain independent in their local communities. People have told us about the type of housing they would like to live in and the way in which they would like their support to be organised around them. Increasing provision of supported and adapted specialist housing will deliver circa £1.65m gross revenue saving per year.

Executive Summary

This report sets out the proposal and business case for accelerating the development of supported, adapted and specialist housing in Norfolk. The creation of supported, adapted and specialist housing across the county will provide many people with care and support needs with an alternative housing option that recognises their care needs and allows them to live in an independent and dignified way in their local communities.

Supported, adapted and specialist housing has been identified as a way of reducing unnecessary residential care and hospital admissions and reducing the number of people in institutional environments. Evidence has demonstrated that there are people living in residential care in Norfolk whose needs could be better met in supported living.

The current provision of appropriate supported, adapted and specialist housing in the county is low. Demand analysis has shown that as a result of population growth Norfolk will require 140 more supported housing units by 2031 and would need to reduce the number of people currently in residential care by over 250 to reach the national average for people with a learning disability, physical disability or mental health needs.

There are two ways in which a scheme could be brought forward for development in Norfolk, dependent on land ownership. A capital contribution application process for private land and a scheme-appropriate process for public land. Each site would produce its own business case, and would be rigorously assessed against demand, location and other feasibility criteria. A

dedicated programme would be established to ensure that NCC can successfully deliver the number of required supported, adapted and specialist units.

Recommendations:

Cabinet are recommended to agree:

- a) **To set up a housing programme to encourage and accelerate the delivery of supported, adapted and specialist housing in Norfolk:**
 - i. **On privately owned land, setting up a capital contribution process to support the development of supported, adapted and specialist housing in Norfolk in new builds or as adaptations to existing properties**
 - ii. **On publicly owned land, following the most appropriate process when bringing forward supported, adapted and specialist schemes. This may include the establishment of a developer/provider framework or individual procurement process depending on the source of the land and stakeholders involved**
- b) **To fund programme costs of £108k per annum**
- c) **To agree that NCC funds capital investment of between £9m and £18m over the life of the programme**

1. Background and Purpose

- 1.1 Supported, adapted and specialist housing has been identified as a way of reducing unnecessary residential and hospital admissions for working age adults with learning or physical disabilities and those with mental health problems. Evidence has demonstrated that a significant proportion of residential care admissions in Norfolk are for people whose needs would be better met in supported housing, suggesting that alternatives to residential care would have been appropriate (**Appendix 1 - Business Case**).
- 1.2 In supported and adapted specialist housing individuals rent, own or part own their home and work with a care provider to ensure that their care and support needs are met. As a tenant the person will pay rent. For most people needing supported and adapted specialist housing the rent will be paid by housing benefit.
- 1.3 Accessible and adapted housing enables people to live more independently, while also reducing health and social costs in the future. It is better to build accessible housing from the outset rather than having to make adaptations at a later stage – both in terms of cost and to support people to remain safe and independent in their homes. Co-production work during 2020 included discussions with people about where they would like to live and what was important to them. The outcomes of this work are contained in **Appendix 1.4b Co-Production Summary** and are reflected in the Accommodation Programme.
- 1.4 The purpose of this programme is to accelerate the development of supported, adapted and specialist housing across the county. Evidence shows that the market will not develop this capacity without support. The lack of appropriate housing is driving people with support and care needs into accommodation that is more costly and does not best promote their interests or independence.
- 1.5 There are two ways in which a scheme could be brought forward for development dependent on land ownership. A capital contribution application process for private land and a scheme-appropriate process for public land. Each site would produce its own business case, and would be rigorously assessed against demand, location and feasibility criteria. Each scheme business case will also consider the legal implications and

requirements of that specific development. The details setting out the financial case are set out in the business case (**Appendix 1 - Business Case**).

- 1.6 NCC would hold nomination rights for all the units on each scheme unless determined otherwise. It is not envisaged that there will be any private or market demand for this type of housing.
- 1.7 The scale of delivery requires coordination and management. A programme will be established within NCC to ensure robust evaluation of schemes and accountability for achieving target unit numbers.

2. Proposals

- 2.1 The proposal is to set up a dedicated housing programme which will enable the development of supported, adapted and specialist housing across the county. By facilitating the development of 181 units of supported, adapted and specialist housing, NCC would be providing additional quality housing options for the Norfolk population of those with care and support needs. Once all units are complete and occupied, a gross £1.65m revenue saving per annum to NCC has been identified with additional savings accruing to the health system.
- 2.2 Development will focus on meeting immediate priorities of the next three years while extending the evidence base and projections of need over the next 10 years. The need for housing can be described in three main categories:
 - a) Housing for those with complex needs – this group includes those with enduring needs and complex mental health needs and/or learning disabilities and/or autism. Suitable housing will be bespoke with very high specifications. Support costs may be shared with health
 - b) Short term accommodation for those who may need support to adjust to independent living. This may include young people with care and support needs who require a training or enablement environment in order to adjust to independent living
 - c) Long term supported accommodation for those who may require dedicated supported or adapted accommodation, with long term support, in order to maintain independent living in the long term
- 2.3 Evidence demonstrates the requirement for housing in each particular category and provides comprehensive examples of the human and financial impacts of the lack of provision (**Appendix 1.5 - Financial Benefits, Appendix 2 - Accommodation Case Studies**)

3. Impact of the Proposal

- 3.1 The ambition of NCC is to ensure suitable housing options are available for working age adults with care and support needs. This will reduce the number of people living in inappropriate settings that lead to sub-optimal outcomes for the person and inefficient usage of health and care system resources.
- 3.2 The impacts of accelerating the development of supported, adapted and specialist housing will be as follows:
 - a) A decrease in the number of people with mental health, physical disability and learning disability in residential care or nursing care – bringing the Norfolk rate closer to the national and east of England averages

- b) Achievement of the required trajectory (determined by NHS England) for accommodating people with complex learning disabilities and / or autism with mental health needs and / or behaviours of concern in the community (Transforming Care)
- c) A clear pathway for younger people to ensure that they are able to explore accommodation options and make the right long term choices about where they live and who they live with
- d) Outcomes for individuals will be demonstrably better than those achieved in previous accommodation
- e) Increased supported living capacity will reduce overall spend on accommodation and support
- f) Strong relationships between social care, planners and developers established to support future development

3.3 In addition to the direct benefits outlined above, the programme will meet the key aspirations of the Corporate and Service level strategies the recommendations of which are summarised below:

- a) Norfolk County Council is committed to helping people live good, independent lives. The provision of supported and accessible housing is both a desirable option for people and has many benefits over residential care
- b) Supported and accessible/adapted housing is an effective way of supporting people to be more independent in their own homes, providing safety, security, social interaction and care
- c) The provision of supported and accessible/adapted housing in Norfolk provides appropriate accommodation for those who need it and forms part of a pathway approach in reducing reliance on formal care and promoting independence

3.4 Aims and aspirations for the programme reflect what people have told us about where and how they would like to live. Development of different types of accommodation and models of support helps people to make good choices about where and how they live.

4. Evidence and Reasons for Decision

4.1 Our need and demand for more supported housing is mainly driven by two factors:

- a) Forecast growth in those with eligible needs over the next 10 years
- b) A plan to reduce the use of residential care, to more closely align Norfolk to the level of use in other local authorities

4.2 The historic and continued pattern of placements means that Norfolk makes more use of residential care than comparator authorities, and as the current rate of admission remains higher this difference becomes greater. This difference is particularly marked for people with a learning disability, where in 2019/20 Norfolk had 46% more people with a learning disability per 100,000 in a residential placement. The figures for mental health were 24% higher and for physical disabilities 27%.

4.3 Because these figures tell us about people's homes, and because investment in accommodation requires strategic planning, it is not realistic to reduce the use of residential care in Norfolk to the national average in a short period of time. To achieve this, we need to work with the existing residential market and with new supported living provision to reshape the offer available to people with care and support needs in Norfolk.

4.4 There are several reasons why supported, adapted and specialist housing has not been developed in line with demand. The capital viability of developing supported, adapted and specialist housing is a key issue. Affordable rents and the high level of building and fixture specifications required in a scheme are a significant barrier to ensuring a schemes viability. To ensure the development of affordable supported, adapted and specialist housing there is a requirement for capital investment to support inherently unviable affordable rent

tenures and short-term revenue funding to implement the programme before it becomes self-funding.

- 4.5 A relatively small amount of capital funding from NCC to develop appropriate housing will attract additional capital resources into Norfolk from Registered Providers, Homes England and, in some cases, NHS England.

5. Alternative Options

- 5.1. An alternative approach would be not to undertake the housing programme and rely on the market delivering the required number of new accommodation units. Evidence and history indicate this will not be possible and NCC will fail to adequately house people now and in the future and fail to make reductions in revenue spend.

6. Financial Implications

- 6.1 Each site will be subject to its own business case which will contain the financial detail. Schemes brought forward on private land, will have an element of capital contribution through our application process. Repayment on capital borrowing will mean revenue savings from each scheme are diluted by repayments until borrowing is repaid. However, even during the repayment period, revenue savings are still achieved.
- 6.2 Once developed the property will be owned by the Registered Provider developing the site. However, in return for its capital investment, NCC will have full nomination rights into the new service. This will ensure that the new homes are used to meet the needs of people prioritised by NCC.
- 6.3 The timeline from development to a completed and occupied building means savings from schemes are not immediate, so a long-term view on savings and programme delivery needs to be accepted by NCC.
- 6.4 A detailed financial case is contained within the business case (**Appendix 1 – Business Case**) and in **Appendix 1.5 Financial Benefits**.
- 6.5 The proposed capital costs within the business case will need to be part of the future capital projections for NCC. It is not anticipated that additional capital will be needed over the next financial year
- 6.6 Proposed programme delivery costs will be met from the revenue reserve as part of the service's invest to save approach.

7. Resource Implications

- 7.1. Staff resource from Adult Social Services has been utilised to constructing the business case and associated strategies.
- 7.1.2 A dedicated programme, to develop supported, adapted and specialist housing with resources and pathways, has been identified as a critical success factor in ensuring the programme can deliver.
- 7.2. **Property:**
- 7.2.1 None identified
- 7.3. **IT:**

7.3.1 None identified

8. Other Implications

8.1. Legal Implications

8.1.1 The rationale for the grant is that the resulting accommodation will be available in the long term for people whom NCC would otherwise have to accommodate elsewhere. For that reason we will put in place legal agreements that ensure that:

- a) NCC has nomination rights to all tenancies
- b) The proposed rents (of the rented units) are affordable for people on housing benefit
- c) The proposed rates to be charged to residents are in line with rates which NCC is prepared to pay
- d) If required by law the care provider is different to the organisation providing the accommodation whom NCC would otherwise have to accommodate elsewhere

8.1.2 Commissioners are working with NPLAW and NCC Procurement team to ensure that the processes for bringing forward developments are compliant with all relevant legislation.

8.2. Equality Impact Assessment (EqIA)

8.2.1 Attached at **Appendix 1.7**

8.3. Any other implications

8.3.1 None identified

9. Risk

9.1. A major risk is that the number of supported, adapted and specialist units required are not developed. Work to mitigate this would be ongoing throughout the programme and involve continuous engagement with a range of partners and the market to unlock barriers and understand issues.

9.2. Another significant risk to the project is that the target number units of housing are not occupied. Part of the programme is to develop a change management piece and work with operational teams to promote and actively engage stakeholders and individuals in promotional and marketing activity.

9.3. Two Project Managers have been identified as critical to the success of the programme by ensuring that there is a dedicated resource to bring schemes forward. The staffing costs of these posts is circa £108k per annum.

10. Recommendations

10.1. **Cabinet are recommended to agree:**

- a) **To set up a housing programme to encourage and accelerate the delivery of supported, adapted and specialist housing in Norfolk:**
 - i. **On privately owned land, setting up a capital contribution process to support the development of supported, adapted and specialist housing in Norfolk**
 - ii. **On publicly owned land, following the most appropriate process when bringing forward supported, adapted and specialist schemes. This may**

include the establishment of a developer/provider framework or individual procurement process depending on the source of the land and stakeholders involved

b) To fund programme costs of £108k per annum

c) To agree that NCC funds capital investment of between £9m and £18m over the life of the programme

11. Appendices

A full list of appendices, all of which are referenced in the Business Case are noted below.

11.1	Appendix 1	Business Case
	Appendix 1.1	Strategy and Care Model
	Appendix 1.2	Needs Analysis
	Appendix 1.3	Locations
	Appendix 1.4	Accommodation Specifications
	Appendix 1.4a	ER Accommodation Specifications
	Appendix 1.4b	Co-Production Summary
	Appendix 1.4c	Consultation Feedback
	Appendix 1.5	Financial Benefits
	Appendix 1.6	Programme Position Statement
	Appendix 1.7	EQiA
	Appendix 2	Accommodation Case Studies
	Appendix 3	ER Cabinet Paper – Accelerating the Development of Supported Housing

Officer Contact

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

Officer name:

Amanda Dunn

Tel No.:

01603 224191

Email address:

Amanda.dunn@norfolk.gov.uk



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

Supported Housing – the Business Case

Full Business Case

Project name	Accelerating the Development of Supported and Accessible/Adapted Housing		
Business sponsor	Gary Heathcote – Director of Commissioning		
Business owner	Amanda Dunn – Assistant Director Learning Disabilities and Mental Health		
	amanda.dunn@norfolk.gov.uk		
Version Control	26/01/21	FV 1	Sera Hall

Contents

DECISIONS REQUIRED	2
1. Context and business drivers	3
1.1 Context.....	3
1.2 Supporting the implementation of Norfolk County Council's vision.....	3
1.3 Supported and Accessible/Adaptable Housing.....	4
1.4 Demand.....	5
1.4.1 NCC's priority areas for development are:.....	6
1.5 Enabling NCC to meet the growing need for supported and accessible/adapted housing.....	6
1.6 Business drivers	7
1.7 Attracting and accelerating development.....	9
1.7.1 Capital barriers	9
1.7.2 Non-capital barriers.....	10
1.8 Taking a long-term view	11
2. Objectives.....	11
3. Programme success measures	11
4. Benefits and costs	12
4.1 The benefits of supported and accessible/adapted units.....	12
4.2 Measuring benefits	13
4.3 Financial benefits	14
4.3.1 Assumptions.....	15
4.3.2. Calculating the delivery profile of savings.....	16

4.3.3 Benefits to health partners	16
4.4 Financial costs.....	16
5. Key programme assumptions.....	17
6. Solution design.....	17
6.1 Delivery model.....	17
7. Governance, Timeline and Key Milestones	17
8. Key risks and issues.....	18
9. Engagement and communication	19
9.1 Procurement and Market Development.....	19
10. Equality and diversity	19
11. Supporting documentation	19
 Table 1 National Usage of Residential Care	 8
Table 2 Revenue Forecasts	9
Table 3 Non-Capital Barriers to Development	10
Table 4 Programme Success Measures	11
Table 5 Programme Benefit Measures	13
Table 6 Financial Benefits	15
Table 7 Illustration of Capital Spend and Profile of Savings Over Three Years	16
Table 8 Programme Assumptions	17

DECISIONS REQUIRED

- (1) To agree to set up a supported housing programme to encourage and accelerate the delivery of supported and adapted/accessible housing in Norfolk:
 - a. On privately owned land, setting up a capital contribution process to support the development of supported and adapted/accessible housing
 - b. On publicly owned land, following the most appropriate process when bringing forward supported and adapted/accessible housing. This may include the establishment of a developer/provider framework or individual procurement process depending on the source of the land and stakeholders involved
- (2) To agree to fund programme costs of
 - a. Capital investment between £9.8m - £17.8m over the first three years of the programme
 - b. Programme delivery costs of £0.1m per annum

1. Context and business drivers

1.1 Context

This business case sets out the costs and benefits of accelerating the development of supported and accessible/adaptable housing over the next three years. Increased demand and population growth are a huge pressure on existing services and public finance. Supported and accessible/adaptable housing, which provides an independent living option for people with care needs, is less expensive than residential care and is identified as an effective way of supporting people in their local communities. Once completed this programme will deliver circa £1.65 million gross revenue saving per year (exclusive of capital costs).

Given the varied and bespoke nature of these developments, each scheme will be subject to a rigorous feasibility and financial assessment, resulting in an individual business case which will detail investment required and revenue savings that would be achieved.

1.2 Supporting the implementation of Norfolk County Council's vision

Norfolk County Council (NCC) is committed to supporting people to be as independent as possible during their lives. Supporting vulnerable people, including helping people earlier before their problems get too serious, is an NCC corporate priority. Supporting people *to be independent, resilient and well* is an NCC vision.

To achieve that vision, NCC has developed a Promoting Independence Strategy. The strategy has three main elements: prevention and early help, staying independent for longer and living with complex needs. Specifically identified within the living with complex needs element is the requirement for a range of housing options for people which helps them retain their independence. Having appropriate supported housing available in the right locations, at the right time and with the right characteristics will go a long way to fulfil our vision.

This business case supports NCC's strategic priorities of delivering resilient communities as well as supporting vulnerable people to achieve their full potential. This includes creating communities that are inclusive of people with support or accessibility needs, allowing them to live independently and safely in their own home for as long as possible.

Supporting people to be more independent and have choice over where they live and who they live with are also NCC commitments in the Norfolk Learning Disability and Autism Strategies:

- Learning Disability Strategy: <https://www.norfolk.gov.uk/-/media/norfolk/downloads/care-support-and-health/disabilities/learning-disabilities-strategy.pdf>
- Autism Strategy: <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/all-age-autism-partnership-board/local-autism-strategy.pdf>

The Adult Social Care commissioning plan reflects these as priority activities, with a commitment to develop both new services and our providers' skills and capacity. Detail is contained within **Appendix 1.1 - Strategy and Care Model**

1.3 Supported and Accessible/Adaptable Housing

It has been recognised that provision of supported and adapted/accessible housing can promote greater independence and support mental and physical wellbeingⁱⁱⁱ. Delivering the right homes in the right locations is essential to meeting the housing needs of Norfolk residents.

Under the Care Act, Adult Social Care (ASC) has a duty to assess the care and support needs of adults against national criteria set by eligibility regulations. If the person's needs arise from 'physical or mental impairment or illness' (and this may include needs arising from trauma or extreme distress) and, as a result, the person cannot achieve two or more national defined outcomes, or can only achieve them with assistance, or with 'significant pain, distress or anxiety' or at risk to themselves or another, or with assistance but they take 'significantly longer than would normally be expected', then the authority must decide how to meet those needs, and this may include providing accommodation and support.

In addition to ASC's duties under the Care Act there is a national plan to develop community services and close inpatient facilities for people with a learning disability and/or ill health conditionⁱⁱⁱ.

This plan outlines the change in culture needed, together with a shift in power to individuals, and a change in services provided. People with a learning disability and/or autism are citizens with rights, who should expect to lead active lives in the community and live in their own homes just as other citizens expect to. ASC is required to build the right community-based services to support them to lead those lives, thereby enabling the closure of all but the essential inpatient provision.

The provision of supported housing provided alongside support, supervision or care to help people live as independently as possible in the community is a key strand of meeting NCC's responsibilities.

Supported housing is utilised by a range of people including:

- people with a learning disability
- people with a physical disability
- autistic people
- individuals and families at risk of or who have experienced homelessness
- people recovering from drug or alcohol dependence
- people with experience of the criminal justice system
- young people with a support need (such as care leavers or teenage parents)
- people with mental ill health
- people fleeing domestic abuse and their children

These are not always distinct groups and many individuals may have multiple needs. The supported housing sector is diverse, comprising housing associations and local council housing, as well as charities and voluntary organisations. Housing providers and schemes can vary significantly in size and scale: from large organisations with tens of thousands of residents across the country, to smaller local providers who may own one property.

Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future. It is better to build accessible housing from the outset

rather than having to make adaptations at a later stage – both in terms of cost and to support people to remain safe and independent in their homes.

Accessible and adaptable housing will provide safe and convenient approach routes into and out of the home and outside areas, suitable circulation space and suitable bathroom and kitchens within the home. Homes for wheelchair users include additional features to meet the needs of occupants who use wheelchairs or allow for adaptations to meet such needs.

1.4 Demand

Our need and demand for more supported housing is mainly driven by two factors:

- Forecast growth in those with eligible needs over the next 10 years
- A plan to reduce the use of residential care, to more closely align Norfolk to the level of use in other local authorities.

Over the next 10 years, data from Project Adult Data Needs and Service Information (PANSI) tells us that without changing any models Norfolk will need 50 more units of supported living for people with learning disabilities, over 15 for people with physical disabilities and nine for people with mental health needs.

To reach the national average use of residential care, Norfolk would need to reduce the 941 residential placements used by people of working age with learning disabilities, mental health problems and physical disabilities by over 250. To move in this direction means there is a need for alternative types of service, including long term supported living and supported living services that provide short term intensive support to prepare individuals to move from residential care to their own independent accommodation.

When compared with other local authorities, Norfolk makes very high use of residential care for people with learning disabilities, mental health problems and physical disabilities.

Historically we have admitted more people of working age to long term residential care than our comparator authorities. Whilst the gap has narrowed, we are still making more new admissions than our comparators.

The national Transforming Care programme challenges all areas to reduce the number of people with Learning Disabilities and / or autism in specialist hospital placements and reduce the rate of future admissions.

Norfolk has had some success in reducing numbers in Clinical Commissioning Group (CCG) funded hospital placements from over 30 to the current figure of under 20. However, Norfolk and Waveney remain over the nationally set target as there are a number of people in hospital requiring bespoke designed specialist housing and support.

Norfolk also has a disproportionately high number of people with learning disabilities and autism in secure hospital placements, a number of whom will be ready for discharge in the next three years. Norfolk is again over the target number set by NHS England.

Disabilities generate a range of housing requirements that can change over time and provision of housing that can meet those requirements are crucial to ensuring those people live safe and independent lives. National guidance highlights that an aging population will see the numbers of disabled people continuing to increase^{iv}.

Appendix 1.2 contains a detailed assessment of need.

1.4.1 NCC's priority areas for development are:

a. Accommodation for those with Complex Needs

- New capacity for people being discharged from inpatient settings or at risk from admission to an inpatient setting
- New homes for those with enduring mental health issues
- This is a key element of meeting NCC's commitments under the national Transforming Care Programme, to reduce the number of people with learning disabilities and / or autism in specialist hospital services and provide alternatives in the community instead

b. Progression and Recovery Services

- To support our strategy commitments to enable people to be as independent as possible there will be 75 new units of accommodation across the county focused on enablement, recovery and move on

c. Long Term Housing for People with Support Needs

- Up to 42 units of mixed community supported housing in all areas of the county to offer people greater choice about where they live and who they live with

Accommodation is required predominantly in market towns where community facilities are available.

- **Appendix 1.3** details the locations in which development is needed. While building specifications vary according to individual need
- **Appendix 1.4** outlines draft accommodation specifications, which are the subject of further consultation. **Appendix 1.4a** is the co-production document that will be used with individuals, families and groups to further explore and define, and contains an Easy Read version of the accommodation specifications. **Appendix 1.4b** provides a summary of the feedback from individuals with lived experience about where and how they would like to live. **Appendix 1.4c** details a summary of the consultation that was undertaken.

1.5 Enabling NCC to meet the growing need for supported and accessible/adapted housing

Delivering the range and volume of supported and accessible/adapted housing needed will not be easy. Like most local authorities, NCC is experiencing a continuing fall in revenue funding and an increasing demand for services. At the same time, the council needs to respond to changing expectations and aspirations of how care and support is delivered. The most recent NCC response to meeting these challenges was considered in the Commissioning and Market Shaping Framework 2017/18 to 2019/20 paper to Adult Social Care Committee on 6 November 2017.

One of the key points of the paper was the need for care accommodation to be modernised and the supply of independent and/or supported accommodation increased.

The development and delivery of appropriate housing in Norfolk is a key priority for ASC and will contribute to financial savings in the short and long term.

1.6 Business drivers

There are a number of business drivers for this programme:

- Delayed discharges from Norfolk and Suffolk Foundation Trust inpatient services for people with the most complex needs
- Reducing the number of people with learning disabilities in hospital
- The number of people in secure settings, who need community placements in the next three years
- The number of people with learning disabilities living with older family members
- Norfolk has higher numbers of people (per 100,000) in LD services and significantly higher numbers of people with LD in residential care than the national average (2019/20 Short and Long Term services return)
- Lack of short-term progression focused services for people with learning disabilities
- Volume of people with complex needs living at home or in inappropriate placements, needing alternatives in the next three years
- No clear and distinctive offer for young people, to explore and identify their long-term needs

A three-year plan has been developed to tackle priority areas and types of development. Longer term plans include working with planners and developers to ensure opportunities are maximised within mainstream housing development.

These areas have been identified because:

- There is a significant shortage of options locally, leading to people living in inappropriate settings that lead to sub-optimal outcomes for the person and inefficient usage of health and care system resources
- Norfolk has significantly higher numbers of working age people with mental health, physical disability and learning disability in residential or nursing care – higher than the East of England or national average^v Institutional care costs are generally higher than supported living and have a negative impact on the life chances of those so accommodated
- They are the priority for people identified in local strategies
- There are opportunities to significantly improve outcomes for people in line with NCC's Promoting Independence Strategy

The historic and continued pattern of placements means that Norfolk makes more use of residential care than comparator authorities, and as the current rate of admission remains higher this difference becomes greater. This difference is particularly marked for people with a learning disability, where in 2019/20 Norfolk had 46% more people with a learning disability per 100,000 in a residential placement. The figures for mental health were 24% higher and for physical disabilities 27% (figures from the 2019/20 Short and Long Term Support return)

It is not realistic to reduce the use of residential care in Norfolk to the national average in a short period of time. There is a need to work with both the existing residential market and new supported living provision to deliver the range of provision needed. This requires strategic capital investment, the development of new provision and working with providers to remodel

what already exists. The following table shows the change in residential use needed to achieve national average performance and includes a more realistic 15% target, to be set over a period of 5 to 10 years.

Table 1 National Usage of Residential Care Based on 2019/20 Short and Long Term Support Return

Residential Service Type	Current Usage (working age)	Reduction to Reach National Average	15% Target
Learning Disabilities	552	173	83
Physical Disabilities	207	43	31
Mental Health	182	36	27
Total	941	251	141

The data indicates that many people enter residential care unnecessarily, and a significant factor in these admissions is the lack of suitable supported and accessible/adapted housing which would enable them to maintain their independence in their local communities.

In Supported Housing, rental costs would be borne by Housing Benefit or the individual. Reducing numbers in residential care to the national average, even assuming care and support costs stayed constant, would reduce NCC revenue costs significantly.

Financial analysis completed by NCC indicates that supported and accessible/adapted housing is significantly less expensive in terms of social care provision than residential or hospital care, as well as offering clients a range of quality of life benefits. At the point that the programme is complete (181 units would have been built and are occupied), gross revenue savings are projected to be £1.65m per year.

Appendix 1.5 - Financial Benefits explains how cost reductions have been modelled. It describes the factors that have been taken into account and how risk and caution has been built into the mid-range forecast.

The range of revenue savings that NCC will achieve will vary according to the type of accommodation. For those with the most complex needs the development of 64 units could yield up to £0.95m per annum. Enable and recovery accommodation has a long-term impact on care costs, but a conservative estimate is £0.45 each year. Lower support units (42) will provide for a range of needs; those stepping down from residential and those for whom residential accommodation is avoided – potentially yielding £0.25m each year in revenue savings. Revenue savings are derived by factoring in the variation in care costs across residential care, nursing services and escalation care services.

Table 2 Revenue Forecasts

	Mid Range Forecast	Pessimistic view	Optimistic View
Complex Needs	£0.95m	£0.25m	£1.46m
Enablement and recovery	£0.45m	£0	£0.85m
Long term support	£0.25m	£0.07m	£0.41m
Total	£1.65	£0.33m	£2.73m

The net savings for the council will depend on the level of subsidy required to bring a scheme to fruition. Each scheme would need to be assessed according to the funding that can be leveraged in from Registered Providers, Homes England and, in some circumstances, NHS England.

On delivery of the 181 units, across the range required, revenue savings to NCC are projected to represent £1.65m p.a. Ensuring that suitable accommodation is developed for those who may be living with older parents or under the care of Children's Services currently will provide long term revenue and quality of life benefits.

1.7 Attracting and accelerating development

To date, the development of supported and accessible/adapted housing in Norfolk has been slow and unplanned. To gain a clear understanding of the barriers which have prevented a more rapid and co-ordinated approach to the delivery of this type of housing, a piece of work was undertaken to identify these barriers and recommend solutions to address them. This work involved surveying a range of internal and external stakeholders in the supported and accessible/adapted housing market. Intelligence and data was also drawn from NCC's Extra Care Programme which was initiated in 2018.

A Preferred Provider list was initiated during 2020 which yielded little interest from the market and four potential Registered Providers (RP). Discussion with these providers have informed a revised approach to the market, which includes a proposal for NCC to subsidise capital costs to accelerate development. A revised market exercise is ongoing to generate interest and lay the foundations for further negotiation with RPs and Developers.

It has been particularly challenging to attract developers and providers to meet the needs of those with long stays in hospital without capital subsidy. Over the past 12 months there have been seven people in our specialist hospital placements who we either have not been able to secure a community placement for or who have had to move out of county. We expect at least three Norfolk residents a year to be discharged from secure hospital services for the next three years.

A Programme Position Statement has been produced to inform and generate interest from the market and is contained in **Appendix 1.6**.

1.7.1 Capital barriers

There are a number of factors that affect the capital viability of supported and accessible/adapted housing.

- Uncertainty in the market about future government proposed caps and how this would affect viability of supported and accessible/adapted housing has paused many developers/providers plans
- Affordable rents and where communal areas are required (and therefore non-rentable space) in a scheme also provide significant barriers to ensuring schemes viability
- Best practice for people with learning disability and/or autism and those with mental ill health often requires smaller developments which limit revenue yield
- Accommodation for those with the most complex needs requires high level specifications and adaptations which require significant capital and expertise to develop and deliver. This fact, combined with the specific location requirements for this client group, mean that suitable properties are scarce

In order to ensure the development of affordable supported and accessible/adapted housing there is a requirement for substantial capital investment to support inherently unviable affordable rent tenures.

The amount of capital funding required will vary dependent on the scheme, location, and access to other grant funding. Where publicly owned land is being used for a scheme there is not expected to be a requirement for capital borrowing.

Over the initial three-year period it is estimated that the total programme could require between £9.8m and £17.8m. Estimates vary considerably as the scope of developments required are very different and government policy (enacted through Homes England) is revised annually.

1.7.2 Non-capital barriers

The non-capital barriers are shown in the table below as well as the actions now set in place to mitigate:

Table 3 Non-Capital Barriers to Development

Barrier	Solution Design	
	Recommendation	Document
Strategy No clear strategy for the development of supported and accessible/adapted housing	Publication of supported and accessible/adapted housing and Position Statement. Internal NCC alignment achieved through production and approval of business case	<ul style="list-style-type: none"> • Supported and accessible/adapted Housing Strategy • Position Statement • Business Case
Governance Lack of strong leadership and organisational support	Implementation of NCC governance structures to support implementation of a structured programme.	<ul style="list-style-type: none"> • Business Case • Position Statement
Commercial No formal process or model to engage with the market/developers and little commercial appreciation	The Supported Accessible/Adapted Housing Strategy is resolving links between strategy and delivery. Updated nominations process will be required as part of the implementation	<ul style="list-style-type: none"> • Business case • Nominations agreement • Position Statement
Planning No formal and consistent approach to planning	Work required with Local Planning Authorities to agree consistent approach to supported and accessible/adapted housing	<ul style="list-style-type: none"> • Housing Benefit Position Statement; • Position Statement

Product/Process Wide variety in requirements for supported accessible/adapted housing	Work with social care teams and service users to explain extra care and when it's an appropriate choice Develop draft specifications based on evidenced need	<ul style="list-style-type: none"> Change management plan.
---	---	---

1.8 Taking a long-term view

Delivering supported and accessible/adapted housing will require NCC to take a number of strategic organisational and investment decisions that will have a long-lasting impact on how the Council operates.

While adapted properties can be designed and delivered within a 12 to 18 month timeframe, new developments may take up to three years to design, plan, procure, build and occupy. During that time NCC will need to work in close partnership with stakeholders to ensure that a pathway culture is established, and stakeholders are aware of the possibilities and potential of more independent accommodation. The unmet demand of 181 units of supported and accessible/adapted housing in up to 26 individual schemes, has a projected delivery period of approximately three years.

2. Objectives

The programme will be complete when the following is true:

- A suitable process has been established that can bring forward supported and accessible/adapted housing schemes on land owned and/or made available to suitable developers
- A capital contribution process is in place that supports development of supported and accessible/adapted housing on privately owned land
- Development of the market, including clear communication of Norfolk's needs and offer for developers and Registered Providers has been concluded
- Appropriately skilled support and care providers are confident and willing to work in Norfolk
- The target number of units of supported and accessible housing have been developed and occupied

3. Programme success measures

The success of the programme will be measured using the following elements:

Table 4 Programme Success Measures

Element	What good looks like	Acceptable trade-off	What acceptable looks like
Accommodation Board	Board established and processes in place to assess and develop accommodation	Alternative approach agreed	Regular meetings that result in the acceleration of supported/accessible and adaptable housing

No of units developed – Total	To have the target number of units occupied after 3 years.	Some units may still be in development on the pipeline with majority delivered	75% delivery and 25% on the pipeline for development
Element	What good looks like	Acceptable trade-off	What acceptable looks like
Assessment of outcomes	Outcomes for individuals are demonstrably better than those achieved in previous accommodation	Evidencing this is challenging. We can look at move on through enablement and recovery services	Able to track movement through enablement and recovery services. Able to track reduced delayed discharges
Pathways	There is a clear and evidenced pathway approach to accommodation and support for people across all levels and types of need (MH, LD/A and PD)	The new units will include step up and step down capacity, to support discharge and prevent admission.	
Strong relationships	Strong relationships between social care, planners and developers established to support future development		An ongoing mechanism for engaging beyond 3-year plan project group.

4. Benefits and costs

4.1 The benefits of supported and accessible/adapted units

The move towards a supported living approach for people with a learning disability has been underpinned by strong commitments in government policy. As a result, there has been a significant emphasis on the role that local services should play to support a person's right to live independently. The policy was introduced in Valuing People^{vi} and later strengthened in Valuing People Now^{vii}.

Valuing People (2001) reaffirmed policy to reflect society's changing expectations about how people should be treated. It provided a clear vision for people with a learning disability based on four key principles: rights, independence, choice and inclusion. By the time Valuing People was introduced, most people with a learning disability lived with their families or in shared accommodation, having left long-stay hospitals. However, more than 1,500 people still lived in long-stay hospitals, with a further 1,500 living on NHS campuses.

Valuing People set about changing this. It began the process of separating social services from the NHS and introduced a target of April 2004 for all people to be relocated from NHS long-stay hospitals. The Valuing People strategy sought to deal with some specific issues associated with housing people with a learning disability, including the growing number of people living with older carers and the need to give people greater choice and control over their lives.

Valuing People Now introduced a three-year strategy to take forward the policy set out in Valuing People, recognising that much of the vision set out in 2001 needed to be put into practice. The strategy set out clear commitments and actions across government to enable change. This new strategy placed greater emphasis on supporting people with a learning disability into supported accommodation. It introduced Public Service Agreement 16, which measured the number of adults with a learning disability known to social services who were moving into settled accommodation outside NHS campuses or registered care homes. This was a delivery priority for government and local authorities.

Supported and accessible/adapted housing has been shown to have the following qualitative benefits for service users^{viii}:

- The units are self-contained homes so tenants know and feel that the units are their home
- It promotes independence
- Allows individuals to be in control of their lifestyle
- Shown to reduce social isolation and associated problems such as depression
- Shown to increase feelings of well-being and improved quality of life

4.2 Measuring benefits

The success of the programme in delivering benefits will be measured using the following elements:

Table 5 Programme Benefit Measures

Impact Description	The Benefit	Project Objectives (Reference the Objectives this benefit links to)	Measurement (How will the benefit be measured)	Date Benefit will be realised
Decrease use of residential care (numbers and spend)	Reduced social care cost to NCC. Reduced health costs	The target number of units of supported and accessible/adapted units have been occupied.	Number of residential care placements. Percentage of adult social care budget spent on residential care.	Ongoing benefit of the programme. Annual tracking and reporting.
Reduction of people living in inappropriate hospital settings	Reduced costs to CCG Better experience for individuals	NHSE Trajectory	Number of people in inappropriate hospital settings	Ongoing benefit of the programme. Annual tracking and reporting
Increase the proportion of people living in their own home.	Reduced social care cost to NCC. Better outcomes for individuals	The target number of units of supported and accessible/adapted units have been occupied.	Proportion of people who currently access social care services and do not normally reside in a residential care setting or hospital.	Ongoing benefit of the programme. Annual tracking and reporting.

Increase in the number of carers and informal carers who are and feel supported to maintain their caring role.	Reduced social care cost to NCC. Better outcomes for individuals	The target number of units of supported and accessible/adapted units have been occupied.	Carers Satisfaction survey/Data from Carers Service	Ongoing benefit of the programme. Annual tracking and reporting.
Reduce delayed discharges from MH and LD hospital placements	Reduced costs to NHS Better outcomes for individuals	The target number of units of supported and accessible/adapted units have been occupied.	Tracking delayed discharge numbers in HPFT and NSFT	Ongoing
Reduced admissions to LD and MH hospital placements	Reduced costs to NHS Reduces escalation costs to NCC Better outcomes for individuals	There is a clear and evidenced pathway approach to accommodation and support for people across all levels and types of need (MH, LD/A and PD)	Tracking admission numbers Tracking use of new step up and step down capacity within the new units	

In addition to the direct benefits outlined above, the programme will meet the key aspirations of the Corporate and Service level strategies the recommendations of which are summarised below:

- Norfolk County Council is committed to helping people live good, independent lives. The provision of supported and accessible housing is both a desirable option for people and has many benefits over residential care
- Supported and accessible/adapted housing is an effective way of supporting people to be more independent in their own homes, providing safety, security, social interaction and care
- The provision of supported and accessible/adapted housing in Norfolk provides appropriate accommodation for those who need it and forms part of a pathway approach in reducing reliance on formal care and promoting independence

4.3 Financial benefits

The main financial benefit that will accrue to NCC is the saving made on the provision of care. Revenue savings vary according to the type of accommodation a person moves to and where they are moving from. Financial benefits derive from the lower cost of supporting people in more independent accommodation but also from the pathway that results from people moving into supported/accessible accommodation rather than unsuitable institutional accommodation because there is a lack of more suitable housing.

Those moving into enablement accommodation are likely to be younger and may require a lifetime of support. Ensuring that the right sort of accommodation is available at the right stage of life will reduce support costs in the long term and provide the best opportunity for people to attain and maintain some form of independent living.

Data from PANSI shows that if we maintain the current model over the next 10 years Norfolk will require an additional 74 units of supported accommodation. Investment in new units of enablement and recovery focused accommodation will support some of the individuals, who historically would have moved into accommodation-based services, to move into their own homes and tenancies. Investing in over 40 new units of this type of service will reduce the demand for accommodation-based support and enable NCC to support people to live more independent lives in their own homes.

The programme will also bring capital investment into Norfolk, RPs, Homes England and potentially NHS England which will generate wider economic benefits. By facilitating and encouraging diversification of the care market we are meeting one of our key responsibilities under the Care Act but also future proofing the offer for those who require care.

The financial benefits to NCC of adopting supported and accessible/adapted housing as an approach is summarised as follows:

Table 6 Financial Benefits

Client Group	No of units	Factor	Projected Saving
Accommodation for those with the most complex needs (LD, MH, PD)	64	A reduction in hours through more skilled support, cluster support that reduces needs over time – step down from institutional environments	£0.95m
Enablement and short term	75	Reduction in use of residential care combined with longer term independence, reduced escalation of need – a reduction in hours of support	£0.45m
Low level supported housing	42	Cost avoidance (moving from family home to lower cost alternative) and cost reduction (some people moving out of higher cost residential and supported housing)	£0.25m
Cost of capital		Assumes a 2.5% interest rate over 20 years, borrowed from day one of programme (this would be mitigated)	
		On £9.9m	(£2.7m)
		On £17.8m	(£5.0m)

4.3.1 Assumptions

In arriving at the financial benefits of the Housing Programme, the following assumptions were made and are summarised below:

- Care costs
- Average number of hours care required in supported and accessible/adapted housing
- Estimated mean build costs based on example specifications
- Delivery pipeline for the purposes of contribution calculation assumes contribution applications from year 1
- Contribution funds are being provided by borrowing from Public Loans and Works Board

4.3.2. Calculating the delivery profile of savings

Priorities and potential for delivery have been assessed using the following profile of development and capital contribution:

Table 7 Illustration of Capital Spend and Profile of Savings Over Three Years

Year	2021/22		2022/23		2023/24	
	Min	Max	Min	Max	Min	Max
Total units built	28		70		83	
Gross capital contribution	£2,158,042	£4,008,042	£3,358,042	£6,108,042	£4,333,042	£7,683,042
Projected Revenue Saving	£348,000		£937,000		£1,640,000	

4.3.3 Benefits to health partners

Financial benefits for health partners accrue across all housing types but particularly for those with the most complex needs. They are attributable to:

- Reduced numbers of inpatients
- Shorter lengths of stay
- Lower cost contributions to community packages

Appendix 2 – Accommodation Case Studies provides examples of how people have been supported to increase their independence and reliance on formal care through appropriate housing and support.

4.4 Financial costs

The total cost of capital contributions for 181 affordable supported and accessible/adapted units could range from £9.8m to £17.8m, excluding borrowing costs. **These figures are dependent on delivery route (private or public land) and the level of capital contribution requested, influenced by the number of units in the scheme and other funding sourced by the developer, for example Homes England.**

At a 20-year annuity loan rate of 2.5 percent the cost of capital would be:

- £9.8m would require £2.7million interest over the life of the loan
- £17.8m would require £5.0 million interest over the life of the loan

These figures are overstated as it assumes borrowing the full amount for the start of the programme. Costs would be mitigated by drawing down capital only when needed for developments within the three year programme.

As a scheme is brought forward, it will be robustly assessed for viability, both financial and site feasibility. This will include consideration of local need, location, demographics as well as other sources of funding. Each scheme will be supported by an individual business case, setting out the case and financial benefits.

Staffing costs to deliver the programme are estimated to be £108k per annum with management and expertise provided through our existing accommodation team.

Two full time equivalent Specialist Housing Programme Managers (K grade)

5. Key programme assumptions

The key programme assumptions for the business case are set out in Table 8 below:

Table 8 Programme Assumptions

Assumption impacting costs/benefits	Evidence base/source	Certainty
Demand for supported and accessible housing	Appendix 1.1 - Needs Assessment Learning Disability and Autism Strategies Expectations of people and families	Green
NCC will borrow for 20 years at an average interest rate of 2.44% plus minimum revenue provision on a straight-line basis to fund the capital subsidy because the size of the total capital programme precludes the use of cash reserves	Current NCC practice	Green
Having sufficient capital to support our developers to build the right environments	Evidence that good housing design, with inbuilt tech, can reduce care and support costs as people can be more independent	Green
Being able to attract high quality providers to deliver care and support	Contractual frameworks in place for mental health, learning disabilities and transforming care	Amber

6. Solution design

6.1 Delivery model

Various market delivery solutions have been attempted over the years with limited success, evidenced by Norfolk remaining an outlier for independent accommodation for working age adults with support needs.

The high specifications of the accommodation required, and the bespoke nature of the adaptations require direct intervention from NCC in order to achieve the specialist accommodation needed over the next three years.

Success in the model of subsidising Extra Care Housing (ECH) developments is proposed to be adopted for the development of supported and accessible/adapted housing. Combining this approach with the recruitment of a dedicated development team and work with Procurement colleagues to stimulate the market for both development and care and support will yield the required acceleration of appropriate housing.

A Programme Position statement is contained at **Appendix 1.6**.

7. Governance, Timeline and Key Milestones

Agreement of the overall Business Case and Development Programme is proposed through:

- The NCC Learning Disability, Mental Health and Autism Steering Group
- ASC Department Leadership Team (DLT) (31 Jan 2021)
- NCC Cabinet (March 2021).

Following scrutiny and approval a business process will be implemented that will facilitate consideration of each individual development through:

- New Development Group– comprising ASC, Finance, CPT, Procurement and Strategic Housing Authority representatives

Each individual business case will consider the legal and financial implications and it will be Assessed and approved by the Accommodation Board

- If contribution is up to £0.5m it will be approved by the Accommodation Board
- If contribution under £1m required then will be agreed by Executive Director
- If contribution over £1m required it will go to Cabinet

Ongoing scrutiny and oversight will be provided through ASC Directorate Leadership team.

8. Key risks and issues

Name and Description	Mitigation
Risk: The quantum of supported and accessible/adapted housing required is not developed.	Continue engagement with public sector partners to ensure supported and accessible/adapted housing is captured in planning and housing strategies. Engage with the market to support them in finding and bringing forward their own sites.
Risk: Target number of units of supported and accessible/adapted housing have not been occupied.	Actively market new developments at target market as soon as approval is given. Work with social workers so that they understand the new product offer and can engage meaningfully with potential residents. Continue co-production to better understand demand; work with developers – providers to define the best product offer (including advisory and other support services to help clients make decisions and move).
Risk: NCC does not have capacity to deliver a change programme to social care service delivery.	Align change programme to housing programme and engage resource to deliver
Risk: The assumptions underlying the financial benefits of supported and accessible/adapted housing are not valid.	Financial benefits to be monitored and reviewed as new schemes become live. Review the assumptions and any other new information which may be available (research from providers, academic studies, etc) for inclusion in business cases for new developments. Consider the future viability of the pipeline and suspend future schemes if they become unviable.
Risk: There is a shift in government policy regarding benefits that has a negative impact on the affordability of supported and accessible/adapted housing either to NCC or to residents.	To be tolerated and monitored. Consider the future viability of the pipeline and suspend future schemes if they become unviable.

Risk: Increase in build costs require NCC to increase the capital subsidy on each unit.	To be transferred to the developer by capping the contribution subsidy for each scheme based on the developer proposals at point of decision making.
Risk: That the programme delivery team is delayed due to recruitment process	Recruitment processes prioritised

9. Engagement and communication

The business case has been developed in collaboration with NCC, Strategic Housing Authorities and RP advice. An Accommodation Board has been agreed that will oversee and monitor developments and ensure strategic relevance and value for money. This group will include key NCC expertise; CPT, Finance and Procurement in addition to ASC Commissioners and Operational Staff. Three Strategic Housing Authorities have agreed to be part of the group and it is proposed to engage an RP to ensure inclusive and informed oversight of the programme.

On agreement of the Programme a full communications strategy and Position Statement will be produced.

9.1 Procurement and Market Development

One of the barriers to development of supported and accessible/adapted accommodation in Norfolk is the very small number of RPs/developers who have the expertise to undertake the significant project/architectural work 'required to develop specialist accommodation. A procurement exercise undertaken in June 2020 yielded only one RP who was willing to work with NCC to develop a property. Reasons for not working with NCC on this project were given as lack of time and resources.

A revised Prior Information Notice (PIN) was issued in December 2020 to widen the geographical scope of RPs on the list. This will raise the profile of Norfolk's strategic intent to accelerate the development of supported accommodation. A Position Statement that can set out NCC's financial approach to development will support the generation of interest.

Discussions and presentations have been made to the Norfolk Planners Network with further discussions planned. Planners have been supportive of the approach and a base document, outlining development intentions, has been presented to them. Discussions on how best to utilise the planning framework to support developments are due to continue in 2021.

NCC already has a support framework for care and support providers and work is ongoing to upskill the providers on this framework and encourage more expertise into Norfolk.

10. Equality and diversity

An Equality Impact Assessment has been produced and is attached at **Appendix 1.7**. This document will be reviewed and updated throughout the Programme.

11. Supporting documentation

- Appendix 1.1 - Strategy and Care Model
- Appendix 1.2 - Needs Analysis

- Appendix 1.3 - Locations
- Appendix 1.4 - Accommodation Specifications
- Appendix 1.4a - Accommodation Specifications Development (Easy read)
- Appendix 1.4b - Summary of Co-production Responses
- Appendix 1.4c - Consultation Feedback
- Appendix 1.5 - Financial Benefits
- Appendix 1.6 - Programme Position Statement
- Appendix 1.7 - Equality Impact Assessment
- Appendix 2 - Accommodation Cases Studies

ⁱⁱ MENCAP, (2012) Housing for People with LD

ⁱⁱ National Development Team for Inclusion, (2012). Supported Living – Making the Move

ⁱⁱⁱ [ld-nat-imp-plan-oct15.pdf \(england.nhs.uk\)](#)

^{iv} Government Office for Science, (2016). Future of an Aging Population

^v Norfolk 2019/20 SALT Return

^{vi} [DOH, \(2001\). Valuing People A New Strategy for Learning Disability for the 21st Century](#)

^{vii} [DOH, \(2010\). Valuing People Now – Summary Report](#)

^{viii} Mencap and Housing LIN, (2018). Funding Supported Housing for All – Specialised Supported Housing for People with a Learning Disability

Strategy and Care Model

Mental health, learning disabilities
and autism

Context

What our local strategies say

My Life, My Ambition, My Future (Learning Disability Strategy)

- More people have the right place to live
- Young People will have accommodation included within their transition plans
- Services will offer opportunities to develop skills and live as independently as possible
- People want a choice of where they live and who they live with

“Every effort will be taken to prevent people going into a hospital or long-term residential placement, unless it is to enable the recovery and protection of needs associated with health and wellbeing”

My Autism, Our Lives, Our Norfolk (Norfolk’s all age autism strategy)

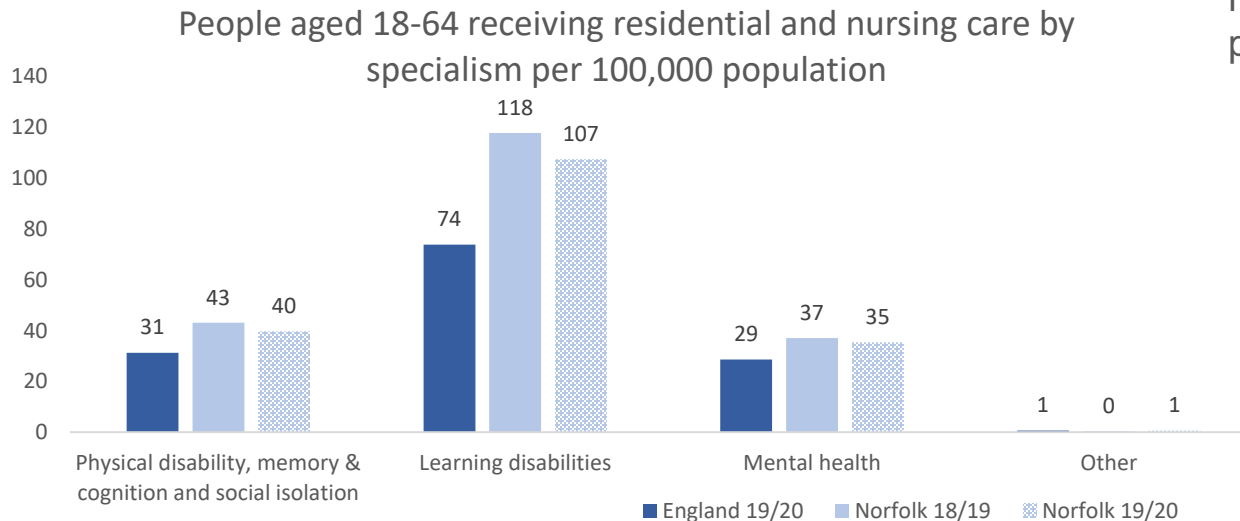
“Autistic people and their families/carers have spoken about the difficulties finding the right accommodation to meet their needs, which also enables them to live independently. They want to live free from fear”

“There is limited accommodation specifically designed for autistic people in Norfolk, although some plans are in place to develop accommodation options for people with learning disabilities and autism, more specialist accommodation is required for those people with multiple, complex needs”

How Norfolk compares

Learning Disabilities and Autism

- 16 people in Clinical Commissioning Group (CCG) funded and 21 in NHS England funded hospital placements
- 1429 people with Learning Disabilities receiving care and support via residential care and supported living
- Rate of use of residential care for 18-64 year olds is 46% higher than the national average (107 per 100,000 population in Norfolk, compared with 74 nationally)



Mental Health (Fingertips Data)

- The prevalence of serious mental illness has been higher than the national average in parts of Norfolk (Norwich and Great Yarmouth – 2018/19)
- Great Yarmouth has the highest figure per 100,000 population for people engaged with mental health support (Care Programme Approach – 2019/20)
- Recent statistics shows female suicide in Norwich rank 3rd of the 150 district authorities listed in England
- Rate of use of residential care for 18-64 year olds is 24% higher than the national average (35 per 100,000 population in Norfolk, compared with 29 nationally)

Our challenges

01

Delayed discharges from specialist inpatient services for people with the most complex needs

02

A need to reduce the number of people with learning disabilities in hospital

03

The number of people in secure settings, who need community placements in the next 3 years

04

The number of people with learning disabilities living with older family carers

05

Lack of capacity in the market to support complex needs, behaviours of concern and risk

06

Higher numbers of people living in residential care than our comparator areas

07

Insufficient short-term progression focused services for people with learning disabilities

08

No clear and distinctive offer for young people, to explore and identify their long-term needs

09

Lack of clarity about the role of residential - when is it the service that can best meet needs?

10

Population growth meaning increased demand on existing provision

Why develop new supported living schemes?

Why A Development Plan for Supported Housing?

Benefits to people

- An environment that promotes progression and recovery. Where the focus is on independence
- People tell us that they want more choice of where they live and who they live with
- Increased security through rights associated with a tenancy (rather than being subject to 28 days notice in a care home)
- Increased financial security and independence via access to welfare benefits and employment
- Wider social networks, including peer support
- Being able to return home after an admission
- Using the right service at the right time
 - When supported housing is most appropriate
 - When residential care can best meet needs
 - Making good use of Shared Lives placements

Benefits to commissioning organisations

- Tenancy rights mean fewer placement breakdowns
- Evidence of shorter hospital admissions
- More flexible funding arrangements with providers
- Access to additional funding streams,
 - Accommodation costs funded by housing benefit
 - Access to Homes England and NHSE transforming care capital

Financial Case for Supported Housing

- Norfolk's own modelling of **short-term progression / enablement** services shows:
 - A cost saving when people move in to the service
 - Ongoing reduced costs following move-on from the service
 - Cost savings increasing over time, as it is a 2 year move on model
- We know that clustered support for people with **complex needs** reduces cost over standalone units.
- There is national evidence that support needs reduce in supported housing more often, more quickly. This means costs in supported housing reduce over time, as support needs reduce
- When someone has their own tenancy national evidence is of fewer and shorter admissions to hospital, reducing cost to the NHS
- When someone has their own tenancy they are more likely to return home (cannot be given 28 days notice, as in a care home)

Our three year plan

Why A Three Year Plan?

Three Year Plan

Our need and demand for more supported living is mainly driven by two factors:

- Forecast growth in those with eligible needs over the next 10 years
- A plan to reduce the use of residential care, to more closely align Norfolk to the level of use in other local authorities.

This three-year plan focuses on putting in place priority developments that will address the most pressing system challenges, particularly:

- Reducing the number of people in hospital
- Reducing delayed discharges
- Responding to the number of people living with aging carers
- Providing a distinctive offer that enables people to live as independently as possible

Beyond the Three Year Plan

Whilst the three-year plan addresses the immediate needs there will be further piece work to develop our long-term vision and plan for supported living.

This long-term plan will take a population needs approach and set out our vision and anticipated requirements over a longer period.

More Homes for People with Complex Needs

Transforming Care

Services providing intensive and skilled support for people discharged from specialist inpatient settings, or who are at risk of admission.

- To include new short-term accommodation to respond to crisis.
- Explore more personalised models of contracting
- Bespoke building design and environment
- Ensuring competency and skill base of provider
- Close working relationship with specialist community learning disability teams

Mental Health

To develop new services that will reduce delayed discharge and prevent future admissions from both local and secure inpatient settings.

- New services for people with severe enduring mental health and histories of homelessness and placement breakdown.
- New provision for young people aged 16+ with mental health problems. Small schemes providing accommodation for up to 2 years and support to move on
- New schemes focused on preventing admission and support to step down.

Progression and recovery proposals

Learning disabilities and autism

To deliver an “enablement” service in each locality and an additional service focused on needs of young people (16+) service in the Norwich area.

This will provide between **40 and 50 new units** of accommodation.

- 3 schemes already in place
- 2 new schemes 21/22 (locations identified)
- 1 new service in 22/23

Mental health

Work with health commissioners, community and specialist providers to commission a full progression pathway, from hospital step down and admission avoidance through to support in own independent tenancy

To put this in place in South Norfolk, Norwich, Great Yarmouth and Kings Lynn

In addition there will be a need for specialist supported living services for people who need to step down from forensic setting

Long Term Needs

Supported Housing

Mental health, learning disability, autism and physical disability commissioners will work together to create a new 'mixed community' model of supported housing.

This will focus on meeting longer term needs.

Peer support and use of digital technologies will be built into the model.

Ambition is to **create 40 new units** of supported housing over three years.

Other Services

We will increase our Shared Lives service to offer more placements to people with a learning disability and to expand the offer for people with mental health needs and autism.

There will be a particular focus on a distinctive offer for young people moving out of home for the first time.

We will also work with Housing with Care and Extra Care services to support and promote the use to meet the needs of people with learning disabilities, autism and mental health problems, both aged above and below 55.

Overview of plan

Type	Anticipated Units
Complex Needs	64
Short Term Recovery and Enablement	75
Longer Term Support	42

Our Service Model

Complex Needs Model

Care and Support

This service is for people with complex needs who require intensive care and support from a 24-hour on-site staff team.

Tenants will have access to core hours delivered by the on-site staff team and may have additional one to one, or at times two to one support, to meet their needs

- CQC registered to meet personal care needs
- Skilled in supporting mental health needs and behaviours of concern
- Service focuses on progression, recovery and maximizing independence
- Core staff team enables a flexible response as needs fluctuate and change

Accommodation

These will be specially designed, high specification accommodation:

- No more than 4 homes in each service
- The service could be a single site or as cluster across a small area
- All homes will offer self contained accommodation
- There will be good access to outside space
- The homes will be large, significantly larger than minimum standards
- Multi disciplinary team input into the design, for some services this will mean design features bespoke to an individual needs
- Some units will need to meet national standards for people with physical disabilities

Progression and recovery model

Care and Support

This service supports progression, recovery and enablement, with the ambition of supporting people to identify the type of support and accommodation they need in the longer term. Often people will move into this service after a stay in hospital, from home or after a period of residential care.

- Short term support, typically no more than 24 months
- 24-hour on-site staff team, tenants can access core support and may have additional one to one hours
- Provider should be registered to provide personal care, where this is required
- A focus on supporting with and exploring what technology will maximise independence
- The care and support provider may 'follow' the tenant into independent accommodation to offer floating support

Accommodation

These homes will provide flexible accommodation that is designed to prepare people to move into general needs housing

- Assistive technology embedded in the design and delivery of the service
- Typically no more than 12 homes in a scheme. Some schemes for specialist needs will be smaller.
- Services need to be close to community services such as shops, activities and health services
- Services will include communal space to support group activities and develop peer support
- Staff accommodation needs to be provided on site
- Preference is for self contained accommodation.
- Some units will need to meet national standards for people with physical disabilities

Long Term Model

Care and Support

A 'mixed community' model of supported housing, with a focus on meeting longer term care and support needs.

Often people will move into this model from residential care or move in from enablement and recovery housing if this model is best able to meet their needs

- CQC registered for personal care
- Tenants have access to on site core hours, with option of additional one to one support
- There will be a focus on the use of digital and assistive technologies to maximise independence

Accommodation

Homes will be provided in small blocks or closely connected clusters of accommodation that have been designed to meet a wide range of needs

- These services will be a range of different locations to reflect needs. They will usually have good access to community services
- Blocks will not usually more than 8 to 12 units
- All new homes will be in self-contained accommodation
- The homes will often be included in larger housing developments
- Some homes will need to be built to the standards required for people with physical disabilities
- Some schemes will require staff accommodation on site

Other things we are doing

Partnerships

- Working with the district councils to end mental health discharges to homelessness
- Ensure there is access to independent housing for move on when people no longer need accommodation based support

Supporting our providers

- Rolling out access to free Positive Behaviour Support (PBS) training
- Start date of training delayed until mid 2021, as providers unable to engage whilst responding to covid.
- Exploring further pilots to support implementation of PBS

Reviewing Existing

- Whole service reviews in all our existing learning disability supported housing services underway
- Reviews of all our learning disability residential services starting

Co-production

- Questionnaire about housing aspirations co-produced with family voice and shared widely
- Appreciative inquiry workshops
- Partnership Board engagement

Improving Processes

- New process for more effective management of voids
- New process to review and support new supported living services
- More scrutiny of voids and vacancies

Joint Commissioning

- Commitment to develop a joint commissioning framework and plan for Young People

Appendix 1.2: Need and Demand for Housing

Overview

Our need and demand for more supported housing is mainly driven by two factors:

- Forecast growth in those with eligible needs over the next 10 years
- A plan to reduce the use of residential care, to more closely align Norfolk to the level of use in other local authorities

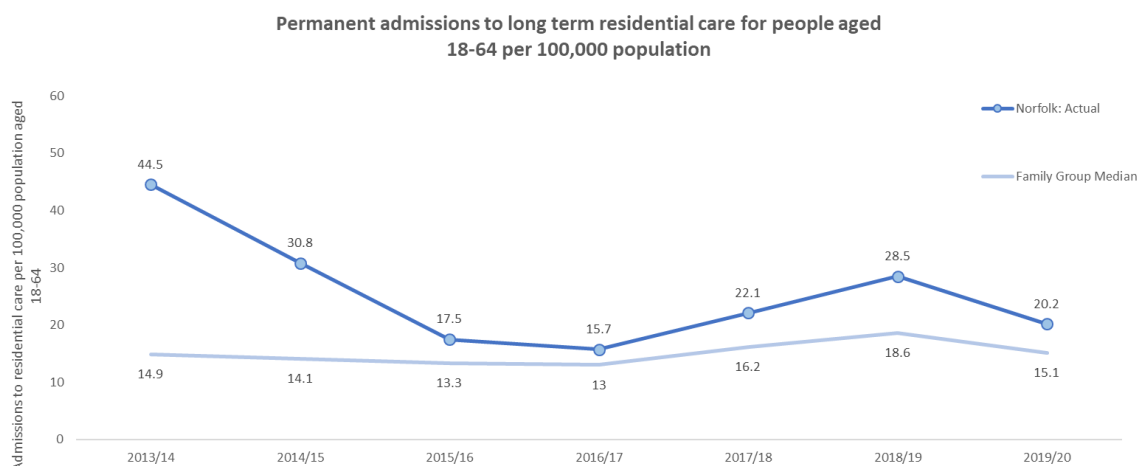
Over the next 10 years data from Project Adult Data Needs and Service Information (PANSI) tells us that without changing any models Norfolk will need 50 more units of supported living for people with learning disabilities, over 80 for people with physical disabilities and nine for people with mental health needs.

To reach the national average use of residential care, Norfolk would need to reduce the 940 residential placements used by people with learning disabilities, mental health problems and physical disabilities of working age by over 250. To move in this direction means there is a need for alternative types of service, including long term supported living and supported living services that provide short term intensive support to prepare individuals to move from residential care to their own independent accommodation.

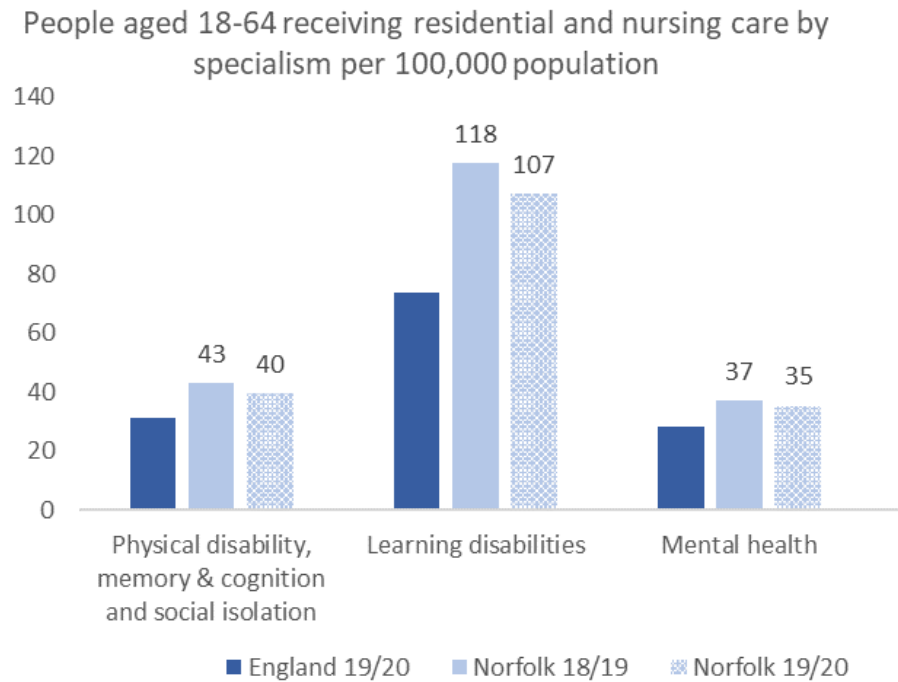
Our Pattern of Service Use

When compared with other local authorities, Norfolk makes very high use of residential care for people with learning disabilities, mental health problems and physical disabilities.

Historically we have admitted more people of working age to long term residential care than our comparator authorities. Whilst the gap has narrowed, we are still making more new admissions than our comparators:



This historic and continued pattern means that Norfolk makes more use of residential care than comparator and, and as the current rate of admission remains higher this difference becomes greater. This difference is particularly marked for people with a learning disability, where in 19/20 Norfolk had 46% more people with a learning disability per 100,000 in a residential placement. The figures for mental health were 24% higher and for physical disabilities 27%



When these differences per 100,000 are applied to our population, it suggests that when we compare figures of people of working age to the National average Norfolk has:

- 173 more people with learning disabilities in residential care
- 43 more people with physical disabilities in residential care
- 36 more people with mental health problems in residential care

It is not realistic to reduce the use of residential care in Norfolk to the national average in a short period of time. There is a need to work with both the existing residential market and new supported living provision to deliver the range of provision needed. This will need both strategic capital investment and the development of new residential models. The following table shows the change in residential use needed to achieve national average performance and includes a more realistic 10% target, to be set over a period of 5 to 10 years.

Residential Service Type	Current Usage	Reduction to Reach National Average	10% Target
Learning Disabilities	552	173	71
Physical Disabilities	207	43	18
Mental Health	182	36	27
Total	941	251	116

Delayed Discharges

Learning Disabilities

The national Transforming Care programme challenges all areas to reduce the number of people with Learning Disabilities and / or autism in specialist hospital placements and reduce the rate of future admissions.

Norfolk has had some success in reducing numbers in CCG funded hospital placements from over 30 to the current figure of under 20. However, we remain over our nationally set target as there are a number of people in hospital requiring bespoke designed specialist housing and support.

Norfolk also has a disproportionately high number of people with learning disabilities and autism in secure hospital placements, a number of whom who will be ready for discharge in the next three years. Norfolk is again over the target number set by NHSE.

Across the two categories of hospital placements there are almost 40 people in hospital against a national target of 24 by 23/24. Based on current placements that is the discharge of 16. However, the actual figure of discharges this will represent will be significantly greater. We anticipate 1.5 admissions per month. Whilst most will return a home, a proportion will not be able to and will require a more specialist placement.

In addition to those in hospital there are also individuals who are at risk of admission. A small proportion of these are in placements that are no longer able to meet needs, and to prevent further escalation and hospital placement a new bespoke placement is required. The numbers in the table are an estimate of those likely to be in this situation based on previous experience.

The table shows how this will generate demand for around 40 places capable of meeting the most complex needs.

Year	Existing Patient Discharges	New Admissions Requiring Discharge to New Placement	Placement Breakdown	Total New Placements Required
2021/22	7	5	4	16
2022/23	3	5	4	12
2023/24	3	5	4	12
Total	13	15	12	40

Voids in Existing Shared Accommodation

Much of our existing supported living for people with learning disabilities in shared accommodation. Whilst well designed shared accommodation does have a role in our supported living pathway, there is limited demand for the smaller, poorly located shared services. Some of the new development will be to replace existing capacity for which there is limited demand because it is unable to meet needs.

Alongside the the new development programme we are working with people and families to review our existing supported accommodation. As a result of the process, a number of people have already been able to move to new services better able to meet their needs. The new development programme will enable this continue and support more people to move and lead to the closure of a number of services where there is limited design, or they are unable to meet needs.

Whilst this programme of work is underway, we do anticipate the new capacity could replace up to **30 existing units**.

Changing Population Profile

There is forecast to be an increase in the prevalence of adults with learning disabilities, mental health problems and physical disabilities over the next 10-15 years in line with the general population. PANSI is able to provide us with forecasts over the next 10 years.

Learning Disability

There is forecast to be an increase in the prevalence of adults with learning disabilities over the next 10-15 years in line with the general population. PANSI is able to provide us with forecasts over the next 10 years.

Overall there will be an increase of **359** people with a learning disability in Norfolk, of whom:

- a further **48** will have a moderate or severe learning disability and live at home with parents
- 26 will have a moderate or severe learning disability and be aged over 35 and therefore living with aging carers
- 35 more will have a severe learning disability, needing high levels of care and support

18 to 64 figures	2020	2030	% Change 2030	Actual Change
All People with a learning disability	12,595	12,954	3%	359
People with severe learning disability	752	787	5%	35
People with a severe or moderate learning disability	2,861	2,964	4%	103
People with moderate or severe learning disability living with families	1,022	1,070	5%	48

We can look at this population data to forecast future need for accommodation-based services in two ways.

- Based on our existing use of residential and supported living, 4% growth in the number of people with a moderate or severe learning disability would generate demand for an additional 48 units of accommodation over the next 10 years
- 53% of those supported by adult social care currently live in residential care or supported living. If we apply 53% to an increase of 103 people with a severe or moderate learning disability, there will be a need for 54 additional units

Even without addressing local over-reliance on residential care, we anticipate that population growth alone indicates a need for **around 50 more units**.

Mental Health Problems

PANSI illustrates between 2 and 3% growth in mental health disorders over the next 10 years. This includes a further 91 people with a psychotic disorder in 2030, which is important to highlight as it represents a significant proportion of people in our existing supported accommodation.

18 to 64 figures	2020	2030	% Change 2030	Actual Change
People aged 18-64 predicted to have a borderline personality disorder	12,460	12,770	2%	310
People aged 18-64 predicted to have an antisocial personality disorder	17,288	17,719	2%	431

People aged 18-64 predicted to have psychotic disorder	3,627	3,718	3%	91
People aged 18-64 predicted to have two or more psychiatric disorders	37,324	38,253	2%	929

3% growth on the existing number of people in residential and supported housing would be **nine more units**.

To shift our over reliance on residential care described above, we anticipate most of this new demand will be for supported living.

Physical Disabilities

PANSI forecasts significant growth in the number of people with physical disabilities, likely to have eligible social care needs. For people aged 18-64 this includes:

- 117 additional people likely to have a disability that means that they need daily assistance with personal care (2%)
- A further 351 people will have a disability that means that they have difficulty in managing their own personal care
- There will be eight more people with a serious visual impairment and 178 more people with severe hearing loss

Of the people with physical disabilities supported by adult social care, around 13% are currently supported to live in residential care or supported living. Population growth of 654 people aged 18-64 with complex physical disabilities indicates a need for an additional **84 units**.

Appendix 1.3: Locations (Heatmap of Demand)

Type	Anticipated Units	Priority Areas
Complex Needs <ul style="list-style-type: none"> • Mental Health • Learning Disabilities • Physical Disabilities 	64	Norwich West Norfolk Great Yarmouth South Norfolk Small number of bespoke locations
Short term enablement, progression and recovery	75	Norwich South Norfolk West Norfolk Great Yarmouth
Longer Term Support	42	Countywide demand
Forensic and step down from secure	In development	Countywide demand

Appendix 1.4 – Accommodation specifications

<p>Guide Supported and specialist accommodation- LOGO??</p> <p>This quick reference guide is intended to cover off the key aspects of Norfolk County Council's requirements for Enablement/ complex needs/low level support type accommodation. It is intended to be read in conjunction with and complement the position statement</p> <p><i>Whilst the principles set out in the service model will apply to all people with a learning disability and/or autism who display behaviour that challenges, this is an extremely diverse group of people and their housing needs will be similarly diverse. There is no one answer for any person and decisions about housing provision should always be based on individual need.</i></p>		<p>Short Term – (May be younger people, will require communal spaces, have access to local facilities. Staff likely to be onsite; core and cluster model or staff in accommodation</p>	<p>Complex / Bespoke needs – smaller no of units, staff on site. Location may need to be self-contained and tranquil location. High and bespoke specification of building/internal aspects</p>	<p>Long Term – Multiple units, may be part of wider development. Likely to be floating/visiting support. Requires good access to local facilities/community facilities</p>	<p>PD Differencesⁱ Single units as part of a wider housing development or multiple units on a supported scheme</p>	<p>Desirable Additions</p>
Site criteria	Size of site	variable	variable	variable	N/A	
	Location essentials e.g. walking distance to shops	<1 km using safe access route	Bespoke	<2km using safe access route	Close proximity to transport links.	
	Min no of units s/c	8 (4 for specialist)	2	6	Single to 6	
	Max no of units s/c and shared	12	LD 4 Others 8	16	N/A	
	Community space	Yes	Bespoke	Variable, not essential	Variable, not essential	
	Shared kitchens	Yes	No	No	No	
	Staff area	Yes	Yes	Variable	Mostly not	
	Accessibility standard (e..g M	M4 min	M4 3(a/b)	M4 min	M4 3 (b)	

Appendix 1.4 – Accommodation specifications

Building criteria - Individuals	Unit Size	Min 54m ²	Bespoke min 54m ² may be larger	Min 54m ²	Min 62m ² for single room unit	PD - Suitable lift or platform if dwelling is above ground floor or over more than 1 floor
	Bedroom Size	8-10 m2	Bespoke	8-10m2	Min 13.5m ²	
	Ventilation		Bespoke			
	Bathrooms accessibility	Wet room (5.4m ²) Or Bath and shower (7m ²)	Bespoke	Wet room (5.4m ²) Or Bath and shower (7m ²)	Wet room fully accessible	
	Communal Space	Yes – size depending on scale of development	Bespoke	No	Possibly additional depending on scheme size	
	Utilities and metering	Individual	Individual	Individual	Individual	
	Communal Kitchens	Yes – training kitchen	No	No	No	
	Windows	Adequate light and ventilation	Bespoke	Adequate light and ventilation	Window position to meet technical guidance for wheelchair users. Remote opening	
	Ventilation					
	Lighting	Natural lighting all rooms Pendant or batten	Bespoke Recessed Sensory	Natural lighting all rooms Pendant or batten	Natural lighting. Bespoke for visual impairment	

Appendix 1.4 – Accommodation specifications

Building Criteria - staff and shared space	Staff Sleep in Accommodation	Yes, separate room and facilities for staff staying on site required.	Yes, separate room and facilities for staff staying on site required.	Variable	Separate room and facilities required if staff stay on site	
	Office Facilities	Yes Includes safe and sufficient storage Secure storage of medication that can be accessed without disturbing sleep in staff		Variable	Only in schemes with staff on site	
	Staff		Safe space may be required			
	Parking	Yes, depending on scale			Yes, with level access and lighting to entrance	
Demand	How many	Waiting list? Do we have one? Could we develop one?				
	Where					
Care	Staff on site?	Yes	Yes	Variable. In some schemes.	Variable. In some schemes.	
	On Framework (relevant?)					
Technology	Cat5e				?	
	Video entry	Yes	Yes	Yes	Yes	
	Alarm			Yes?	Yes	
	Broadband	Yes	Yes	Yes	Yes	
	Assistive Tech				Yes	
	Phone lines	Individual	Individual	Individual	Individual	

Appendix 1.4 – Accommodation specifications

Tenancy	Affordable Rents (no top ups)	Yes	Yes	Yes	Yes	
	Type of tenancy	Assured tenancy or assured shorthold tenancy – min 1 year preferably 3 years				3 year tenancy
	Minimum lease (if landlord is not owner)	Min 3 years	Min 3 years	Min 3 years	Min 3 years	10 years
Safety and Security	Fire Alarms	Yes	Yes	Yes	Yes	
	Service Access	In accordance with M4 guidance				
	Internal / External video surveillance	Depends on location	Yes	Depends on location	Don't know	Passive surveillance for tenants (of visitors)
	Is natural surveillance designed in?				No unlit hidden areas in ground	
	Locks	Each unit to have lockable entrance doors, openable from inside without a key Staff access via 'master' key Consider use of technology	Bespoke	Each unit to have lockable entrance doors, openable from inside without a key Staff access via 'master' key Consider use of technology	Each unit to have lockable entrance doors, openable from inside without a key. Use Assistive Technology inside living area for doors.	
Community	Facilities Distance to: GP Library Hospital	Walking distance Or good access to public transport to support access	Bespoke	Walking distance Or good access to public transport to support access	Potential for dropped curbs and crossing points on	

Appendix 1.4 – Accommodation specifications

					access routes to local amenities	
	Does the location facilitate sustainable transport?					
	Does the development add to the local community (green space, facilities etc)					
Inclusion	Provides good quality internal and external environments for users, promoting health and well-being					
	Relates positively to the private, shared and public spaces around them, contributing to social interaction and inclusion					
	Resolve the details of operation and servicing so that they are unobtrusive and well-integrated into their neighbourhoods.					
	Uses local resources such as schools, nurseries, community facilities, parks, other open spaces, health, and religious or cultural facilities in layouts to promote social interaction and integration and help combat loneliness.					
Sensory	Specific sensory space	Bespoke	Bespoke	No	Bespoke	
	other specifics					
Sustainability	Passive house technology					
	Management of flood risk and drainage technologies					
	Well designed space:					

Appendix 1.4 – Accommodation specifications

	Planting Structure Water Access					
	Does it follow energy hierarchy? ⁱⁱ					
Fixtures and Fittings	Decorative Standards	All areas to be maintained in good condition, including shared spaces	Choice for individual? May be a high demand environment and rapid turnaround of repairs essential. Response targets set	All areas to be maintained in good condition, including shared spaces Individual able to make choices	All areas to be maintained in good condition, including shared spaces Individual able to make choices	
	Kitchens	Fully equipped Mechanical ventilation	Bespoke	Fully equipped Mechanical ventilation	Layout and equipment positioning to wheelchair housing design standards	
	Fixtures included	White goods, furniture Furnishings in shared areas	Bespoke May be a high demand environment and rapid repair required.	White goods (inc laundry) Furnishings in shared areas	White goods	
	Fittings	Safe storage of medication	Safe storage of medication	Safe storage of medication	Safe storage of medication and equipment	

Appendix 1.4 – Accommodation specifications

Support	Choice of provider					
Garden and Outside	Access to private outside space					
	Access to communal outside space	Yes, to be well maintained by the landlord to a maintenance plan to encourage access	Yes, self contained and secure. There may be bespoke requirements	Yes, to be well maintained by the landlord to a maintenance plan to encourage access	Yes, to accessible space, to be well maintained by the landlord	
	Lighting	All outside space adequately lit for safety and security	Bespoke, may include some sensory requirements	All outside space adequately lit for safety and security	All outside space adequately lit for safety and security	
Rent	Affordable rents, to be met by local housing allowance					

ⁱ Refer to 'Wheelchair Housing Design Guide Third Edition' Habinteg/RIBA for detailed technical design guidance on accessible housing for wheelchair users

ⁱⁱ Well-designed places and buildings follow the energy hierarchy, starting with: ■ reducing the need for energy; ■ energy efficiency; ■ maximising the potential for energy supply from decentralised, low carbon and renewable energy sources, including community-led initiatives; and then ■ efficiently using fossil fuels from clean technologies.

Appendix 1.5 – Care Pathways and Financial Benefits

1. Introduction

Norfolk County Council has a historic and continued pattern of placements for people with learning disability, mental ill health and physical disability which means that Norfolk makes more use of residential care than comparator authorities, and as the current rate of admission remains higher this difference becomes greater. This difference is particularly marked for people with a learning disability, where in 19/20 Norfolk had 46% more people with a learning disability per 100,000 in a residential placement. The figures for mental health were 24% higher and for physical disabilities 27% (figures from the 2019/20 Short and Long Term Support return)

The data indicates that many people enter residential care unnecessarily, and a significant factor in these admissions is the lack of suitable supported and accessible/adapted housing which would enable them to maintain their independence in their local communities.

Savings will accrue to NCC through the provision of appropriate supported accommodation through three main mechanisms:

1. Lower support and care costs because the person is living in an environment that supports them to increase and maintain that independence
2. In supported housing the rental element will be, predominantly, funded through Housing Benefit. Where a person is not eligible for Housing Benefit they are liable for rental costs
3. Lifetime costs: a pathway that results from people moving into supported/accessible accommodation rather than unsuitable institutional accommodation because there is a lack of more suitable housing

2. NCC's priority areas for development

Commissioners have identified the following types of developments as being a priority:

- a. **Accommodation for those with Complex Needs**
- b. **Progression, Enablement and Recovery Services**
- c. **Long Term Housing for People with Support Needs**

Analysis of the care and support costs that people require in these types of accommodation combined with analysis of existing or alternative accommodation options provide the basis on which potential benefits are calculated.

Examples of each scenario are given below together with the assumptions made.

2.1 Accommodation for those with complex needs

The national Transforming Care programme challenges all areas to reduce the number of people with Learning Disabilities and / or autism in specialist hospital placements and reduce the rate of future admissions.

Norfolk has had some success in reducing numbers in Clinical Commissioning Group (CCG) funded hospital placements from over 30 to the current figure of under 20. However, Norfolk and Waveney remains over the nationally set target as there are a number of people in hospital requiring bespoke designed specialist housing and support.

Norfolk also has a disproportionately high number of people with learning disabilities and autism in secure hospital placements, a number of whom who will be ready for discharge in the next 3 years. Norfolk is again over the target number set by NHS England.

People who are moving into the community from institutional care environments have high care needs and associated care and accommodation costs. As people adapt to more enabling environments their care needs reduce and ability to live independently increase.

Costs of care have been drawn from existing placements while cost of future support from work with providers and evidence provided to NHS England on suitable care and support environments.

Funding streams for those moving from hospital environments vary according to a person's length of stay and the type of accommodation, within the community, that they move to.

In the example below:

1. Costs before hospital admission were met by NCC
2. Current costs, whilst in hospital, are met by the CCG
3. Costs of the new service will be funded 50//50 by CCG and ASC
4. Cost of people going into alternative accommodation of high level residential would joint funded between NCC and the CCG

Financial Model

This model makes assumptions about the level of support an individual will need. The assumptions are considered realistic, and are based on the level of support needed after someone has moved and settled into the service:

1. This is modelled on a complex needs service for people with learning disabilities
2. It is based on a staff team working across a cluster of four properties
3. In the initial years every tenant has access to one to one support during the day, plus additional one to one support, which can be flexed across the service
4. Day time support levels reduce to 3 staff to 4 tenants, plus additional flexible one to one hours, after 3 years.
5. There are 2 members of staff on shift each night throughout the model
6. Hourly rates are higher than in our existing supported living services
7. It compares with the cost of alternative residential care. This is cautious modelling as savings would be higher if it was assumed that some of the individuals would be supported on standalone bespoke provision.
8. The pessimistic model allows an extra 16 to 20 hours of support per person per week or an increase in hourly rate of over £3 an hour.

Overview

This table provides an overview of costs used for the modelling

Alternative cost in hospital	Alternative cost in residential	Cost of new Service Y1	Cost of New Service Y4
£960,000	£539,000	£492,000	£359,086

Modelled Costs and Saving

The following table models the potential costs and savings to the system and to NCC specifically. There is a column that shows a 20% variance, should the modelling be overly optimistic or pessimistic:

	NCC and CCG Forecast	NCC Only Forecast	NCC Pessimistic View	NCC Optimistic view
Cost of new service Y1	£492,000	£246,000	£197,000	£295,000
Cost of new service Y4	£359,000	£179,000	£143,000	£197,000
Saving Y1	£46,000	£23,000	-£27,000	£69,000
Saving Y4	£178,000	£89,000	£32,000	£129,000
Saving Over 10 Years	£1,539,000	£769,000	£207,000	£1,177,000

Complex Accommodation Summary

The model is designed to be realistic, with some caution built into the costs of alternative services against which savings are calculated.

Based on the realistic model, a typical capital investment of £500,000 (£125,000 per unit) in this type of service would be repaid by the savings within 8 years

2.2 Enablement/Short Term Accommodation

Short Term accommodation is designed to provide an environment where people can learn new skills, connect with their local community and plan how they want to live to maximise their independence in the longer term

Analysis of existing developments show significant improvements in people's ability to live independently and a reduction in care and support costs. The savings for the first people to move into new schemes have been significant, as they have often moved out of much higher cost alternative services.

The modelling included in the business case is based on the longer term use and is not based on the savings achieved through the initial tenancies offered. This offers a more cautious assessment of the likely savings.

Our financial modelling shows us:

- On average the cost of care and support for people moving into enablement will be cheaper than the care and support they would otherwise be provided
- The saving achieved whilst living in the enablement / short term scheme is called the **placement benefit**
- After a two year stay, tenants move on to their longer term accommodation. For most people this will be a more independent setting than they would have lived in if they had not experience the short term service. This is called the **discharge benefit**

2 year placement benefit (per person)	Savings per year after moving on (per person)	Long Term Savings Per Person
£4,900	£5,700	£33,400 after 5 years £61,900 after 10 years

Short Term / Enablement Summary

If the figures above are applied a scheme able to support 12 people, this could lead to average savings of £360,000 after 5 years.

However, as in the other scenarios, applying a pessimism and optimism bias of 20%, the potential savings can range dramatically. For example, for the cohort volume of 12, a five year benefit with pessimistic assumptions would achieve no savings, whereas sustained benefits over 20 years with optimistic assumptions could yield £2,750,000.

2.3 Long Term Accommodation

Financial Model

This model also makes lower assumptions about the level of support an individual will need:

1. This is modelled on our knowledge of supported housing for people with mental health needs
2. It is based on a 12 person unit, although a void rate has been built in to assume this is realistic
3. To build caution into the model the hourly rate is above our current average
4. Each person has eight hours of support per week
5. Costs are compared against alternative care costs, this is based on a real example and includes
 - a. five of the 12 being in residential
 - b. two living in alternative supported living
 - c. five living in their own home, with fewer hours than those included in these core costs

Overview

This table provides an overview of costs used for the modelling

Alternative costs	Cost of new Service Y1	Cost of New Service Y4
£272,000	£206,000	£194,220

Modelled Costs and Saving

The following table models the potential costs and savings to the system and to NCC specifically. There is a column that shows a 20% variance, should the modelling be overly optimistic. This compares year one support with Year 4 support, as there is an assumption that support will reduce over time.

	s	Pessimistic View	Optimistic view
Cost of new service Y1	£206,000	£248,000	£165,000
Cost of new service Y4	£194,000	£233,000	£155,000
Saving Y1	£60,000	£10,000	£108,000
Saving Y4	£72,000	£21,000	£119,000
Saving Over 10 Years	£703,000	£199,000	£1,181,000

Long Term Accommodation Summary

The comparator costs for this model is based on a current service, and the forecast is therefore considered to be robust.

A capital investment of £600,000 in these units (£50,000 per unit) could be repaid within nine years using the mid range forecast.

Appendix 1.6 – Programme Position Statement



Norfolk County Council

Accelerating the development of supported, adapted and specialist housing

CASSH is our programme to build resilient communities by creating adapted, specialist supported housing.

Developing housing for people with learning disabilities and/or autism, physical disability and mental ill health

Position statement

March 2021



Purpose

Norfolk County Council's (NCC) Programme to accelerate the development of supported, adapted and specialist housing is designed to provide suitable housing for working age adults with learning disabilities and/or autism, those with a physical disability or mental ill health. Appropriate housing for people, coupled with care and support, enables people to live as independently as they are able. There are a number of reasons that people need supported, adapted and accessible housing:

- Norfolk has a higher proportion of people with people with Learning Disabilities, Physical Disabilities and Mental ill health in residential care than either the east of England or nationally – indicating that there is a shortage of more independent accommodation
- People with Learning Disabilities, Physical Disabilities and MH ill health tell us they would like to live independently
- The assurance of security and easy access to care and support
- Having a care and support need



A note on terminology

In supported housing, accommodation is provided alongside support, supervision or care to help people live as independently as possible in the community. This includes:

- people with a learning disability
- people with a physical disability
- autistic people
- people with mental ill health

Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future. It is better to build accessible housing from the outset rather than make adaptations at a later stage – both in terms of cost and with regard to people being able to remain safe and independent in their homes.

Accessible and adaptable housing will provide safe and convenient approach routes into and out of the home and outside areas, suitable circulation space and suitable bathroom and kitchens within the home. Wheelchair user dwellings include additional features to meet the needs of occupants who use wheelchairs or allow for adaptations to meet such needs.

Disabilities generate a range of housing requirements that can change over time and provision of housing that can meet those requirements are crucial to ensuring those people live safe and independent lives. National guidance highlights that an aging population will see the numbers of disabled people continuing to increase.

Housing Benefit Exempt Regulations currently define “supported accommodation” as accommodation provided by a non-metropolitan county council, housing association, registered charity or voluntary organisation which also provides support or commissions somebody else to provide support on its behalf. As exempt accommodation supported, adapted and specialist housing has different levels of rent which can be paid for by benefits and differs in how housing costs under universal credit are met.

We suggest each service gets its own legal advice and/or talks to its local authority if it is unsure whether it is exempt or not.

Summary

The Accelerated Development Programme for supported, adapted and specialist housing intends to increase the pace and quantity of units being delivered across Norfolk. Led by Norfolk County Council staff, the programme will work closely with developers, providers and district/ borough/ city councils to understand any current barriers to delivery and systematically remove them.

Delivery

Norfolk County Council is exploring several delivery routes to support the growth of supported, adapted and specialist housing including a possible capital grant process for the development of affordable rent units and the use of public sector land. Details of these options will be released in the Spring.

Eligibility

Supported, adapted and specialist housing is available to people who have care and support needs. Depending on the scale, location, and stated purpose of each development, further eligibility requirements based on care and support needs will be defined by the Council for those properties for which it will have nomination rights. The eligibility requirements are necessary to ensure that developments meet the strategic needs of Norfolk County Council and Norfolk and Waveney Clinical Commissioning Group and the needs of those who would most benefit from this type of accommodation.



Supported, adapted and specialist housing works for people with learning disabilities, autism, a physical disability or mental ill health. Different care and support needs require a wide range of housing environments and Norfolk County Council is prioritising developments of the following types:

- **Complex needs** – bespoke developments of up to 4, and in some situations 8 units to accommodate people with complex care and support needs. This group includes those who are in the remit of the Transforming Care Programme
- **Short term accommodation** that provides an enabling environment for younger people with care and support needs or those leaving institutional environments who require interim accommodation in order to develop their independence skills. This accommodation may form part of larger general needs housing or be of a 'core and cluster' model
- **Long term accommodation** for people who require care and support to live in the community. Support is likely to be delivered by off site staff

Nominations

For the affordable units in the schemes supported by this programme, Norfolk County Council will retain nomination rights

Each scheme within developments will have specific specifications according to demonstrated need of proposed tenants. Landlords will need to be able to provide housing management to vulnerable groups in sympathetic and knowledgeable way.

Key features of Supported, Adapted and Specialist Housing

Supported, adapted and specialist housing covers a range of developments and is anticipated to be specific to individual clients. However, every development will comprise attractive, self-contained units that are designed to maximise an individual's independence. The units should be designed to reflect the factors within the Norfolk County Council design guidance. Each design feature ensures that homes provide the best environment to facilitate independence.



The size and location of supported, adapted and specialist schemes will be determined by the scope of each development and prospective tenants. Sites for homes for those with very complex needs will be smaller in scale and may require quieter locations with space for individual needs. Developments for those with long term needs may be part of wider schemes and have scale that supports building communities. All will require access to local facilities such as shops, GP surgeries and bus routes. Schemes will vary in scale according to need and will be specific to the client group – they could range from 4 bespoke units for those with complex needs to 6-12 units for those with longer term or enablement/short term needs.

Supported, adapted and specialist housing can include a variety of features depending on the scale, location and stated purpose of individual developments. These features could include:

Accommodation for those with complex needs:

- A maximum of four homes in each development. For some needs this could be up to 8 homes
- Individual high specification apartments
- Accommodation for staff onsite with sleep in and office space
- Private outdoor space for each apartment/individual
- Locations that are sympathetic to the potentially complex needs of this client group

Short term, enablement accommodation:

- Communal space for training activities i.e. kitchens
- Facilities for onsite staff
- Be located close to facilities such as bus routes, leisure, training and employment opportunities
- Adaptable accommodation capable of encouraging independent living for people with a range of physical and emotional support needs
- Communal outdoor areas with space for cultivation of plants and vegetable plots

Long term supported accommodation

- Larger scale developments, well integrated within wider communities
- Designed with natural surveillance and accessible to local facilities
- Individual and communal outdoor space for cultivation of plants and vegetable plots
- Space for community health services and outreach services
- Units that are capable of supporting different needs including physical adaptations
- Pet friendly environments

All developments will be at affordable rents with the potential for shared ownership or purchase where this is deemed appropriate (long term schemes). There is naturally a high degree of variability in the requirements of individual clients and innovative designs that incorporate assistive technology and facilitate digital communication are encouraged.

Demand for supported, adapted and specialist housing in Norfolk has been considered using analysis of existing accommodation and looking at population growth over the next 10 years. In addition to this there is the strategic ambition of both Norfolk County Council and health to increase the number of people that are supported in independent housing, preventing avoidable admissions into residential care

Over the next 10 years data from Project Adult Data Needs and Service Information (PANSI) tells us that without changing any models Norfolk will need 50 more units of supported living for people with learning disabilities, over 15 for people with physical disabilities and nine for people with mental health needs.

Historically we have admitted more people of working age to long term residential care than our comparator authorities. Whilst the gap has narrowed, we are still making more new admissions than our comparators.

To reach the national average use of residential care, Norfolk would need to reduce the 941 residential placements used by people of working age with learning disabilities, mental health problems and physical disabilities by 251. To move in this direction means there is a need for alternative types of service, including long term supported living and supported living services that provide short term intensive support to prepare individuals to move from residential care to their own independent accommodation.

Norfolk County Council is prioritising development of the following types of accommodation over the next three years:



Demand for Supported, adapted and specialist housing

Type	Units
Complex needs accommodation	64
Short term accommodation	75
Long term accommodation	42

Potential developers are encouraged to have early conversations with Norfolk County Council Commissioners to explore options and innovative approaches to provision.

Locations

Accommodation is required predominantly in market towns where community facilities are available however more specific locations are also required for individual clients.

An outline of areas where need has been identified is shown below.

AccommodationType	Anticipated Units	Priority Areas
Complex Needs <ul style="list-style-type: none">• Mental Health• Learning Disabilities• Physical Disabilities	64	Norwich West Norfolk Great Yarmouth South Norfolk Small number of bespoke locations
Short term enablement, progression and recovery	75	Norwich South Norfolk West Norfolk Great Yarmouth
Longer Term Support	42	Countywide demand
Forensic and step down from secure	In development	Countywide demand

Care and Support Service Provision and Costs



Care and support provision will vary with each development according to the needs of the individuals. However, in general, the complex developments would be expected to have 24/7 care and support based on site with a mix of visiting and on-site support for both the long and short term accommodation. There are many different approaches to delivery of services depending on the scale, location and needs of the individuals.

Care and support provision in all developments will be commissioned by Norfolk County Council, with the involvement of potential tenants where possible. While Norfolk County Council is happy to discuss arrangements whereby developers and support providers have a partnership, choice of support provider will be guided by demonstration of excellent quality and value for money.

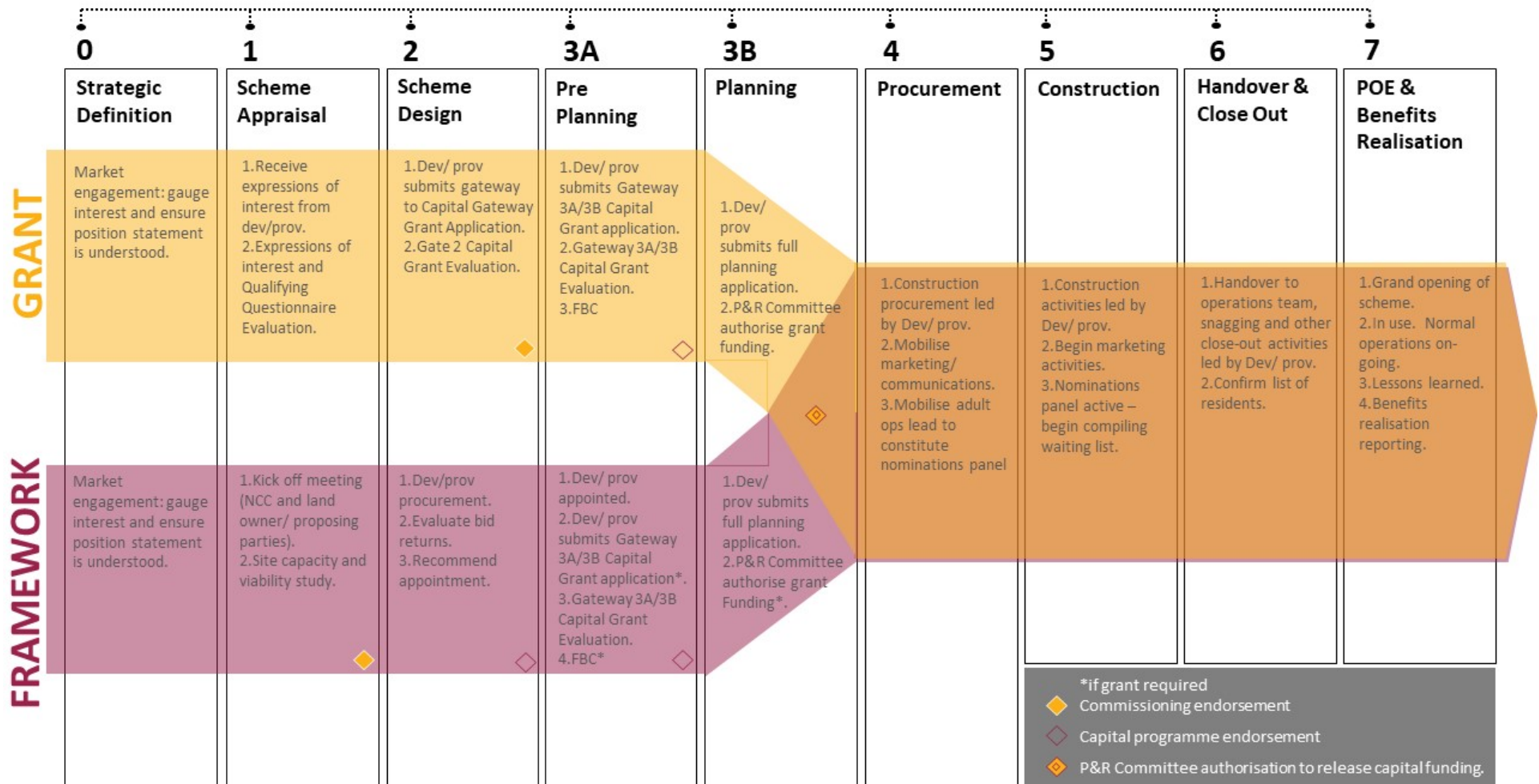
Each scheme will be expected to have strong and sympathetic housing management arrangements with a clear break down of eligible and non eligible service charges.



Gateway system

A gateway system will be used to monitor the progress of supported, adapted and specialist schemes through the development process. The gateway system provides a means of managing and planning capital resources around a measured and consistent monitoring of projects, both through the grant or public-sector land process.

GATEWAYS



Next steps

More information on the programme will be available in Spring 2021. However, we are keen to hold discussions now with developers and providers regarding any opportunities that are available.

If you would like a discussion regarding this programme, please contact the team at:

Email address to follow



Download from
Dreamstime.com
This watermark-free image is for previewing purposes only.

ID: 84553929
Evgeniy Anikeev | Dreamstime.com

Appendix 1.7 – Equality Impact Assessment



Norfolk County Council

Accelerating the Development of Supported and Accessible / Adapted Housing

Equality Assessment – Findings and Recommendations

January 2021

Craig Visser

This assessment helps you to consider the impact of service changes on people with protected characteristics. You can update this assessment at any time so that it informs ongoing service planning and commissioning.

For help or more information please contact Neil Howard, Equality & Accessibility Officer, email neil.howard@norfolk.gov.uk, Tel: 01603 224196

Contents

		Page
1.	The purpose of an equality assessment	3
2.	The legal context	3
3.	The assessment process	3
4.	The proposal	3
5.	Who is affected by this proposal	3
6.	Potential impact	3
7.	Accessibility considerations	5
8.	Recommended/mitigating actions	6
9.	Evidence used to inform this assessment	6
10.	Further information and contact details	6
	Guidance notes to help you complete this assessment	8

The purpose of an equality assessment

1. The purpose of an equality assessment is to enable decision-makers to consider the impact of a proposal on different individuals and communities prior to the decision being made. Mitigating actions can then be developed if adverse impact is identified.

The Legal context

2. Public authorities have a duty under the Equality Act 2010 to consider the implications of proposals on people with protected characteristics. The Act states that public bodies must pay due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act¹;
 - Advance equality of opportunity between people who share a relevant protected characteristic² and people who do not share it³;
 - Foster good relations between people who share a relevant protected characteristic and people who do not share it⁴.
3. The full Act is available [here](#).

The assessment process

4. This assessment comprises two phases:
 - **Phase 1** – evidence is gathered on the proposal – and the current business case has gathered this information by looking at the people who might be affected; the findings of related assessments including the benefits this business case proposes to deliver; and public consultation / feedback via our strategies.
 - **Phase 2** – the business case is analysed including any adverse impacts the proposal may have. In the whole the business case is seeking to enhance current provision of accommodation, meeting a range of commitments that ASSD are seeking to meet.
5. Phases 1 and 2 detail is provided below (under The Proposal) and have been extracted from the full business case. It is recommended that the full business case is read in conjunction with this document.

The Proposal

6. The main aim of the Accelerated Housing Programme is to expand the delivery of supported and adapted / accessible housing in Norfolk. Supported and accessible / adaptable housing, which provides an independent living option for people with care needs, is identified as an effective way of supporting people in their local communities.

Norfolk County Council (NCC) is committed to supporting people to be as independent as possible during their lives. Supporting vulnerable people, including helping people earlier before their problems get too serious, is an NCC corporate priority. Supporting people to be independent, resilient and well is an NCC vision. Having appropriate

supported housing available in the right locations, at the right time and with the right characteristics will go a long way to fulfil our vision.

The programme of work supports NCC's strategic priorities of delivering resilient communities as well as supporting vulnerable people to achieve their full potential. This includes creating communities that are inclusive of people with support or accessibility needs, allowing them to live independently and safely in their own home for as long as possible.

The Norfolk Learning Disability and Autism Strategies have been developed in conjunction with the people who they seek to support and in both strategies supporting people to be more independent and have choice over where they live and who they live with have been highlighted as key NCC commitments:

[Learning Disability Strategy](#)

[Autism Strategy](#)

It is recognised that provision of supported and adapted / accessible housing can promote greater independence and support mental and physical wellbeing. Delivering the right homes in the right locations is essential to meeting the housing needs of Norfolk residents.

The business case outlines the change in culture needed, together with a shift in power to individuals, and a change in services provided. People with a learning disability and / or autism are citizens with rights, who should expect to lead active lives in the community and live in their own homes just as other citizens expect to. ASC is committed to build the right community-based services to support them to lead those lives. Alongside this will sit support, supervision or care to help people live as independently as possible in the community.

The intention is that the supported housing will be utilised by a range of people and this includes:

- people with a learning disability
- people with a physical disability
- autistic people
- people with mental ill health

Benefits to individuals include:

- Self-contained developments which will provide tenants with their own home
- Allows individuals to be in control of their life and lifestyle.
- Reduction of social isolation and associated problems such as depression; and
- Is shown to increase feelings of well-being and improved quality of life.

NCC is committed to helping people live good, independent lives. The provision of supported and accessible housing is both a desirable option for people and has many benefits over residential care.

Supported and accessible/adapted housing is an effective way of supporting people to be more independent in their own homes, providing safety, security, social interaction and care.

The provision of supported and accessible/adapted housing in Norfolk provides appropriate accommodation for those who need it and form part of a pathway approach in reducing reliance on formal care and promoting independence

Who is affected?

7. The proposal will affect adults, children and staff with the following protected characteristics:

People of all ages	NO
A specific age group (please state if so):	18-65
Disability (all disabilities and long-term health conditions)	YES
Gender reassignment (e.g. people who identify as transgender)	NO
Marriage/civil partnerships	NO
Pregnancy & Maternity	NO
Race (different ethnic groups, including Gypsies and Travellers)	NO
Religion/belief (different faiths, including people with no religion or belief)	NO
Sex (i.e. men/women/intersex)	NO
Sexual orientation (e.g. lesbian, gay and bisexual people)	NO

Analysis of the people affected

The programme of works is looking to improve the outcomes and independence of people with protected characteristics, specifically people with a disability. While there is no negative impact foreseen, included below are the types of units being proposed and the people they are looking to support / cater for:

Accommodation for those with Complex Needs

- New capacity (c.16 units) for people being discharged from inpatient settings or at risk from admission to an inpatient setting
- 48 units in small groups (of up to 8 units) for those with enduring mental health issues

This is a key element of meeting NCC's commitments under the national Transforming Care Programme, to reduce the number of people with learning disabilities and / or autism in specialist hospital services and provide alternatives in the community instead.

Progression and Recovery Services

To support our strategy commitments to enable people to be as independent as possible there will be 75 new units of accommodation across the county focused on enablement and move on

Long Term Housing for People with Support Needs

Up to 42 units of mixed community supported housing in all areas of the county to offer people greater choice about where they live and who they live with.

In total in excess of 181 people may be impacted by the proposals.

Potential impact

8. The whole aim of this programme is to provide appropriate and essential housing and accommodation for a range of people with disabilities. The potential and expected outcome is that people will be in accommodation that will be a home, will have more independence, will provide choice in terms of where they live, will give people the chance to live within their communities and improve well-being overall.

Accessibility considerations

9. Accessibility is built into the DNA of the proposal and is a priority for NCC; it is looking to develop supported and accessible / adapted housing. The business case supports Norfolk County Council's strategic priorities of delivering resilient communities as well as supporting vulnerable people to achieve their full potential. This includes creating communities that are inclusive of people with support or accessibility needs, allowing them to live independently and safely in their own home for as long as possible.

In terms of key specifications for the developments - accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future. It is better to build accessible housing from the outset rather than having to make adaptations at a later stage – both in terms of cost and to support people to remain safe and independent in their homes. Accessible and adaptable housing will provide safe and convenient approach routes into and out of the homes and outside areas, suitable circulation space and suitable bathroom and kitchens within the home. Wheelchair user dwellings will include additional features to meet the needs of occupants who use wheelchairs or allow for adaptations to meet such needs.

Accessibility considerations will be incorporated into all communications with individuals and their families including:

- Accessible digital information, including sensory equipment, will be available
- Easy read versions of key posters, leaflets, and other information
- Flexibility on where meetings are held to ensure venues are accessible to those with a range of disabilities
- Information will be made available in other formats and in conjunction with interpreting services to ensure engagement is accessible for people whose first language is not English.

Recommended actions

10. The assessment of what is being proposed has not identified any adverse impacts on people with protected characteristics.

Evidence used to inform this assessment

- Equality Act 2010

- Public Sector Equality Duty
- Accelerating the Development of Supported and Accessible/Adapted Housing Business Case which has taken the above acts into consideration including: NCC Learning Disability and Autism Strategies, and considering our duties under the 2014 Care Act

Further information

11. For further information about this equality impact assessment please contact Amanda Dunn, Assistant Director for Learning Disability, Mental Health and Physical Disability. 01603. 224191



If you need this document in large print, audio, Braille, alternative format or in a different language please contact xxx on xxx or xxx (Textphone).

Guidance notes

Completing this assessment – what you need to know:

- Find out if you need to conduct an equality impact assessment (see below)
- Remind yourself what constitutes a good equality impact assessment (see below)
- Work through the three simple steps on the next page.

Do I need to conduct an equality impact assessment?

You need to conduct an equality impact assessment if you are planning, changing or commissioning policies, projects, strategies, infrastructure or services and this may impact on people - eg service users or staff.

When do I need to undertake it?

The findings of your assessment must be made available to decision-makers before a final decision is taken. You cannot justify a decision after it has been taken.

What constitutes a good equality impact assessment?

The principles below, drawn from case law, explain what is essential:

- **Proportionate** - where a proposal may affect large numbers of vulnerable people, the need to pay 'due regard' is very high.
- **Sufficient evidence** – you must consider what evidence you have and what further information may be needed to inform your assessment.
- **Consultation** - if a proposal constitutes a significant change to an existing service, people affected should expect to be consulted.
- **Genuine assessment** - the courts expect to see written evidence of a comprehensive and objective assessment. Your assessment will be considered inadequate if issues are only considered at a broad level or if relevant evidence is not considered.
- **No delegation** – the decision-makers responsible for determining the proposal cannot delegate consideration of the equality impact assessment to anyone else.
- **Contracted services** – the Council is responsible for ensuring that contracted services comply with equality law and do comply in practice.
- **Actions to mitigate any negative impact** – if adverse impact is identified by an assessment, consideration must be given to measures to avoid or mitigate this before agreeing the decision.

It is not always possible to adopt the course of action that will best promote the needs of people with protected characteristics. However, assessments enable informed decisions to be made, that consider every opportunity to minimise disadvantage.

¹ Prohibited conduct:

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have, or because they associate with someone who has a protected characteristic.

Indirect discrimination occurs when a condition, rule, policy or practice in your organisation that applies to everyone disadvantages people who share a protected characteristic.

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint.

² The protected characteristics are:

Age – e.g. a person belonging to a particular age or a range of ages (for example 18 to 30 year olds).

Disability - a person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment - the process of transitioning from one gender to another.

Marriage and civil partnership

Pregnancy and maternity

Race - refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Religion and belief - has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism).

Sex - a man or a woman.

Sexual orientation - whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

³ The Act specifies that having due regard to the need to advance equality of opportunity might mean:

- Removing or minimizing disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic;
- Taking steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of others;
- Encouraging people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low.

⁴ Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.

Appendix 2: Case Studies

We have permission to use the following name, story and photo

Background:

ABH's story starts in October 2011 when ABH was detained under the Mental Health Act and admitted to Little Plumstead Hospital. He stayed in hospital for three and half years, during which time he began to make positive steps and engaged well with the team. Whilst in hospital ABH started a voluntary work placement in Norwich, which he continues to attend weekly.

ABH moved to a residential care home in April 2015. ABH made positive steps during this time. His depressive condition was well managed with medication and ABH can now manage his medication without support.

ABH moved to Netherwood Green in May 2019.

Present:

The Netherwood Green approach is 'doing with', not 'doing for' the individual in order to enhance autonomy and independence.

In order to do this, we complete an initial assessment. This is completed in the first two weeks and builds the framework for the next two years of support and guidance. This approach, in this environment, has worked really well for ABH.

The active support we complete has many levels which can work both up and down depending on need, so as ABH's skills improved the support and guidance reduced.

There is a big emphasis on the individual taking up the opportunity offered to them, and ABH did this really well. We complete monthly reviews at Netherwood and we use these in two ways. The first records the overall stage of development at the scheme starting at stage one initial assessment through to stage five moving out to independent living. The next review looks at key elements of the placement and how they are progressing. These have been used with ABH to complete his leaving summary that helps Social Services complete their review.

Next Steps:

As part of his support, we spoke to ABH about what he wanted to do next. ABH said he would like to stay within Norwich and to have a flat with storage for his bike. So we set about finding a suitable flat. Once one was identified we visited and ABH loved it straight away. Working with Adult Social Care and the housing association ABH was successful in his tenancy application and signed his tenancy on 26th Jan 2021.



ABH is now in the process of moving in and will be supported by Voyage Care during this transition and will then be supported with minimal background support to live independently in the community. ABH cannot wait.

A journey from hospital to independent living completed by ABH, a fantastic achievement.

Names have been changed in the following case studies

Case Study One: Short term step down supported housing

Anne is in her 20s with a complex history of both physical and mental illness. Anne also has a history of self-harm and alcohol and drug abuse. She has had a number of admissions to psychiatric units and some long stays in acute hospitals.

Anne is reluctant to engage with mental health services; she says due to poor past experiences. She has consistently refused to co-operate with any organisations/agencies that could help with a range of needs, such as physical health and alcohol abuse. Prior to the referral for this service the proposed plan had been for a placement within a **nursing home**, due to her complex needs.

Support planning

Anne was very reluctant to move anywhere from hospital, however, step down service staff worked to facilitate the transition by building a relationship whilst she was still in hospital. Normally this would have been face to face, but Covid restrictions required this early relationship building to take place via telephone calls.

When she first moved in, Anne's poor physical health limited her mobility. The initial support plan was to provide her with a safe environment and continue physiotherapy. The plan was also to assess her independent living skills. The history of poor engagement meant that staff building positive relationships with Anne would be crucial to achieving good outcomes.

Summary of work

Anne was helped to build good relationships with the step down service staff, and through this we were able to facilitate better communication between her and other agencies/professionals. This has led to real improvements in both mental and physical health. At the start of the placement Anne had almost no contact with her GP. During her time at the step down service she had built up a good relationship with her GP, ensuring her needs are being addressed. Within six weeks of the placement her mobility is improving. Anne is also addressing her alcohol misuse and has recently started to engage with a community support programme around alcohol use.

Reflective group clinical reflective supervision has helped the team to understand the psychological issues that affect Anne's behaviours. This understanding has enabled the team to develop a consistent approach in responding to the self-harm and negative behaviour that Anne regularly displayed. The negative behaviours have decreased over time and Anne seems happier and emotionally more contained.

Outcome

Anne could now move on to a less supported environment than original assessment predicted. Supported living is a realistic option.

Case study 2: Short term step down supported housing

Mark is in his fifties, he was referred to the step down service after a long admission in psychiatric hospitals. Mark has a diagnosis of Paranoid Schizophrenia; he also has problems with his mobility. This was exacerbated by a lack of motivation to exercise and overcome a sedentary lifestyle.

Mark had become quite 'institutionalised' as a result of his long stay in hospital, where he was given his medication, provided with his meals and advised when to get up and go to bed. He

was compliant with the routine provided and given his mobility issues it was considered that he would need a much higher level of support longer term. He was referred to the step down service to assess his independent living skills. Prior to hospital admission Mark was living independently in the community.

Support planning and assessment with the step down service

The plan was to follow an incremental approach, firstly establishing baseline functioning in key areas then setting targets, offering support and encouragement to achieve the targets set, then monitoring the extent to which the outcomes were achieved. The process then continues with a cycle of target setting and review.

Summary of work

We developed a support plan focused on his basic independence skills which were at first very limited. At first, challenges included tasks such as changing the TV channel and using a kettle. Initially Mark struggled with these simple tasks and required lots of reassurance from staff, who provided structure and routine for him to work with. As he built his confidence his skills improved, and new targets were set. These included areas of independent living such as food preparation and self-care. Initially staff would prepare food and Mark was encouraged to join in. He quickly gained confidence, soon being able to make a simple oven meal or use the microwave and toaster.

Initially he required a lot of prompting for self-care, but started to build a routine and once again took pride in his appearance. Mark's mobility improved through staff going with him for short walks, he seemed to genuinely enjoy getting some fresh air and exercise and was pleased when he could comfortably walk on his own to collect a newspaper from the local shop. Mark had a supportive family and the step down service staff worked to engage family members in the support plan. Experience has clearly evidenced that family involvement can be invaluable in the recovery process.

Outcome

Mark stayed at the step down service for a month. From the step down service he moved on to a residential care environment, one where residents are able to maintain a reasonable level of independence. The step down service believe that Mark was given the opportunity to develop important skills, build his confidence and self-esteem. The case offers some evidence that schemes like the step down service can contribute to the assessment process and better, more independent lives for service users.

Case Study Three: Long term supported housing

Ian has been a tenant at the long term housing scheme since February 2015. He suffers from depression and anxiety. He also has complex physical health needs.

Ian came to live at the long term housing scheme where he has his own self-contained flat, including bedroom, kitchen, bathroom and lounge.

Ian's support worker said, "If he didn't come to the long term housing scheme, goodness knows where he'd have gone or what would have happened to him. He is an active member of our community."

He has had his ups and down since living at the long term housing scheme. He started off positively, then later became very depressed. His trigger for depression is when his diabetes and restricted mobility impact negatively on his mental health. When his mental health

improves, he gets involved in the activities at the long term housing scheme, including art and planting up the courtyard garden. The garden became his hobby.

Ian said, "It's lovely at the long term housing scheme. You get your independence in a flat and the staff are downstairs if you need any help. The courtyard helps me big time with my depression. It's something to concentrate on instead of being in the flat all the time."

Ian has mental health needs, but no substance abuse issues. He requires no personal care or additional support worker hours. Assistance given by the long term housing scheme involves help with housing, medication and benefits.

Ian said, "There's no way I could manage my medication on my own because I have to take so much. If I need to go to the hospital or to the doctors, Fernando takes me."

"I get on with the other tenants. It's a peaceful place and the main thing is it's somewhere to feel safe."

Case Study Four: Long term support housing

Derek has been dependent on alcohol for over forty years and has a record of evictions, homelessness and antisocial behaviour. He had become very frail due to his declining health.

The team at the long term housing scheme devised ways of supporting Derek to look after his daily needs.

Initially, when Derek moved in, his medication was dispensed from the office to encourage him into a routine and he is now able to self-medicate on a daily basis.

The team supported him to develop consistent eating and drinking habits, and he now cooks for himself on a regular basis, something he had never previously been able to do. Team members showed him how to use the machine to do his laundry and how to clean his flat and he has achieved a level of independence that he can maintain.

Whilst there have been occasional incidents of anti-social behaviour, Derek generally adheres to the behavioural contract set out at the long term housing scheme, something which he did not do at previous accommodation. Staff support him with all health related appointments, including making GP appointments, ensuring that he attends where possible and that his health needs are monitored.

Derek's tenancy at the long term housing scheme is the longest-lasting and most stable he has ever been able to maintain; due to the daily support he receives. This tenancy has broken a life-long cycle of chaotic behaviour.

The team are thrilled with the progress Derek has made in self-care. His ability to establish a routine and learn some basic life skills that were previously lacking has enabled him to live as independently as possible. The long term housing scheme proves to be an ideal setting for Derek, given his alcohol dependency and history of homelessness, he wouldn't be able to thrive in other more traditional residential care settings.

Report to Cabinet

Item No. 16

Report title	Finance Monitoring Report 2020-21 P10: January 2021
Date of meeting	8th March 2021
Responsible Cabinet Member	Cllr Andrew Jamieson (Cabinet Member for Finance)
Responsible Director	Simon George (Executive Director of Finance and Commercial Services)
Is this a key decision?	Yes

Introduction from Cabinet Member

This report gives a summary of the forecast financial position for the 2020-21 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2021, together with related financial information.

Executive Summary

Subject to mitigating actions, the forecast revenue outturn for 2020-21 at the end of period 10 (January) was an **underspend of £0.021m** on a net budget of £430.421m. General Balances are £19.7m and service reserves and provisions are forecast to total **£119.3m**.

Covid-19 financial pressures are taken into account in the forecasts in this report. Details of these pressures and progress on achieving saving are addressed in detail in this report.

Recommendations

1. To approve additional transfers of £2m to the Adult Social Services Covid Risk Reserve as set out in paragraph 2.21 of Appendix 1.
2. To approve the continuation of financial support to Children's Services and Adult Social Care providers as described in paragraphs 5.27-5.30 of Revenue Appendix 1, including delegating authority to the Cabinet members for Children's Services and for Adult Social Care, Public Health and Prevention to make a decision relating to the ongoing measures that are still needed to support providers until 30 June 2021, subject to those payments remaining within 2021-22 authorised budgets or from Business Risk Reserves.
3. To recommend to County Council the addition of £1.249m to the capital programme to address necessary improvements to the County Farms Estate, as set out in detail in capital appendix 2, paragraph 4.
4. To approve the appointment of Titus Adam, Financial Projects and Planning Manager, as a director of Independence Matters CIC, Independence Staff Matters

Limited, and Home Support Matters CIC in accordance with Financial Regulations as set out in paragraph 2.1.

5. To note the period 10 general fund forecast revenue **underspend of £0.021m** noting also that Executive Directors will take measures to reduce or eliminate potential over-spends;
6. To note the COVID-19 grant funding received of **£107.514m**, the proposed use of that funding, and the related expenditure pressures resulting in net Covid-19 pressure, of **£16.001m** taking into account proposed transfers to the Corporate Risk reserve.
7. To note the period 10 forecast shortfall in savings of **£18.045m**, noting also that Executive Directors will take measures to mitigate savings shortfalls through alternative savings or underspends;
8. To note the forecast General Balances at 31 March 2021 of £19.706m, before taking into account any over/under spends;
9. To note the expenditure and funding of the revised current and future 2020-23 capital programmes.

1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2020-21, to assist members to maintain an overview of the overall financial position of the Council including the financial implications of the Covid-19 pandemic.

2. Proposals

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored and corrective action taken when required.
- 2.2. Independence Matters CIC, Independence Staff Matters Limited, and Home Support Matters CIC are companies controlled by Norfolk County Council, and their boards include one Norfolk County Council officer appointed as director. Paragraph 5.10.6 of the Council's financial Regulations states that "the appointment and removal of directors to companies, trusts and charities in which the County Council has an interest must be made by Cabinet, having regard to the advice of the Executive Director of Finance and Commercial Services. The directors will then have a statutory duty to the company, trust or charity and must therefore act in accordance with the Companies and / or Charities Act where applicable.

Following changes of roles of the current appointees, it is proposed that Titus Adam, Financial Projects and Planning Manager, replaces Janice Dane as director of Independence Matters CIC and Independence Staff Matters Limited, and Susanne Baldwin as director of Home Support Matters CIC.

3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, primarily relating to the implications of the Covid-19 pandemic, together with a number of other key financial measures.
- 3.2. The capital expenditure proposals will ensure sufficient capital funding is available for these newly identified purposes, without affecting the remainder of the capital programme or the current year's revenue budget.
- 3.3. Transferring monies to Covid Risk Reserves will enable the Council to maintain services funded by government Covid grants and to mitigate pressures through 2021-22.
- 3.4. The continuation of delegated authority to relevant Cabinet members will enable them to make decisions relating to the ongoing measures that are still needed to support providers to 30 June 2021, subject to those payments remaining within the remaining budgets, and Covid-19 funding available.
- 3.5. The Independence Matters CIC, Independence Staff Matters Limited and Home Support Matters director appointments will ensure that the Council is represented by an officer on the boards of these companies.

4. Evidence and Reasons for Decision

- 4.1. Two appendices are attached to this report giving details of the forecast revenue and capital financial outturn positions:

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 pressures and associated grant income
- Changes to the approved budget
- Reserves
- Savings
- Treasury management
- Payment performance and debt recovery.

Appendix 2 summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding
- Income from property sales and other capital receipts.

5. Alternative Options

- 5.1. In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no grant or revenue funding has been identified to fund the expenditure.

6. Financial Implications

- 6.1. As stated above, the forecast revenue outturn for 2020-21 at the end of P10 was an **underspend of £0.021m** linked to a forecast shortfall in savings of **£18.045m**. Forecast service reserves and provisions are forecast to total **£119.3m**, and general balances of **£19.7m**. Grant funding of **£107.514m** has

been received to off-set additional expenditure occurred as a result of the COVID-19 pandemic, resulting in net Covid-19 pressure of **£16.001m**.

Within the forecast overspend are net financial pressures identified in Adult Social Services and Finance and Commercial Services, mainly relating to Covid-19 related pressures, the majority of which have been offset by additional grant funding received. A full narrative is given in Appendix 1.

The Council's capital programme is based on schemes approved by County Council on 17 February 2020, previously approved schemes brought forward plus schemes subsequently approved.

7. Resource Implications

- 7.1. None, apart from financial information set out in these papers.

8. Other Implications

8.1. Legal Implications

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2020-21 budget, the Council consulted widely. Impact assessments are carried out in advance of setting the budget, the latest being published on page 450 of the 13 January 2020 Cabinet agenda as "Budget proposals 2019-2020 Overall Summary: [Equality & rural impact assessment report](#)".

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

9. Risk Implications/Assessment

- 9.1. The Council's Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. Specifically, risk RM002, which is included in in Appendix C of the Corporate Risk Management report to January 2021 Cabinet, outlines the potential risk of failure to manage significant reductions in local and national income streams. In addition, the majority of corporate risks, if not managed, could have significant financial consequences such as failing to generate income or to realise savings.

Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the

Executive Director of Finance and Commercial Services has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. While not underestimating the severity of the current crisis and its continuing impact on the Council's finances, the Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 2020-21.

10. Select Committee comments

10.1. None

11. Recommendation

11.1. Recommendations are set out in the introduction to this report.

12. Background Papers

12.1. [Equality & rural impact assessment report](#) (page 450)
[COVID-19 equality impact assessment](#)
[Dedicated Schools Grant \(DSG\) Funding report](#) (page 550)

Officer Contact

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

Officer name: Harvey Bullen

Tel No. : 01603 223330

Email address: harvey.bullen@norfolk.gov.uk



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

Appendix 1: 2020-21 Revenue Finance Monitoring Report Month 10

Report by the Executive Director of Finance and Commercial Services

1 Introduction

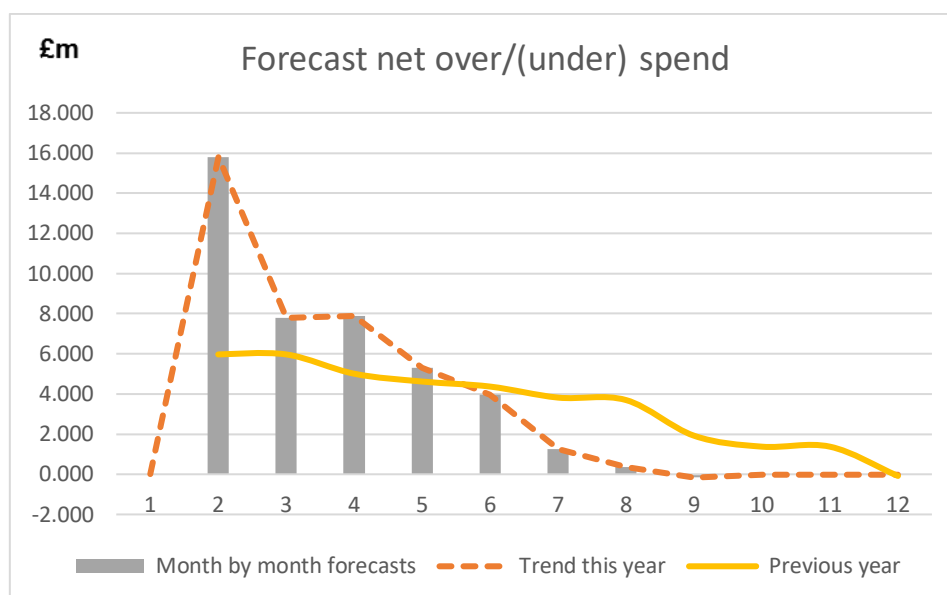
1.1 This report gives details of:

- the P10 monitoring position for the 2020-21 Revenue Budget
- additional financial information relating to the Covid-19 pandemic
- forecast General Balances and Reserves at 31 March 2021 and
- other key information relating to the overall financial position of the Council.

2 Revenue outturn – over/underspends

2.1 **At the end of January 2021 an underspend of £0.021m is forecast on a net budget of £430.421m**

Chart 1: forecast /actual revenue outturn 2020-21, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and over spends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

Table 1: 2020-21 forecast (under)/over spends by service

Service	Revised Budget	Net (under)/over spend	%	RAG
	£m	£m		
Adult Social Services	255.793	0.500	0.2%	G
Children's Services	196.311	0	0.0%	G
Community and Environmental Services	161.799	0	0.0%	G
Strategy and Governance	9.362	0.029	0.3%	G
Finance and Commercial Services	32.671	0.035	0.1%	G
Finance General	-225.515	-0.585	0.3%	G
Totals	430.421	-0.021	0.0%	G

Notes:

- 1) the RAG ratings are subjective and take into account risk and both the relative (%) and absolute (£m) impact of overspends.

- 2.4 **Children's Services:** The forecast outturn as at Period 10 (end of January 2021) remains at a break-even position. This forecast takes into account the anticipated 2020-21 impact of Covid-19, the allocated Covid-19 grants and the re-started transformation programme. The reserves forecast reflects that some grant carry forward into 2021-22 where spend will occur in the new financial year due to the ongoing impact of Covid-19, but this adjustment does not affect the revenue forecast. Work will continue through to year-end to review the direct and in-direct financial impact of Covid-19 in this financial year, as well as looking ahead to the risks for the next financial year to support the department's ongoing financial strategy and planning.
- 2.5 The significant pressures previously identified remain in the areas of Learning & Inclusion (primarily lost trading income and home to school / college transport) and Social Care (primarily delays in savings delivery, approximately 6 months delay to the transformation programme, and support for the market). These have been offset by government grants allocated to the service.
- 2.6 The business planning for this financial year had included significant investment in additional staffing capacity through the transformation programme and, in particular, the social care operating model. Significant progress has been made to implement the new operating model despite the pandemic, but there has been delays in recruitment whilst attention was focussed upon both the immediate and ongoing response to the pandemic. This has led to a one-off staffing underspend in this financial year.
- 2.7 Alongside this one-off impact upon staffing, the department has identified some direct one-off pandemic related expenditure that is likely to continue into the new financial year for which there is no additional government funding identified, for example increased support to schools and education providers, additional cost of provision for children and families due to ensure provision is covid secure, market pressures within social care and transport due to the uncertainty of the current trading conditions, and uncertainty regarding the impact of further peaks in infection upon transformation.
- 2.8 Any surge, or the impact of the second peak that we are now seeing as a nation, could lead to unpredictable demand for social care support and placements, and

could disrupt current, stable placements. Currently, placements appear stable, in the main, though there has been increased short-term disruption as a result of Covid-19 infections. The department has undertaken modelling of the potential surge that may be seen now that schools have returned to full-time, primarily classroom-based teaching, considering various patterns of demand and impact upon services.

- 2.9 The department has continued to see a significant rise in referrals both to Family Support teams (through the Children's Advice and Duty Service) and to the Inclusion Helpline for schools compared to the same time period last year. There has also been a significant increase in the number of parents electing to home educate, which brings additional duties to the authority. It is too early to know how these trends will continue and how they may translate into increased demand on Social Work and, potentially, placements in the medium-to-longer-term. Therefore, this risk will continue to be kept under close review.
- 2.10 It should be noted that although this position continues to be reviewed, and we are encroaching on year-end, uncertainty still remains in relation to expenditure and income for Children's Services as a result of Covid-19 at the time of preparation. However, the impact in this financial year is likely to be minimal, with the risk being carried forward into 2021-22. Given the current national context, there continues to be significant influences beyond the Council's control that continue to make delivery of the transformation programme (and, therefore, savings) difficult in light of the ongoing recovery work, ongoing Covid-related restrictions, potential surge in demand and further waves. Again, this risk will continue to be kept under close review.
- 2.11 **Dedicated Schools Grant:** The outturn forecast is £11.822m overspend on the High Needs Block, with a small underspend of (£0.259m) on the Schools Block and all other blocks forecast to break-even. Therefore, the net forecast outturn as at Period 10 (end of January 2021) is £11.563m.
- 2.12 Since the previous forecast, additional post-16 places have been identified by one of the Norfolk colleges, which has resulted in an increase to the High Needs Block forecast, partially offset by small reductions in other areas. School placements are a moving picture it should be borne in mind that the forecast is based upon the best information available at the time of preparation and, given the uncertainty surrounding expectations upon schools and education providers as a result of Covid-19, it will be subject to review as the situation, and year, progresses.
- 2.13 In comparison to this forecast, 2019-20 saw an overspend of £10.307m within the High Needs Block and this forecast represents an increase in expenditure year-on-year compared to 2019-20 of approximately £8m, primarily due to demographic growth and increasing needs seen nationwide, and the full-year effects of last year's pressures, partially offset by in-year savings delivered due to the SEND & AP Transformation Programme. This in-year overspend will be combined with the cumulative overspend of £19.703m brought forward from prior years. This forecast is in line with the latest reset of the DSG Recovery Plan for Norfolk and considers:
- demographic growth based upon modelling;
 - the significant pressure seen in 2019-20 for Section 19 related support and post-16 support;
 - ongoing pressure for special school places (2019-20 included a significant increase (approx. £2-2.5m) in independent school expenditure in the last third of the year);
 - presumed continued reduction in expenditure for Alternative Provision following significant work to reduce exclusions alongside schools;

- savings based upon the special school and SRB places opening during the financial year reducing the demand upon independent provision;
- specific school-based posts to support inclusion within mainstream schools and to reduce demand for specialist placements.

- 2.14 Whilst there was a HNB increase year-on-year of funding allocation of £11.3m, approximately £5.4m was assumed prior to the Autumn government announcements regarding 2020-21 HNB funding (both 1% growth assumption previously seen in funding allocations alongside ongoing transfer from the Schools Block in line with the 2019-20 that would have required approval from the Secretary of State). Given the government funding announcements in the Autumn, the funding increase above our planning expectations was just under £5.9m.
- 2.15 Significant work is being undertaken through the Special Educational Needs and Disabilities (SEND) and Alternative Provision (AP) part of the Transformation programme both to ensure that the right specialist provision is in the right place to meet needs, whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 2.16 Learning and Inclusion colleagues have continued to actively support the Covid-19 response from the Council, with their focus upon supporting the schools of Norfolk (mainstream and specialist) to remain open, as appropriate, in line with government expectations and Public Health advice, as well as to support schools to support pupils to adapt to the changed expectations upon them. This work will continue for the foreseeable future to support schools to continue to adapt as the education landscape changes in response to the latest government announcements. However, focus has also returned to the transformation programme work, wherever possible.
- 2.17 Construction work was paused during the first national lockdown, affecting builds in relation to expanding Specialist Resource Base provision and additional special school places. This work has restarted, and the forecast is based upon the current anticipation that the additional places will be open in line with pre-Covid-19 expectations.
- 2.18 Whilst all schools in Norfolk returned in line with Government expectations for the Autumn term, they are now all operating differently with remote learning for the majority of pupils except for those offered childcare either because parents/carers are critical workers or they are vulnerable children. Given the fluid situation, there remains considerable uncertainty as to how school budgets have been affected by Covid-19 in the medium term and, in the short-term, there is significant variances between schools with regards to the financial impact. Therefore, there remains a risk that if schools have seen a significant impact this could cause further pressure in terms of schools being unable to meet the needs of children. This could result in increases in exclusion, higher referral rates for Education, Health and Care Plans, higher requests for HNB support into mainstream or special schools.
- 2.19 At the end of the summer term, the government announced additional, DSG funding for 2021-22 onwards. Estimates of the impact for Norfolk have been produced and shared with schools as part of the funding consultation undertaken with all schools and Norfolk Schools Forum in October and November 2020. The final DSG funding was confirmed in December 2020 and the Dedicated Schools Grant Budget for 2021-22 was agreed by Cabinet in February 2021.
- 2.20 The impact of the additional DSG funding announced for 2021-22 for the HNB has been built into the DSG Recovery Plan for Norfolk, as previously shared with Cabinet

in February 2021. The plan was reset to reflect the latest information available with respect to demand, funding and the SEND & AP Transformation Programme, and has been shared with Norfolk Schools Forum and the Department for Education. The plan will be reviewed on a regular basis to reflect amendments to assumptions and to refine the financial modelling.

- 2.21 **Adult Social Services:** The forecast outturn as at Period 10 (end of January 2021) is a net overspend of £0.500m after utilising £26.052m of Council Covid-19 grant funding and an estimated £27m of funding from the NHS to support hospital discharge arrangements. The forecast also includes previously reported transfers of £3.857m to the Adult Social Services Business Risk Reserve to mitigate some of the continuing financial risks arising from the pandemic, affecting both the current forecast position and additional financial pressures for next financial year. An additional £2m is proposed to be added to the Business Risk Reserve this month, to mitigate pressures in 2021-22 onwards. This increases the Adult Social Care business risk reserve to £12.361m. The risks for the service have been highlighted to Cabinet in previous reports and are detailed below. Following the final instalment, the service has received £22.829m of infection control funding during the year, which will be allocated to the Norfolk care market and used in full to enable care providers to action infection control measures in line with government guidance. Further government announcements of funding support to the care market were made in January to help funding of costs to boost staffing levels and to support testing in care homes. At the time of writing, further details of the allocation of the £120m staffing grant is awaited. However, in relation to the testing in care homes, which totals £149m nationally, Norfolk will receive £3.068m to help finance some of the costs of lateral flow testing in care homes. This grant will primarily be passported to care homes based on an amount per registered bed.
- 2.22 The forecast overspend is now £0.500m, a reduction of £0.500m from the Period 9 position.
- 2.23 As reported in previous monitoring reports, the forecast has been challenging this year, due to changing legislation affecting the number and breadth of people that we are supporting; the funding routes requiring monthly reclaim of costs; the price of care during the pandemic and the difficulty delivering a significant proportion of planned savings. The three key financial risks are described in more detail below.
- 2.24 Hospital discharge – our front-line teams are supporting significantly more discharges, particularly during this wave of the pandemic. This means many more people being supported with adult social care by the Council. This is predominately due to the hospital discharge arrangements during the pandemic, which required self-funders and people who would normally have received continuing health care to be supported through council held contracts for discharges before 1 September and for up to six week for discharges after this date. The additional costs of this have been funded via monthly claims to NHS England and Improvement (NHSEI), however, from 1 September 2020, adult social care teams and the Norfolk and Waveney Clinical Commissioning Group are in the process of reinstating normal funding arrangements for people discharged before September. We cannot accurately know how many people will remain with NCC funded contracts, as it depends on factors such as continuing healthcare assessments. However, we are estimating we will have a volume of service users slightly above the number at the start of the year. This mainly impacts on purchase of care for older people, with current forecasts showing a £10.691m overspend on expenditure for this budget and £9.512m of additional income. Our forecast is based on being able to continue to reclaim on a reducing

basis for these care costs, introduction of charging for NCC service users and the reinstatement of self-funders to private contracts. There are risks related to these assumptions, which have been taken into account within the forecast. In particular the forecast has been updated to reflect the ongoing reinstatement process and this will continue to evolve for the remainder of the year. The Council is reliant on the reclaim of funding from the NHS, any change to this or variation to the assumptions around reinstatement of normal funding will either reduce or increase the overspend position. However, due to the current escalation in the pandemic, reinstatement progress and assessment following discharge is adversely affected, which is likely to create a financial risk for the Council when NHS funding ceases, as planned, at the end of March 2021.

- 2.25 Price of care – although prices have remained relatively stable for service users that were in receipt of care prior to the pandemic, we have seen increasing prices for new care packages, particularly where there is discharge from hospital. Although some of the pressure has arisen through increased acuity of people leaving hospital, it is also due to provider concerns within the market and changes to the business models for self-funded care. The price has no doubt been affected by both health and social care needs being part of the discharge model, but the price of care is not financially sustainable for social care alone. Although the risks of this are absorbed within the forecast for this financial year, due to one-off funding, this presents a significant financial risk for 2021-22. Commissioning and operational teams are taking action to help reduce the longer-term financial impact, however this is further hindered by the current escalation of Covid-19 cases and increased demand for social care placements.
- 2.26 Delivery of savings - The service started the year having achieved good progress in 2019-20 towards demand management through the promoting independence strategy. However, the outlook for 2020-21 was challenging with a £23m savings target – mostly related to demand management – and therefore strong delivery of the savings programme, in this financial year, was critical for the service. We have forecast that £13.560m of our savings will not be achieved in this financial year and the allocation of the NCC covid grant funding has helped support this. Due to the additional grant funding this will be managed within this financial year, however, there remains a significant risk for next year. As described above, we are expecting that our volume of service users will be slightly higher than at the start of the year, however, due to the level of demand management savings our budget is based on 896 fewer service users across all specialisms. It is increasingly clear that the environment that teams and providers are working within will not be back to normal for the foreseeable future. This will mean that the higher volumes and prices compared to our base budget will not be rectified before the end of this financial year and will therefore increase budget pressures next year.
- 2.27 Covid-19 has meant that our staff have had to work differently in continuing to meet our duties. Financially this has meant that embracing a socially distanced approach to social care has meant that recruitment and staff travel have naturally slowed leading to a reduction in the associated expenditure in this area. Across our 3 core front line areas of the department we have seen the identification of vacancies, combined with a reduction in expenditure for travel and subsistence, for Care & Assessment teams within Community Social Work (£0.807m) and Community Health and Social Care (£0.958m), as well as within Early Help & Prevention (£0.957m). In addition, the reinstatement work and new hospital discharge arrangements mean that social work teams are requiring some additional capacity to manage the temporary but increased workloads. There is some funding from NHSEI to support these costs.

- 2.28 The department recognises the financial pressure the future risks, and in particular, the under-delivery of 2020/21 savings is having on the Council. The Covid-19 recovery governance includes a specific financial recovery workstream. This is predominately looking at the transition arrangements for the hospital discharge service requirements, to mitigate financial risks and to look at the price of care in the market and opportunities to manage this. The service is working to reinstate approaches that will enable some savings programme work to recommence. However, it is clear that there will be remaining financial pressures from the pandemic that will extend beyond the current one-off funding. As agreed previously funding has been transferred to the Business Risk Reserve to help support these costs next financial year and provide some additional time for both stabilisation of prices and work to be able to recommence to reduce demand. These transfers have increased the business risk reserve to £12.361m.
- 2.29 With the Purchase of Care (POC) budget making up 77% of our ASC budget, and being heavily dependent on the individual needs of the 14,000+ people at any one time being supported by this budget, it is perhaps not surprising that this is the area feeling the financial pressure. One-off funding is helping to reduce the overspend on the purchase of care budget, reducing the in-year overspend to £0.677m. The department had been aiming to achieve savings of £23m in this financial year, and as described in the budget savings section of this paper, it has been extremely difficult in the current climate to deliver against this challenge.
- 2.30 The largest area of forecast overspend is with Purchase of Care for Older People. As highlighted above for this financial year, we expect additional Covid funding to meet the majority of these additional costs. Our Living Well ethos requires a different climate to be wholly effective in preventing, reducing and delaying need for formal services. In the first four months of the year many of our care providers were paid fixed (minimum amounts whereby additional services provided are paid for in addition) payment amounts to enable them to have secure cash flow during Covid-19. Whilst this is a vital investment in sustaining a crucial market, it has meant that the spend per month was fixed at a level above which we had initially budgeted. We have also ensured that where providers have been in a position to undertake home support above this level that additional payment have been made. These costs have been offset by adjustments to spend on respite care, which has been significantly lower due to the pandemic. The transition from payment based on averages to actuals was completed earlier in the autumn. The only exception is day services where providers are delivering service below normal capacity to enable social distancing guidelines. This has meant that people continue to not be charged for these services and this has formed part of the claim to MHCLG for lost sales and fee income.
- 2.31 During the pandemic we have seen a combination of additional packages put in place to meet differing or escalating care needs and with our NHS partners have also had to manage a different hospital discharge arrangement, that has also temporarily altered our financial assessment procedures. Whilst we have been recovering the Covid-19 related costs incurred on behalf of the NHS, it has clearly meant a different approach that has required the focus of the service.
- 2.32 Whilst our income related to the NHS has increased due to the Covid-19 reclaims, our general customer contribution levels has decreased. For those that are part of the NHS discharge arrangement, we will not lose out financially in the short term, but as described above there are increasing risks as this income is due to cease at the end of March 2021. Where services are not being fully supplied to the customer, but still being paid for by NCC, such as Day Care, we will not be recovering any financially

assessed customer contributions. Our forecast includes £0.331m for income compensation from MHCLG. In addition, we have reviewed our planned phase 2 charging policy around the Minimum Income Guarantee which will reduce our income against the associated saving target.

- 2.33 The forecast takes into account the agreed remedial action following the outcome of the recent Judicial Review regarding the Council's non residential charging policy for working age adults. Planned implementation of phase 2 of the charging policy had already been reviewed in April 2020 and the forecast has included the reduction in income throughout this financial year.
- 2.34 Outside of purchase of care, our budgets for NorseCare and Independence Matters within Commissioning are both forecast to overspend, due to the expected non-delivery of savings. However, actions are being taken to reduce this variance in-year.
- 2.35 **CES:** Historically CES budgets have been fairly stable throughout the year and we continue to review the financial impacts of Covid-19. We are currently forecasting a balanced position, after taking into account Covid-19 grant income including £6.112m, forecast recovery of income losses from the MHCLG income compensation scheme, the Local Outbreak Control Public Health grant of £3.718m and the Contain Outbreak Management Fund of £9.337m. The forecast also includes the previously agreed transfer of £1.681m to a CES Business Risk Reserve, to mitigate some of the continuing financial risks arising from the pandemic.
- 2.36 The department is currently picking up the costs of additional winter gritting routes for Covid vaccination and testing sites, the likely cost of this is £0.250m.
- 2.37 Following on from the decision at Cabinet on 12 January 2021 the Highways service is picking up the additional cost of clearing up the flood damage of the December Floods - currently forecast to be £0.250m.
- 2.38 The most significant pressure for CES is the ability to achieve planned income which accounted for the majority of the current forecast pressures within Community Information and learning and Culture and Heritage. Pressures on Income also account for part of the services pressure within Highways and Waste.
- 2.39 There is a significant uncertainty in relation to the impacts on income and we will therefore be reviewing and revising these forecasts as the year progresses. Overall, we have assumed that this position is likely to be mitigated when income under the Local government income compensation scheme for lost sales, fees and charges is received, and this is subject to on-going calculations.
- 2.40 The forecast pressures within Highways and Waste also relates to waste volumes and Impacts of Dutch Incineration tax on the cost of waste disposal.
- 2.41 As a consequence of Covid-19 the County Council's waste services have experienced a surge in the volumes of waste, recycling and garden waste. This increase in materials being generated by households is being experienced nationwide and is mainly due to changes in householder behaviours in response to Covid-19 regulations, combined with the effect of many shifting to working from home.
- 2.42 Waste levels managed by the County Council for the full 2020/21 financial year are currently projected to be around 6% or 14,000 tonnes more than expected. Similarly, the amount of recycling and garden waste collected by District Councils, which the

County Council contributes to the cost of dealing with, is expected to be around 7% or 11,000 tonnes more than expected.

- 2.43 During 2021/22 these levels of increases in waste, recycling and garden waste are expected to be sustained, due to an expected prolonged effect of Covid-19 on householder behaviours. However, although in the longer term these effects are expected to reduce it is also expected that many will retain some work from home habits, such that levels of both waste and recycling in the longer term will remain at levels several thousand tonnes a year higher than the pre-Covid-19 levels.
- 2.44 The service has also incurred additional costs in relation to the re-opening of Household Waste Recycling Centres for traffic management and site security.
- 2.45 The Department is also reviewing any potential areas for savings that will help off-set this pressure which will include reduced spend on travel, printing and other administration areas. There are also likely to be a number of posts that are currently vacant and therefore we have not been able to recruit to, which will deliver a one-off saving.
- 2.46 **Corporate services:** the Governance Strategy and Transformation and Finance and Commercial Services directorates are forecasting minor net overspends. The overspend primarily relates to property management: both additional costs and reduced income, and other central Covid-19 related costs, largely offset by government grant income.
- 2.47 **Finance General:** The forecast underspend in Finance General is £0.585m. A significant underlying overspend is made up of unbudgeted Covid-19 related costs, including £0.668m allocated to the purchase of IT equipment for digitally disadvantaged children. The additional spend is largely off-set by forecast underspends on the costs of borrowing and additional government Emergency Assistance and Winter Grant funding for Food and Essential Supplies, together with MHCLG funding received to defray covid related costs. An ESPO dividend of £0.121m has been confirmed this month.
- 2.48 Following approval at 7 December 2020 Cabinet, a Corporate Covid Risk Reserve has been created. £9.108m has been set aside in this reserve to address financial pressures resulting from the pandemic, either in 2020-21 or in future financial years. This includes MHCLG tranche 4 Covid grant funding of £5.608m, and £3.5m previously set aside for in-year Covid-19 pressures. Further details are given in Revenue Annex 1.

3 Approved budget, changes and variations

- 3.1 The 2020-21 budget was agreed by Council on 17 February 2020 and is summarised by service in the Council's Budget Book 2020-21 (page 19) as follows:

Table 2: 2020-21 original and revised net budget by service

Service	Approved net base budget	Revised budget P9	Revised budget P10
	£m	£m	£m
Adult Social Services	255.740	255.793	255.793
Children's Services	196.211	196.311	196.311
Community and Environmental Services	163.471	161.799	161.799
Strategy and Governance	9.365	9.365	9.365
Finance and Commercial Services	30.811	32.668	32.668
Finance General	-225.177	-225.515	-225.515
Total	430.421	430.421	430.421

Note: this table may contain rounding differences.

- 3.2 During period 10, there were no movement of budget between services. The Council's net budget for 2020-21 has remained unchanged.

4 General balances and reserves

General balances

- 4.1 On 17 February 2020 Council agreed the recommendation from the Executive Director of Finance and Commercial Services for a minimum level of General Balances of £19.623m through 2020-21. The balance at 1 April 2020 was £19.706m. The forecast for 31 March 2021 is unchanged, before any over or underspends.

Reserves and provisions 2020-21

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2020. Actual balances at the end of March 2020 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.
- 4.3 The 2020-21 budget was approved on the basis of a forecast reduction in earmarked revenue reserves and provisions (including schools reserves but excluding LMS and DSG reserves) from £73m to £65m, a net use of £8m.

Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)

Reserves and provisions by service	Budget book forecast balances 1 April 2020	Actual balances 1 April 2020 (1)	Increase in opening balances after budget setting	2020-21 Budget book forecast March 2021	Latest forecast balances 31 March 2021
	£m	£m	£m	£m	£m
Adult Social Services	16.896	20.291	3.395	10.371	27.123
Children's Services (inc schools, excl LMS/DSG)	1.961	6.107	4.146	3.321	8.959
Community and Environmental Services	35.847	40.416	4.569	32.612	41.949
Strategy and Governance	3.042	3.425	0.383	3.265	3.714
Finance & Commercial Services	2.469	4.301	1.832	2.472	4.585
Finance General	12.915	49.429	36.514	12.915	32.955
Reserves and provisions excluding LMS and DSG balances (see below)	73.130	123.969	50.839	64.956	119.285
Schools LMS balances	12.001	12.361	0.360	4.212	12.814
DSG Reserve (negative)	-18.387	-19.703	-1.316	-18.830	- 31.108
Total	66.744	116.627	49.883	50.338	100.991

Note (1): the actual balances have been adjusted for previous rounding of school reserves, and to reflect movements of activities between services.

- 4.4 Actual overall provisions and reserves (excluding capital, DSG and LMS reserves) at 31 March 2020 were approximately £50m in excess of 2020-21 budget book assumptions. This is due primarily to £26.8m Covid-19 government grants received in late March, which will be fully used in 2020-21, plus general increases in reserves including unspent grants and contributions, brought forward after budget setting.
- 4.5 The forecast also includes a proposed additional transfer of £2.0m to the Adult Social Services Business Risk Reserve.
- 4.6 As a result of these factors, the latest forecast net total for reserves and provisions at 31 March 2021 (excluding schools LMS and DSG reserves) is approximately £54m higher than was assumed at the time of budget setting due to the increase in grants

brought forward, government grants being set aside to address continuing covid-19 pressures, and a Business Rates reserve of approximately £10m added after budget setting.

4.7 Provisions included in the table above

The table above includes forecast provisions of £26.7m comprising £9.9m insurance provision, £12.6m landfill provision (this provision is not cash backed), £4.1m provisions for bad debts, and a small number of payroll related provisions.

5 Covid-19 financial implications

5.1 Details of central government funding announcements, and forecast Covid-19 pressures are set out below.

5.2 Covid-19 funding secured to date is as follows:

Table 4a: Covid-19 funding

Funding	Actual/forecast 2020-21 £m
MHCLG tranche 1 (received March 2020)	26.932
MHCLG tranche 2	16.742
MHCLG tranche 3	6.001
MHCLG tranche 4	5.608
Contain Outbreak Management Fund to November	7.262
Additional Contain Outbreak Management Fund: December	2.075
Infection Control Fund – first round	12.386
Infection Control Fund – second round	10.443
Home to School and College Transport Funding – Tranche 1	0.747
Home to School and College Transport Funding – Tranche 2	0.503
Home to School and College Transport Funding – Tranche 3	0.419
Wellbeing for Education Return Grant	0.146
Local Outbreak Control: test and trace service support grant	3.718
MHCLG - income compensation scheme April - July	2.657
MHCLG - income compensation scheme August - November	1.523
Emergency Assistance Grant for Food and Essential Supplies	1.016
COVID Winter Grant Scheme	2.740
Adult Social Care Rapid Testing Fund	3.068
Clinically Extremely Vulnerable – first tranche December	0.602
Total previously reported P9	104.588
Clinically Extremely Vulnerable – second tranche January	0.570
Workforce Capacity Fund for adult social care	2.089
Total to date	107.247

New / confirmed funding

5.3 CEV: In addition to £0.602m previously received, the Council has received a further £0.570m of funding for January 2021 to provide support to Clinically Extremely Vulnerable (CEV) individuals.

5.4 **Workforce Capacity Fund:** In January 2021 the Government announced a £120m Workforce Capacity Fund for adult social care funding. The purpose of the funding is to enable councils to supplement and strengthen adult social care staff capacity to ensure the delivery of safe and continuous care. Norfolk's share of the funding is £2.089m.

- 5.5 **Grants to fund local coordination of free holiday activities and healthy food for disadvantaged children during 2021** were announced by the DfE in February 2021 and are subject to the approval of business plans. The purpose of the grant is for local authorities to make free places at holiday clubs available in the Easter, summer and Christmas school holidays in 2021. This will be made available to children in the local authority area who are eligible for and receive benefits-related free school meals. The maximum amount available to Norfolk County Council is £0.267m for the remainder of 2020-21 with a further £2.389m available in 2021-22, a total of £2.656m. This funding will be added to the table when business plans have been approved and timing of spend established.

Previously reported funding

- 5.6 **Adult Social Care Rapid Testing Fund:** Of £149m grant funding announced nationally to help increase and support testing, the allocation for Norfolk is £3.068m of which 80% must be allocated to care home providers.
- 5.7 **CEV:** The Council has received £0.602m (December) and £0.570 (January) funding to provide support to Clinically Extremely Vulnerable (CEV) individuals.
- 5.8 The CEV funding is being provided as an unringfenced grant in recognition of the new pressures placed on councils by shielding guidance. The Government expects funding to be used to deliver the activities and outcomes outlined in the Shielding Framework. This includes the overheads of setting up and managing the local system, contacting CEV individuals within the area of intervention, assessing the food and basic support needs of CEV individuals and facilitating the delivery of that support where necessary, and reporting on the level of support provided. There is also an expectation that upper tier authorities will provide sufficient resources to lower tier authorities to carry out any responsibilities that they are asked to undertake to support CEV individuals. The Council has so far committed to provide £0.017m to each District. Allocation requirements are discussed as part of the Community Resilience partnership to ensure a consistency of support to CEV residents across the county as delivered by the agreed operating model.
- 5.9 Further government allocations are due to be received for the remainder of the 2020-21 lockdown period.
- 5.10 **MHCLG funding:** The tranches of MHCLG funding listed above are unringfenced, and expected to address additional expenditure, lost income and delayed or irrecoverable savings while assisting those who are in most need of additional support and social care, and those at higher risk of severe illness. The latest tranche of £5.608m has been transferred to a new Corporate Covid Risk reserve, to mitigate against future cost pressures resulting from the pandemic.
- 5.11 **Contain Outbreak Management Fund (COMF):** From 12 October 2020, Local Authorities have been eligible for tiered payments from the Contain Outbreak Management Fund which is ring-fenced for public health purposes to tackle COVID-19, working to break the chain of transmission and protecting the most vulnerable.
- 5.12 When national restrictions came into force on 5 November, all Upper Tier Local Authorities were allocated the maximum of £8 per head of population. For Norfolk this amounted to £7.262m. In addition, the Government has confirmed that the Contain Outbreak Management Fund will provide monthly payments to local authorities facing

higher restrictions until the end of the financial year, and an additional allocation of £2.075m has been received for the four weeks 2-29 December 2020.

5.13 Further government allocations are anticipated to cover the period from January to March 2021, and these will be reported to Cabinet when secured. The Future allocations will look to support the following principles:

- Norfolk's Outbreak Control Plan Aims underpin allocations – Protect Ourselves. Protect Others. Protect Norfolk.
- Enable direct inter-agency support and capabilities
- Immediate response funding support to contain Covid-19 transmission.
- Promote and enable support to hard-to-reach where there is a gap in funding.
- Provide funding where otherwise not available to address current needs and support.

5.14 Of the £9.3m received to December 2020, as a result of recommendations from the Board, February 2021 Cabinet approved the allocation of the majority (£8.965m) in accordance with the following table. Prior to this, to enable District Councils to implement immediate mitigating actions, December 2020 Cabinet had approved the allocation of £2.645m to the Districts.

Table 4b: Covid-19 funding allocation

Phase 1 budget allocations to the end December 2020	Local Outbreak Control	Norfolk County Council	CCG	District Council's	Total
	£m	£m	£m	£m	£m
Local testing capacity, including hard to reach groups	0.250		1.000		1.250
Contact tracing and support to self isolate, including local surge capacity	3.000			0.600	3.600
Enhanced communication and marketing		0.300			0.300
Essentials for those in self-isolation.	0.100	0.100			0.200
Covid wardens/support wardens				0.875	0.875
Specialist support (behavioural science, bespoke comms, data and intelligence)	0.270	0.500			0.770
Additional resource for compliance, (trading standards)		0.100			0.100
Measures to support compliance with public health guidance.				0.875	0.875
Additional emergency planning capacity				0.120	0.120
Targeted support for education settings		0.500			0.500
Support for social excluded groups and rough sleepers	0.200			0.175	0.375
Total COMF allocated	3.820	1.500	1.000	2.645	8.965

5.15 **Infection Control Fund:** “to ensure care homes can cover the costs of implementing measures to reduce transmission”, with a proportion passed straight to care homes in Norfolk (regardless of whether they contract with the Council), with the remaining element spent on broader infection control measures. In addition to the first-round grant of £12.386m, a second round of Infection Control Grants has been announced, with an additional £10.443m to be received by Norfolk in October and December 2020. This round requires 80% to be passed to care homes and community care providers. Funding for both payments has been paid to care providers in line with the

grant conditions. The allocation of the discretionary funds has focused on wider measures for care homes and community care providers, as well as day services.. This will enable wider use of funding for supporting staff with testing and vaccine rollout.

- 5.16 **Dedicated Home to School and College Transport Funding:** for transport authorities to help address the impact of social distancing rules on public transport, for the period September 2020 to February 2021 half term. A third tranche of £0.419m covering the first half of the Spring term was announced on 8 December 2020, bringing to the total for Norfolk to £1.669m.
- 5.17 **Wellbeing for Education Return Grant:** to support pupils' and students' wellbeing and psychosocial recovery as they return to full-time education in autumn 2020.
- 5.18 **Local Outbreak Control: Test and Trace Service Support Grant:** to fund expenditure relating to the mitigation against and management of local outbreaks of COVID-19 as part of the Council's public health responsibilities.
- 5.19 **Local government income compensation scheme for lost sales, fees and charges.** This scheme compensates local authorities for irrecoverable income losses due to the impact of COVID-19, as much as 75% of lost income where losses exceed 5% of planned income. The first claim of £2.657m, covered the period April to July 2020, and a second claim for the period from 1 August to 30 November 2020 totalling £1.523m was certified in December 2020. The claims are split between services as follows:

Table 4c: income compensation claims to date

	Apr-Jul	Aug-Nov
	£m	£m
Adult Social Services	0.253	0.078
Children's Services	0.647	0.277
Community and Environmental Services	1.260	1.027
Strategy and Governance	0.342	0.039
Finance and Commercial Services	0.155	0.102
	2.657	1.523

The scheme has been extended until June 2021, and further claims will be summarised in future reports.

- 5.20 **Emergency Assistance Grant / COVID Winter Grant Scheme:** to help those who are struggling to afford food, energy and water bills and other associated costs due to Covid-19.

Covid-19 related cost pressures

- 5.21 A summary of the forecast Covid-19 related cost pressures are as follows:

Table 4d: Covid-19 cost pressures

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Governance Department	Finance and Commercial Services and Finance General	Total
	£m	£m	£m	£m	£m	£m
Previously reported	59.722	8.689	20.712	1.138	15.057	105.318
Net changes this month	1.867	0.074	4.505	0.753	1.623	8.822
In year cost pressures	61.589	8.763	25.217	1.891	16.680	114.140
Corporate risk reserve					9.108	9.108
Total cost pressures	61.589	8.763	25.217	1.891	25.788	123.248
Government support						107.247
Net Covid-19 pressure						16.001

5.22 The net cost pressure has increased from £9.8m in P9, with additional pressures identified in the costs of recycled waste management, residual waste contract costs and on-street parking. The latest forecast cost pressure includes transfers to reserves of £9.1m to cover costs which are likely to be incurred in the early part of the next financial year. This will allow the Council to meet its response to the coronavirus pandemic.

5.23 Details of cost pressures by services are set out in Revenue Annex 2. The cost pressures shown in Finance and Commercial Services and Finance General include additional staff and property costs relating to the Covid-19 response and lost income from County Hall car park. Also within Finance General is the impact of the Council continuing to incur costs sourcing PPE, medical requisites, and cleaning materials for use across our services.

Other pressures

5.24 An additional element of cost mitigation included in forecast over and underspends is the Government's **Coronavirus Job Retention Scheme**. While the scheme has not been used to duplicate other sources of public funding, such as the Covid-19 support grants, the government has recognised that there are exceptional cases where, for example, Local Authorities have needed to close venues such as museums and registry offices. Claims for the period from March 2020 to the end of January 2021 total £1.027m.

5.25 A particular risk relates to Business Rates and Council Tax income. No pressures have been included for 2020-21 with any impact not expected to have an impact on the general fund until 2021-22 and this is being taken into account during 2021-22 budget setting. To assist future budgeting, the government will allow Council's to spread their tax deficits over 3 years rather than the usual one year

5.26 The costs and income pressure relating to Covid-19 vary from the overall Council forecast net overspend shown in this report. This is due to non-Covid-19 related under and over-spends, and actions already put in place by Chief Officers to mitigate the financial impacts of the pandemic.

Support to providers – delegated authority

- 5.27 In October 2020, Cabinet agreed to approve the continuation of financial support to both Adult Social Care and Children's Services providers as described in paragraphs 5.17 and 5.18 of Revenue Appendix 1 in the "Finance Monitoring Report 2020-21 P5: August 2020". This included delegating authority to the Cabinet members for both Adult Social Care and Public Health and Children's Services to make decisions relating to ongoing measures that are still needed to support providers for the remainder of 2020-21, subject to those payments remaining within the remaining Covid-19 funding available for that purpose.
- 5.28 The agreed approach for ongoing support of the market for the remainder of the 2020-21 financial year is as follows:

Children's Services

- a) Continue to pay short break providers in line with planned usage where those providers demonstrate a willingness to adapt services and utilise resources in alternative ways to support children and families where pre-COVID arrangements are no longer suitable;
- b) Continue to pay assessment, therapy and support providers for provision including where alternative methods of delivery are agreed due to COVID-19;
- c) Work with providers, where appropriate, to adapt their offer within existing resource envelopes to take account of changing needs and opportunities to enhance services identified during COVID-19;
- d) On a case-by-case basis, continue to offer financial support for additional COVID-19-related costs required to meet the needs of children and young people during the outbreak that cannot be met from existing payments; and
- e) On a case by case basis, continue to offer non-standard payments (such as payment in advance or loans) and sustainability support to providers experiencing financial difficulties that threaten the stability of their organisation and potentially jeopardises their ability to deliver their contractual obligations either now or in the short-to-medium future.

Adult Social Care:

For the period April until September:

- a) paying Residential and Nursing providers on actual contract levels;
- b) paying home support providers under minimum/fixed income levels;
- c) making an additional 6% provider support payments;
- d) extending the timescale of provider additional cost claims and
- e) continuing to pay building-based day care providers and developing person centred, safe alternatives.

For the period September to end of the financial year:

- a) paying Residential and Nursing providers on actual contract levels;
- b) paying home support providers based on actual delivery levels;

- c) continuing to pay building-based day care providers based on pre-covid service levels whilst they continue to develop person centred, safe alternatives;
- d) where identified and required financially responding to provider risk;
- e) continuing to administer new funding such when announced such as the Infection Control Fund.

At the same time as supporting our day care providers with ongoing payments, Adult Social Care have also not been charging customers for any Day Services they may have been receiving during this period.

- 5.29 We now near the commencement of 2021-22 financial year and, on the 22 February, as well as Full Council agreeing Norfolk County Council's 2021-22 budget, the Prime Minister announced the Government's roadmap to cautiously ease lockdown restrictions in England. With this roadmap in mind, and the ongoing impact of Covid-19 upon providers, it is proposed that for both Adult Social Care and Children's services the existing arrangements previously agreed by Cabinet in October 2020, and for Adult Social Care only, the non-charging of Adult Social Care customers receiving Day Support, are extended until 30 June 2021. This would then be reviewed in June 2021 to consider any future requirements depending upon progression along the Government's roadmap.
- 5.30 Any additional costs for providing this support relating to Children's services will be funded within the 2021-22 Children's Services authorised budget or from Children's Services Business Risk Reserve. Any additional costs for providing this support relating to Adult Social Care will be funded within the 2021-22 Adult Social Care authorised budget or from Adult Social Care Business Risk Reserve.

6 Budget savings 2020-21 summary

- 6.1 In setting its 2020-21 Budget, the County Council agreed net savings of £40.244m. Details of all budgeted savings can be found in the 2020-21 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 6.2 The latest monitoring reflects total forecast savings delivery of £22.199m and a **total shortfall of £18.045m** (45%) forecast at year end.
- 6.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2020-21 savings forecast

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Governance Department	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m
Budget savings	22.897	9.250	5.013	-0.613	1.389	2.308	40.244
Period 10 forecast savings	9.343	6.818	3.898	-0.838	0.670	2.308	22.199
Savings shortfall (net)	13.554	2.432	1.115	0.225	0.719	0.000	18.045

Commentary on shortfall savings

- 6.4 The impact of the COVID-19 pandemic is having a profound effect on the Council's ability to achieve planned budget savings. Further details on the emerging financial implications of COVID-19 including the impact of non-delivery of savings are reflected elsewhere in this report.
- 6.5 Thirty-five savings are forecasting a shortfall, representing a budgeted total savings value of £28.319m and a forecast gross savings shortfall of £18.958m. This total is before adjustment for forecast savings over-delivery of £0.913m detailed in the paragraphs below. Commentary on each saving is provided in Revenue Appendix Appendix 3.

Commentary on overdelivering savings

- 6.6 Two saving are currently forecast to over-deliver in 2020-21.

Adult Social Services:

ASC035 Investment and development of Assistive Technology approaches, budget £0.500m, over delivery £0.910m: Current projections, tested by the ASTEC Board, suggest we will over-deliver.

In addition, there is a favourable variance of £0.003m on ASC052 relating to the reversal of one-off use of repairs and renewal reserve.

2021-22 to 2023-24 savings

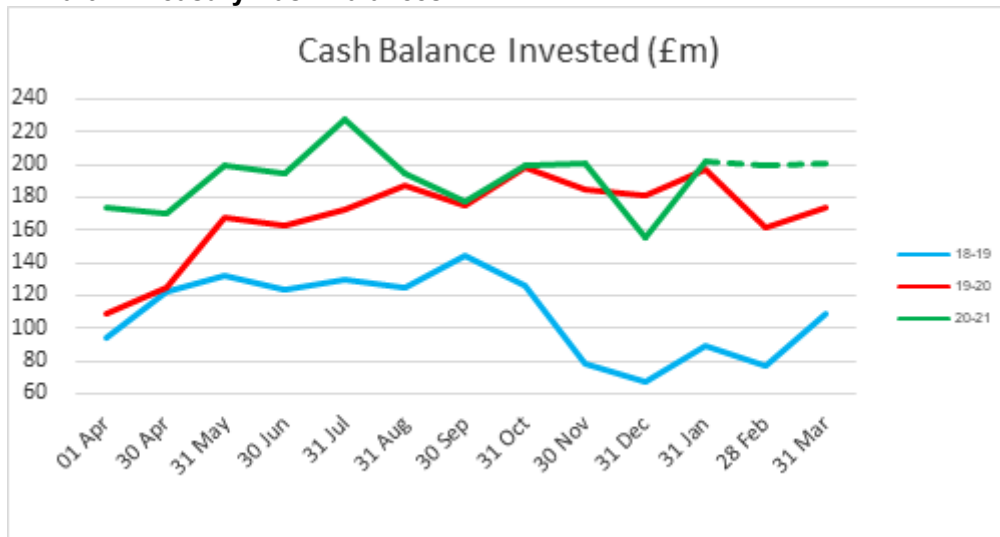
- 6.7 Budget setting in 2020-21 saw the approval of £20.747m savings for 2021-22, £2.383m for 2022-23 and £0.412m savings for 2023-24. Any impact on the

deliverability of these savings, including any 2020-21 savings that are permanently undeliverable, has been considered as part of the budget setting process for 2021-25.

7 Treasury management summary

- 7.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last two financial years to March 2020, and projections to March 2021.

Chart 2: Treasury Cash Balances

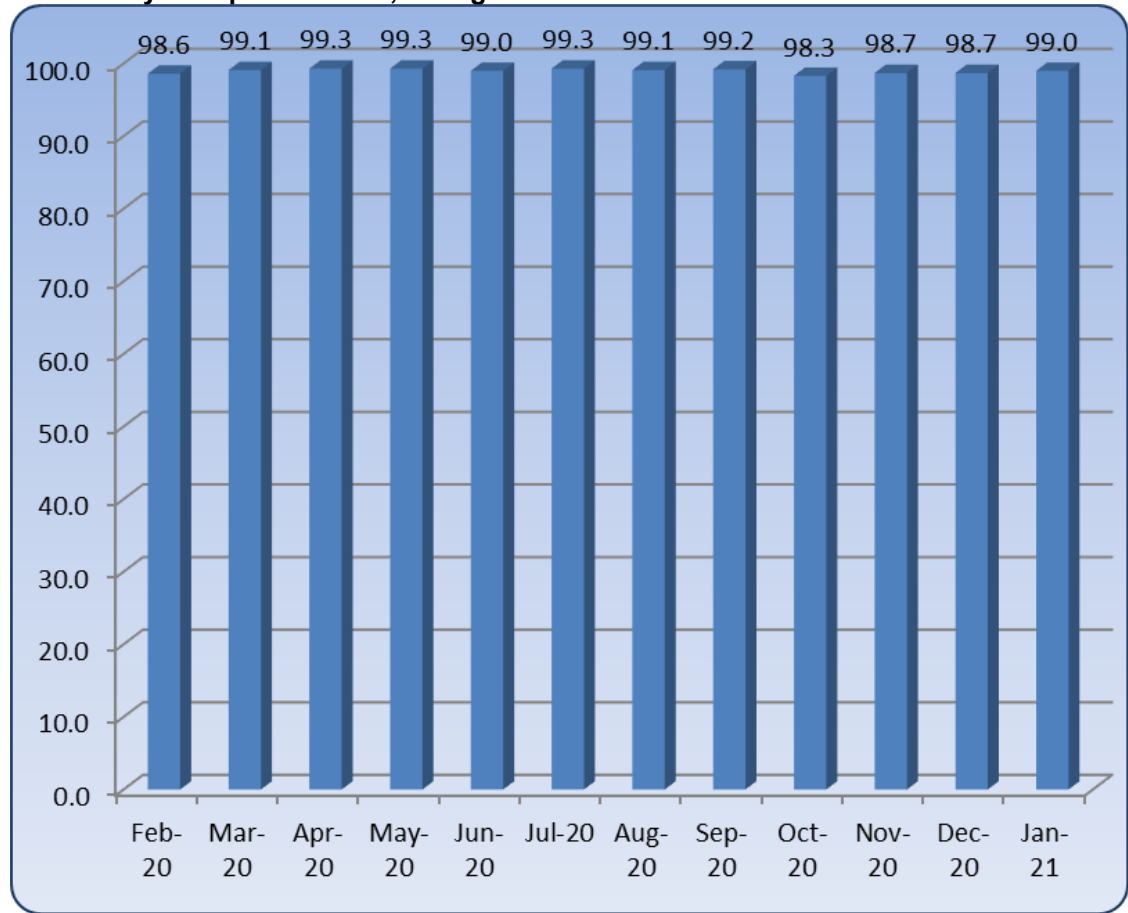


- 7.2 Assuming £80m is borrowed in the current financial year to fund capital expenditure, in line with the Council's 2020-21 Treasury Strategy, the forecast closing balance is approximately £200m. This forecast balance is above average for recent years and as a result some of the assumed borrowing might be deferred to 2021-22 to reduce the cost of carrying unnecessary borrowing.
- 7.3 PWLB and commercial borrowing for capital purposes was £699.8m at the end of January 2021. Associated annual interest payable on existing borrowing is £29.3m.

8 **Payment performance**

8.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 99.0% were paid on time in January against a target of 98%. The percentage has not dropped below the target of 98% in the last 12 months.

Chart 3: Payment performance, rolling 12 months



Note: The figures include an allowance for disputes/exclusions.

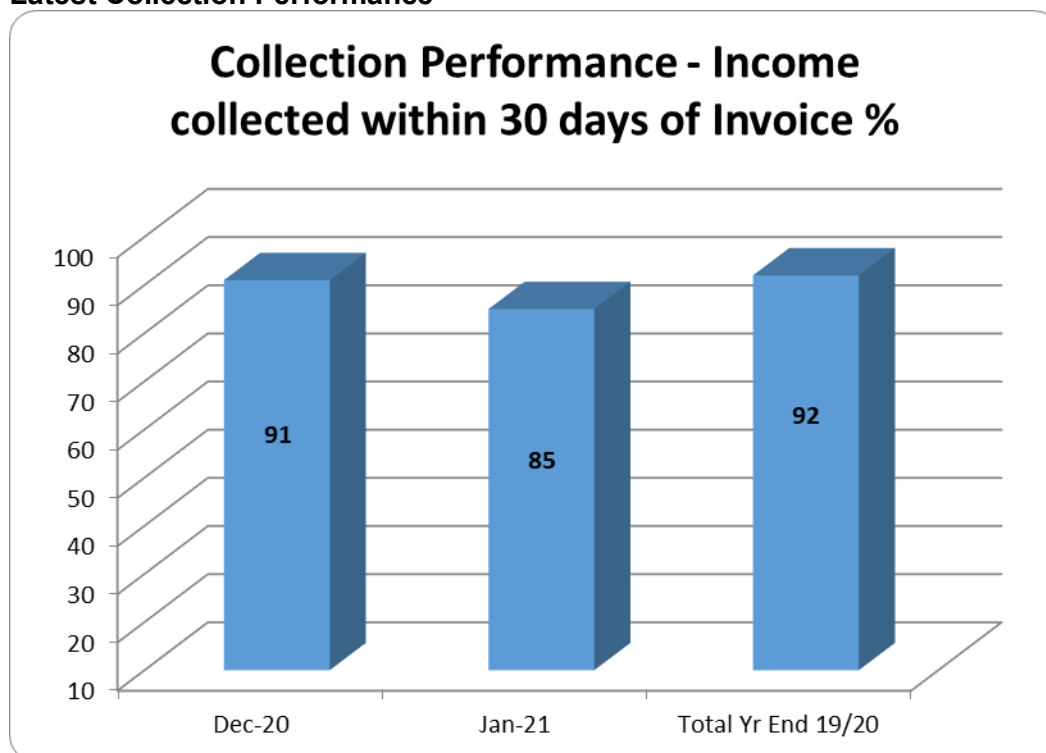
9 Debt recovery

- 9.1 **Introduction:** In 2019-20 the County Council raised over 160,000 invoices for statutory and non-statutory services totalling over £1.4bn. Through 2019-20 92% of all invoiced income was collected within 30 days of issuing an invoice, and 98% was collected within 180 days.

Debt collection performance measures – latest available data

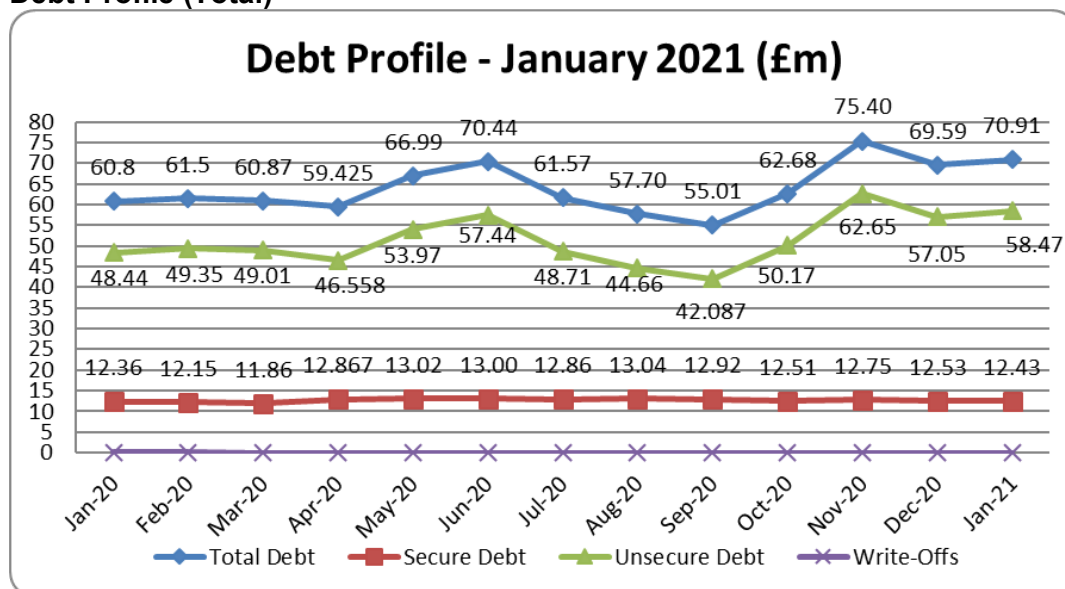
- 9.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 85% in January 2021.

Latest Collection Performance



- 9.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

Debt Profile (Total)



- 9.4 Of the £58.5m unsecure debt at the end of January, £15.7m is under 30 days. The largest area of unsecure debt relates to charges for social care, £48.1m, of which £27.3m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care.
- 9.5 Secured debts amount to £12.4m. Within this total £4.95m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 9.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 9.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 9.8 Elsewhere on the agenda there is a report recommending the removal of library charges for late returns for Children and young people in an effort to encourage more reading and to help support literacy post Covid. These charges have not been reflected as income in the financial ledger, and therefore do not require formal write-off.
- 9.9 For the period 1 April 2020 to the end of January 2021, 223 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £15,412.53.
- 9.10 No debts over £10,000 have been approved for write-off since 1 April 2020.

Forecast revenue outturn

Revenue outturn by service

Table A1a: revenue over and (under) spends by service

Service	Revised Budget	Net total over / (under) spend	Over / (under) spend as %	Forecast net spend
	£m	£m		£m
Adult Social Services	255.793	0.500	0.2%	256.293
Children's Services	196.311	0	0.0%	196.311
Community and Environmental Services	161.799	0	0.0%	161.799
Strategy and Governance	9.362	0.029	0.3%	9.391
Finance and Commercial Services	32.671	0.035	0.1%	32.706
Finance General	-225.515	-0.585	0.3%	-226.100
Forecast outturn this period	430.421	-0.021	0.0%	430.400
Prior period forecast	430.421	-0.165	0.0%	430.256

Reconciliation between current and previously reported underspend

Table A1b: monthly reconciliation of over / (under) spends

	£m
Forecast overspend brought forward	-0.165
Movements January 2021	
Adult Social Services	-0.500
Children's Services	-
Community and Environmental Services	-
Strategy and Governance	-
Finance and Commercial Services	
Finance General	0.644
Outturn over/(under) spend	-0.021

Covid-19 grant allocation by service

Table A1c: Covid-19 grant received and service allocations to mitigate overspends

	P8	Income	P9	P10	Total
		comp	Other		
	£m	£m	£m		£m
Adult Social Services	49.134	0.078	3.068	2.089	54.369
Children's Services	7.174	0.277			7.451
Community and Environmental Services	18.352	1.027	2.677	0.570	22.626
Strategy and Governance	0.674	0.039			0.713
Finance and Commercial Services	1.515	0.102			1.617
Finance General	20.469				20.469
Rounding	0.002				0.002
Covid-19 grants received	97.320	1.523	5.745	2.659	107.247

Revenue Annex 1 continued

The net underspend is a result of a range of underlying forecast over and underspends which are listed below.

Revenue budget outturn by service – detail

Adult Social Services	Over spend	Under spend	Changes
	£m	£m	£m
Purchase of Care	27.061		-2.454
Commissioned Services	1.445		0.020
Community Social Work		-0.807	-0.176
Business Development		-0.035	-0.020
Early Help & Prevention		-0.957	-0.422
Community Health & Social Care		-0.958	-0.111
Management, Finance & HR	1.135		2.663
Use of Infection control grant	22.829		
Covid-19 grant allocation		-49.213	
Adult Social Care Rapid Testing Fund		-3.068	
Full use of Adult Social Care Rapid Testing Fund	3.068		
Adult social care workforce grant		-2.089	
Full use of workforce grant	2.089		
Forecast over / (under) spends	57.627	-57.127	-0.500
Net total	0.500		
Children's Services	Over spend	Under spend	Changes
	£m	£m	£m
Learning & Inclusion	1.879		
Social Care	0.957		
Commissioning, Partnerships and Resources		-0.200	
Use of Home to School and College Transport Funding	1.669		
Use of Wellbeing for Education Return Grant	0.146		
Covid-19 grant allocation		-7.451	
Contribution to Children's Services Business Risk Reserve	3.000		
Forecast over / (under) spends	7.651	-7.651	
Net total	-		
Dedicated schools grant			
High Needs Block	11.822		0.164
Schools block		-0.259	-0.019
Increase in net deficit to be carried forward	-	-11.563	-0.145
Forecast over / (under) spend	11.822	-11.822	-
Net total	-		

Community and Environmental Services	Over spend	Under spend	Changes
	£m	£m	£m
Community Information and Learning	0.743		
Culture and Heritage	1.058		
Fire	0.298		
Growth and Development	0.906		
Highways and Waste	3.226		
Performance and Governance		-0.487	
Director of Public Health		-0.053	
Covid-19 grant allocations		-8.399	
Use of August-November income compensation grant to support services	1.027		
Local Outbreak Control: test and trace service support grant		-3.718	
Use of Local Outbreak Control: test and trace service support grant	3.718		
Contain Outbreak Management Fund		-9.337	
Use of Contain Outbreak Management Fund	9.337		
Clinically Extremely Vulnerable – first tranche		-0.602	
Use of Clinically Extremely Vulnerable – first tranche December	0.602		
Clinically Extremely Vulnerable – second tranche		-0.570	-0.570
Use of Clinically Extremely Vulnerable – second tranche January	0.570		0.570
Contribution to CES Business Risk Reserve	1.681		
Forecast over / (under) spend	22.596	-22.596	0
Net total	0		

Strategy, Finance and Finance General	Over spend	Under spend	Changes
	£m	£m	£m
Strategy and Governance			
Registrars and other net loss of income	0.742		
Covid-19 grant		-0.713	
Forecast over / (under) spend	0.742	-0.713	
	0.029		
Finance and Commercial Services			
Client Property Management	0.652		
Covid-19 related costs - loss of income/recharges	1.620		
Covid-19 related costs - savings delays	-		
Finance directorate reduced overheads and costs		-0.620	
Covid-19 grant allocation		-1.360	
Covid-19 income compensation scheme		-0.257	
Forecast over / (under) spend	2.272	-2.237	
	0.035		
Finance General (see below for narrative)			
Covid-19 additional costs – including a large proportion of PPE, shielding and homeworking costs.	9.768		0.189
IT equipment for digitally disadvantaged children	0.668		0.668
Income: transfers of PPE to partner organisations		-0.196	-0.042
DEFRA Local Authority Emergency Assistance Grant		-1.016	
Local assistance scheme	1.516		
COVID Winter Grant Scheme		-2.740	
Use of COVID Winter Grant Scheme funding	2.740		
Extended rights to free travel grant		-0.463	
Members travel		-0.086	
ESPO dividend		-0.121	-0.121
Interest on balances		-3.050	-0.050
MHCLG Covid-19 grant allocation		-5.104	
MHCLG Covid-19 grant tranche 3		-6.001	
MHCLG Covid-19 grant tranche 4		-5.608	
Transfer to new Corporate Covid Risk reserve (incorporating reserve to meet increase staffing capacity and related costs)	9.108		
Forecast over / (under) spend	23.800	-24.385	0.644
Net total		-0.585	

Finance General forecast over and underspends

Explanations for the Finance General forecast under and overspends are as follows:

Covid-19 additional costs and associated income:

- Covid-19 additional costs: forecast overspend £9.768m
- IT equipment for digitally disadvantaged children £0.668m
- Income: transfers of PPE to partner organisations: forecast underspend £0.196m
- Covid-19 grant allocation: forecast underspend £5.104m
- DEFRA Local Authority Emergency Assistance Grant for Food and Essential Supplies £1.016m (see paragraph below)
- Covid-19 grant tranche 3 – forecast underspend £6.001m
- Covid-19 grant tranche 4 – forecast underspend £5.608m transferred to corporate covid risk reserve.

Costs related to Covid-19 pandemic which have not been allocated to service departments have resulted in a forecast overspend, partly off-set by government grants. Expenditure includes the purchase of medical supplies and protective (PPE) clothing to ensure continuity of supply for council staff, care homes, early years providers and others. Some of this PPE is forecast to be transferred to partner organisations at cost. To address costs of meeting pressures from a Covid-19 “second wave”, a corporate covid risk reserve has been created to meet increase staffing capacity and related costs.

Local assistance scheme / Emergency Assistance Grant

The Norfolk Assistance Scheme helps by providing emergency food, cash and household expenses. Due to the coronavirus situation, a coordinated emergency relief response has been developed for Norfolk people in crisis. In period 3, government funding was made available which is being used to provide food and essential supplies for those in the greatest need. An additional 0.500m from Core Covid grant funding was allocated to the scheme, and in period 7 an additional £2.740m COVID Winter Grant Scheme government funding was received and is forecast to be fully spent in 2020-21.

Extended rights to free travel grant (forecast underspend £0.463m)

Additional grant forecast in respect of extended rights to free travel.

Members travel (forecast underspend £0.086m)

Since the start of the financial year, meetings have not been held at County Hall. Members have instead held meetings electronically significantly reducing the costs of travel.

ESPO dividend (underspend £0.120m)

NCC's share of Eastern Shires Purchasing Organisation surplus.

Interest on balances (forecast underspend £3.050m)

The interest payable/receivable budget was prepared on the basis of a number of assumptions including cash flows, interest rates and the amount of borrowing. The cost and timing of borrowing has resulted in a significant forecast underspend.

Covid-19 grant tranche 3 – (forecast underspend £6.001m)

As noted in section 5 of this report, Covid-19 grant tranche 3 government funding of £6.001m was allocated to the Council to defray Covid related costs. This funding is now being used to off-set central PPE costs within Finance General.

Corporate Covid risk reserve (£9.107m)

As noted in section 5 of this report, Covid-19 grant tranche 4 government funding of £5.607m has been allocated to a new Corporate Covid risk reserve. An additional £3.5m allocation has been approved.

Revenue Annex 2

Impact of Covid-19 – forecast cost pressures

Forecast cost pressures summarised in paragraph 5 of the main report are as follows:

	2020-21 Forecast £m
<u>Identified / forecast costs</u>	
Adult Social Care	
Enhancements to packages of care where not related to hospital discharge (mainly LD and MH and includes care need escalation)	1.450
Additional Block capacity purchased from market	0.500
Provider support payments to cover liquidity/sustainability issues and any additional costs where not specifically related to a person's changing care needs	11.541
Other care market pressures	3.722
Paying for additional day time support to Supported Living/Residential providers whilst the day centres are closed	0.945
Loss of income: Adults: No charges for services not received	0.613
Equipment and Support for our teams (e.g. PPE for in-house teams)	0.035
Support for people experiencing domestic abuse	0.150
Loss of savings: Adults: Savings delivery risk	10.567
Temporary postponed implementation of the second phase of the charging policy implementation (2020-21 cost pressure)	3.000
Equipment - spike in usage and increase in costs	0.200
Weekend or Overtime staff costs	0.700
Vulnerable People Resettlement	0.080
Redeployed interims	0.100
Full use of infection control funding	22.829
Full use of Adult Social Care Rapid Testing Fund	3.068
Workforce Capacity Fund for adult social care	2.089
Adult Social Care Total	61.589
Children's Services	
Loss of income - Children's Services - Estimate primarily relating to trading with schools	1.796
Loss of income - Transport	0.360
Safeguarding campaign - <i>Project Stay Safe</i>	0.010
Loss of savings: Children's: Savings delivery risk	2.476
Maintaining Early Year's Provision	0.400
Education Cell Outbreak Management Centre	0.090
Additional placement costs for over-18s	0.497
Additional placement costs for under-18s	0.292
Additional costs of contracted delivery	0.206
Sustainability grants and support to the market	0.250

	2020-21 Forecast £m
Enhanced Zoom licenses	0.015
Additional frontline agency costs	0.554
Book fund for Social Work apprentices	0.002
Full use of Home to School and College Transport Funding	1.669
Full use of Wellbeing for Education Return Grant	0.146
Children's Services Total	8.763
Community and Environmental Services	
Food boxes for older people (NCC provision)	0.700
Local Service Strategy additional expenditure	0.005
Customer Services additional expenditure	0.032
Waste – Contract costs reflecting 15% increase in residual waste volumes	1.868
Waste – Recycling credits reflecting 15% increase in recyclables / garden waste	0.677
Reopening Recycling Centres – (traffic management, security, volume increase)	0.630
Loss of income: CES including Museums / Libraries	2.596
Loss of income: CES including Adult Education / Records Office	0.785
Loss of income: CES including Highways and Public Transport	1.070
Loss of income: CES including Planning and Development	0.097
Loss of income: CES including Recreation and Sport	0.024
Loss of income: Parking Services	0.500
Loss of income: CES including Centres and Blue Badges	0.325
Loss of income: CES including On-street Parking	1.296
Loss of savings: CES	0.290
Growth and Development	0.012
Joint comms systems for the Norfolk Resilience Forum	0.075
Loss of income: Resilience Training	0.008
Full use of Local Outbreak Control: test and trace service support grant	3.718
Full use of Contain Outbreak Management Fund	9.337
Full use of Clinically Extremely Vulnerable – first tranche	0.602
Full use of Clinically Extremely Vulnerable – second tranche January	0.570
Community and Environmental Services Total	25.217
Strategy and Governance	
Norfolk Community Foundation - grant donation	0.100
Increased Coroner's costs	0.520
Loss of income: Registrars	1.035
Additional HR staff costs	0.172
Additional I&A staff costs	0.064
Strategy and Governance Total	1.891
Finance and Commercial Services and Finance General	
Emergency Planning Director / Strategic Command Group / MAFG Director costs	0.020
Covid response costs - redeployed staff, property costs	0.800
Mortuary facility vans provided by NORSE	0.004
Corporate procurement of PPE	5.750
Food distribution hub - Site costs	0.146

	2020-21 Forecast £m
Re-assignment of FES staff (HR and Finance System replacement) to COVID-19 response	0.335
Homeworking equipment	1.200
Extension of SWIFTS Pool Cars / Enterprise	0.040
Extension of Norfolk Assistance Scheme (NAS)	1.516
Software solution from Agilisys and Microsoft to handle the contacts to vulnerable adults in receipt of Letters and all related activities	0.060
Lost income not eligible on lost SFC scheme	0.561
Loss of income across Finance and Commercial Services including IMT Services to Schools, Property and Car Park income	0.402
Loss of income from Schools audits	0.018
Loss of income in Corporate Property Team	0.066
IMT - Infrastructure - Extra Data Bundles on mobile phone contract/Extra Ccaas Telephony re staff WFH/Staff Overtime	0.105
Additional staff costs in Finance net of travel savings	0.026
Loss of savings: Finance and Commercial Services / Finance General	0.463
Additional costs associated with the NCC schools contracts, between NCC and Norse Eastern Ltd	0.750
Vulnerability Tracker App	0.010
Provision for match funding Business Rates Pool to establish Norfolk Strategic Fund	1.000
Use of COVID Winter Grant Scheme funding	2.740
IT equipment for digitally disadvantaged children	0.668
Finance and Commercial Services and Finance General Total	15.725
Covid-19 financial pressures Norfolk County Council total	114.140

Revenue Annex 3

Commentary on forecast savings shortfalls

Commentaries on savings shortfalls referred to in paragraph 6 of the main report are as follows:

Adult Social Services:

ASC006 Promoting Independence for Younger Adults, budget £5.000m, shortfall £2.550m: Relies on our ability to offer alternatives (including accommodation) which are not currently available. Staff teams set up for dedicated reviewing have been repurposed to directly support COVID response. There is less ability to focus on prevention when in crisis and needs may escalate due to current pandemic. The service has reviewed the schedule of LD PFAL cases expected to transition in 2020-21 and the forecast saving has been reduced in relation to forecast Autism costs.

ASC006 Promoting Independence for Older Adults, budget £5.000m, shortfall £4.000m: Operational teams are focused on the COVID response. Elements of plan to deliver requires governance that has not yet been set up and has been delayed due to programme manager redeployment.

ASC036 Maximising potential through digital solutions, budget £1.000m, shortfall £0.887m: The current climate adds difficulty in restructuring services and has materially impacted pricing structures.

ASC038 Procurement of current capacity through NorseCare at market value: budget £1.000m, shortfall £1.000m: The provider is focused on delivery of safe services in COVID and not on service transformation.

ASC046 Revise the NCC charging policy for working age adults to apply the government's minimum income guarantee amounts, budget £3.000m, shortfall £3.000m: At the outbreak of the pandemic, a decision was taken to mitigate the changes to the Minimum Income Guarantee (MIG) that would have been implemented in April, for four months, recognising the impact that the lockdown would have on people and the services they receive. The cost of this decision was covered by some of the Government's Covid-19 funding that the Council received. Cabinet has decided given the impact to date, and the uncertainty of the future for those affected by the changes, to continue to mitigate the impact of phase 2 of the changes to charging. This would be extended to allow for Government intentions around funding reform for social care to be published.

ASC049 Shift to community and preventative work within health and social care system – demand and risk stratification, budget £1.000m, shortfall £0.800m: The pandemic has meant that some areas of work and system changes have been delayed, although work is restarting and there will be potential for more opportunities through collaboration and remodelling of systems there remains risk in this financial year.

ASS001 Expanding home based reablement, which saves money in the long term by preventing unnecessary hospital admissions and supporting more people to swiftly return home from hospital, budget £3.000m, shortfall £0.750m: Service is focused on safe discharge and therefore long-term outcomes may suffer leading to higher ongoing costs.

ASS002 Expanding accommodation based reablement, which saves money by enabling people with higher needs to quickly return to their home from hospital without needing residential care, budget £0.750m, shortfall £0.600m: Provision of new accommodation based reablement beds has been postponed due to pandemic and those we have, have been repurposed to COVID support.

ASS003 Extending home based support for people with higher level needs or dementia so that they can remain in their home especially after an illness or hospital stay, which saves money on residential care, budget £0.200m, shortfall £0.100m: The service is fully focused on supporting discharge.

ASS004 Working better across health and social care teams to help prevent falls, which in turn helps prevent hospital admissions and saves money on residential care, budget £0.140m, shortfall £0.140m: Elements of plan to deliver requires governance that has not yet been set up and has been delayed due to programme manager redeployment.

ASS005 Supporting disabled people to access grants that are available for access to education and support to attend university, budget £0.050m, shortfall £0.050m. This saving will continue to be pursued where possible, but is identified as at risk due to change of focus for many grants and universities.

ASS006 Increasing opportunities for personalisation and direct payments, which will help both increase choice of services and value for money, through more efficient commissioning, budget £0.500m, shortfall £0.200m. Some of the work has been refocused to support the pandemic response and recovery. Although there will continue to be opportunities to increase personalisation, there will be challenges for delivering the value for money aspect of the work.

ASS007 Reviewing how we commission residential care services to save money by making sure we have the right services in the right place, budget £0.500m, shortfall £0.200m. This saving will continue to be reviewed throughout the year, but commissioning actions have needed to focus on the system capacity and to secure adequate capacity as part of the hospital discharge service requirements. Challenges currently faced across the market will make it difficult to deliver savings from these contracts.

ASS008 Developing consistent contracts and prices for nursing care by working more closely with health services, budget £0.190m, shortfall £0.190m. The service is currently working under the Government Hospital Discharge Service Requirements, and the council is contracting for both health and social care nursing contracts. The challenges currently faced across the social care market will make it deliver savings from these contracts in this financial year.

Children's Services:

CHS001 Prevention, early intervention and effective social care – Investing in an enhanced operating model which supports families to stay together and ensures fewer children need to come into care, budget £1.000m shortfall £0.607m: At the start of the financial year, we were unable to work as closely with some families to support resilience during isolation, family support networks reduced, and pressure of people being at home together potentially leading to an increase in domestic abuse. Additionally, resources have been diverted away from transformation activity due to the covid-19 response, resulting in delays to planning and implementation of the programme.

CHS003 Transforming the care market and creating the capacity that we need – Creating and commissioning new care models for children in care – achieving better outcomes and lower costs, budget £3.500m, shortfall £1.825m: It is been harder to move forward new foster carers, people wanting to adopt, and permanency arrangements as social workers have been restricted to essential visiting only where necessary to ensure the safety and welfare of a child. Resources have also been diverted away from transformation activity due to the covid-19 response and, additionally, construction work delays have impacted upon the opening of new semi-independent accommodation for care leavers and solo / dual placements for children looked after.

Community and Environmental Services:

CMM045 Income generation – Norfolk Community Learning Services, budget £0.125m shortfall £0.125m: Closed sites and reduced activities impacting income generation opportunities.

CMM046 Income generation – Library and Information Service, budget £0.111m shortfall £0.111m: Closed sites and reduced activities impacting income generation opportunities.

CMM060 Increased income – Trading Standards and library service, budget £0.070m shortfall £0.070m: Closed sites and reduced activities impacting income generation opportunities.

EDT050 Improved management of on-street car parking, budget £0.350m shortfall £0.350m: Less on street parking during lockdown.

EDT065 Household Waste Recycling Centres – reuse shops, budget £0.050m shortfall £0.050m: Closed sites and reduced activities impacting income generation opportunities.

EDT068 Re-model back office support structure, budget £0.090m shortfall £0.090m: The support services have restructured following the transfer of works to Norse, however we have not been able to deliver the saving in the way that we had originally anticipated.

CES005 Adjusting our budget for recycling centres in line with predicted waste volumes, budget £0.200m shortfall £0.200m: In previous years we had seen reduced waste volumes at HWRC's, however due to the Covid-19 pandemic, based on recent activities we are expecting an increase in volumes.

CES020.1 Income generation across various Community and Environmental Services budgets. (Trading Standards calibration), budget £0.025m shortfall £0.025m: Closed sites and reduced activities impacting income generation opportunities.

CES020.2 Income generation across various Community and Environmental Services budgets. (Trading Standards trusted trader), budget £0.024m shortfall £0.024m: Closed sites and reduced activities impacting income generation opportunities.

CES020.3 Income generation across various Community and Environmental Services budgets. (Norfolk Records Office), budget £0.020m shortfall £0.020m: Closed sites and reduced activities impacting income generation opportunities.

CES020.5 Income generation across various Community and Environmental Services budgets. (Escape Room income), budget £0.015m shortfall £0.015m: Closed sites and reduced activities impacting income generation opportunities.

CES020.8 Income generation across various Community and Environmental Services budgets. (Developer travel plans), budget £0.030m shortfall £0.030m: Closed sites and reduced activities impacting income generation opportunities.

CES020.9 Income generation across various Community and Environmental Services budgets. (Equality and Diversity), budget £0.005m shortfall £0.005m: Closed sites and reduced activities impacting income generation opportunities.

Strategy and Governance Department:

CMM047 Registrars Service – external income, budget £0.150m shortfall £0.150m: Additional income could not be achieved due to Covid-19 restrictions on ceremonies.

P&R086 Coroners relocation to County Hall, budget £0.050m shortfall £0.050m: The relocation has not yet occurred.

SGD003 Reducing our spending on ICT, budget £0.025m shortfall £0.025m: Issues with implementation of a system have prevented a reduction in ICT costs.

Finance and Commercial Services:

B&P002 Property centralisation of budgets, budget £0.400m shortfall £0.314m: Finance and Commercial Services savings at risk of delay due to the Covid-19 pandemic.

P&R027 Property savings, budget £0.650m shortfall £0.380m: Finance and Commercial Services savings at risk of delay due to the Covid-19 pandemic.

BTP005 Reviewing all of Norfolk County Council's traded services to make sure they are run on a fair commercial basis - IMT Schools, budget £0.099m shortfall £0.025m: Finance and Commercial Services savings at risk of delay due to the Covid-19 pandemic.

Finance General:

BTP001-5 Business Transformation savings: Currently forecasting no variance on the delivery of planned Business Transformation savings. An updated plan and new business transformation baseline are being prepared. Any updates to the forecast delivery of savings will be included in future monitoring to Cabinet.

Appendix 2: 2020-21 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

1 Capital Programme 2020-21

- 1.1 On 17 February 2020, the County Council agreed a 2020-21 capital programme of £282.688m with a further £253.909m allocated to future years', giving a total of £536.577m.
- 1.2 Additional re-profiling from 2019-20 resulted in an overall capital programme at 1 April 2020 of £645m. Further in-year adjustments have resulted in the capital programme shown below:

Table 1: Capital Programme budget

	2020-21 budget	Future years
	£m	£m
New schemes approved February 2020	21.497	24.414
Previously approved schemes brought forward	261.650	235.779
Totals in 2020-23+ Budget Book (total £543.340m)	283.147	260.193
Schemes re-profiled after budget setting	94.503	0.598
Other adjustments after budget setting including new grants	7.531	
Revised opening capital programme (total £645.972m)	385.181	260.791
Re-profiling since start of year	-146.880	146.880
Other movements including new grants and approved schemes	79.239	55.832
Total capital programme budgets (total £767.120m)	317.540	565.971

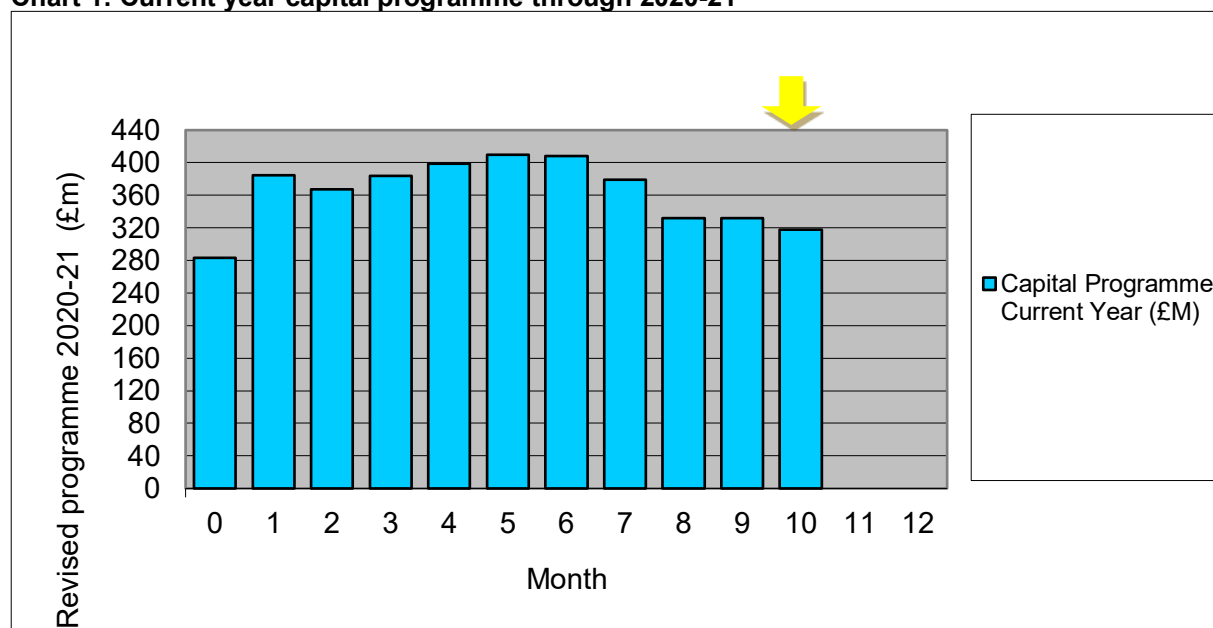
Note: this table and the tables below contain rounding differences

- 1.3 The "future years" column above includes existing and new schemes approved as part of the 2020-21 capital strategy and programme.

Changes to the Capital Programme

- 1.4 The following chart shows changes to the 2020-21 capital programme through the year.

Chart 1: Current year capital programme through 2020-21



- 1.5 Month “0” shows the 2020-21 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1 followed by the most up to date programme. The current year programme will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

- 1.6 The current year’s capital budget is as follows:

Table 2: Service capital budgets and movements 2020-21

Service	Opening program me	Previous report	Reprofil ng since previous report	Other Changes since previous report	2020-21 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	122.963	71.410	-10.321	-0.050	61.039
Adult Social Care	15.604	11.627	-0.106	0.000	11.521
Community & Environmental Services	165.262	188.354	-1.799	2.303	188.858
Finance & Comm Servs	81.252	60.436	-4.357	-0.055	56.025
Strategy and Governance	0.100	0.100			0.100
Total	385.181	331.928	-16.584	2.198	317.543
				-14.385	

Note: this table may contain rounding differences.

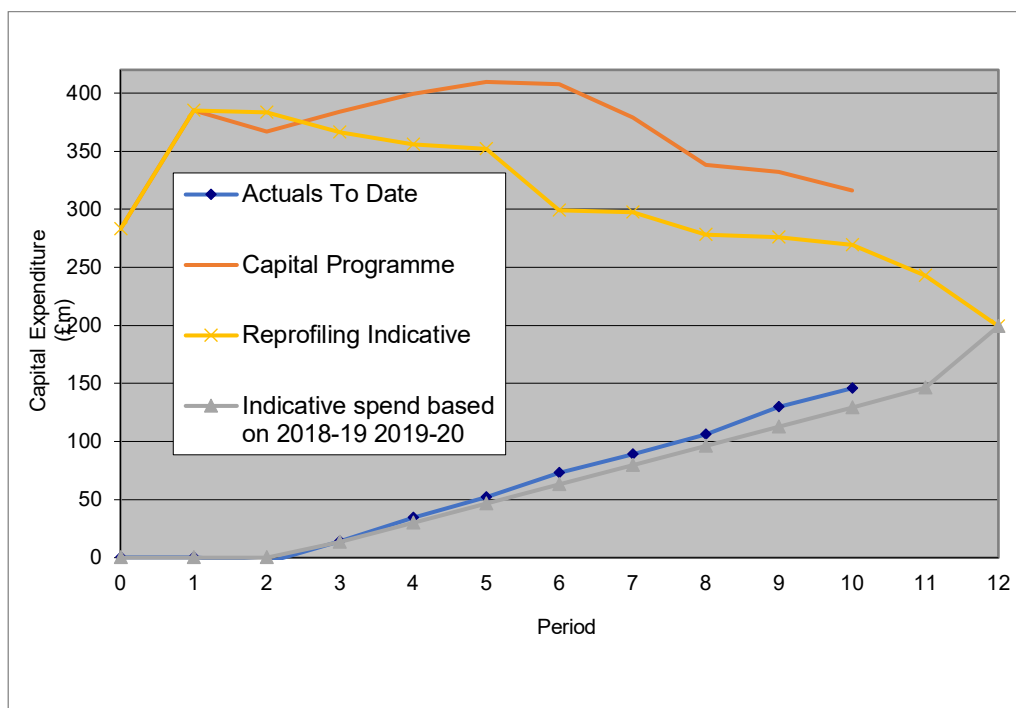
- 1.7 The revised programme for future years (2021-22 to 2023-24 and beyond) is as follows:

Table 3: Capital programme future years 2021+

Service	Previously reported future programme	Reprofil ng since previous report	Other Changes since previous report	New schemes approved County Council	2020+ Future Capital Budget
	£m	£m	£m		£m
Children's Services	204.158	10.321	4.726	7.000	226.206
Adult Social Care	37.442	0.106	0.000	19.700	57.248
Community & Environmental Services	130.580	1.799	7.000	33.815	173.194
Finance & Comm Servs	62.613	4.357	0.000	41.953	108.922
Strategy and Governance	0.400				0.400
Total	435.193	16.584	11.726	102.468	565.971
			28.310		

Note: this table contains rounding differences

- 1.8 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that budgets are being re-profiled to future years as the progress on projects becomes clearer. As a result, capital expenditure of approximately £220m - £230m is expected to take place in 2020-21.

2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

Table 4: Financing of the capital programme

Funding stream	2020-21 Programme £m	Future Years Forecast £m
Prudential Borrowing	145.368	422.125
Use of Capital Receipts	-	-
Revenue & Reserves	0.526	-
<i>Grants and Contributions:</i>		
DfE	32.082	50.715
DfT	100.187	58.117
DoH	8.546	0.291
MHCLG	0.240	0.019
DCMS	5.532	0.183
DEFRA	0.133	1.940
Developer Contributions	10.853	21.455
Other Local Authorities	0.859	-
Local Enterprise Partnership	3.809	-
Community Infrastructure Levy	0.849	4.282
National Lottery	2.463	6.771
Commercial Contributions	3.224	-
Business rates pool fund	1.658	-
Other	1.215	0.073
Total capital programme	317.543	565.970

Note: this table may contain rounding differences

- 2.2 Additional prudential borrowing approved at 22 February 2021 County Council has been included in the table above.
- 2.3 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the re-payment of debt and transformation projects, rather than being applied to fund capital expenditure.
- 2.4 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980). The Commercial Contribution referred to above is in respect of next generation broadband access (Better Broadband for Norfolk).

3 Capital Receipts

- 3.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.
- 3.2 The capital programme, approved in February 2020, gave the best estimate at that time of the value of properties available for disposal in the three years to 2022-23, totalling £14.0m.

Table 5a: Disposals capital programme forecast

Financial Year	Property sales forecast £m
2020-21	10.6
2021-22	1.5
2022-23	1.9
2023-24	1.0
	14.0

The timing of future year sales is the most optimistic case, and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

Table 5b: Capital receipts and forecast use current financial year £m

Capital receipts 2020-21	£m
Capital receipts reserve brought forward	1.347
Loan repayments – subsidiaries forecast for year	0.504
Loan repayments – LIF loan repayments to date	2.638
Actual property sales to P9 net of estimated costs	2.557
Secured capital receipts to date	7.046
Potential current year farms sales	0.965
Potential current year non-farms sales	2.184
Potential development property sales	2.900
Potential capital receipts	13.095
Forecast use of capital receipts	
Budget 2020-21 to repay debt	2.000
Maximum flexible use of capital receipts to support transformation costs	3.000
Total forecast use of capital receipts	5.000

As can be seen from this table, sufficient capital receipts will be secured in order to support the 2020-21 revenue budget. Further sales may occur this year to increase the value of capital receipts, and estimated values are shown above, but the timing cannot be guaranteed.

4 New capital schemes

4.1 Great Yarmouth Operations and Maintenance Campus

A proposal for Norfolk County Council to deliver the Great Yarmouth Operations and Maintenance Campus project is elsewhere on this agenda. The proposal is to create an Operations and Maintenance Campus at the southern tip of the South Denes peninsula, close to the outer harbour and river port. It is subject to New Anglia LEP increasing the Enterprise Zone Pot B intervention rate.

If approved by Cabinet and County Council, the proposal will add a further £17m to the Capital Programme of which £9m will be funded by prudential borrowing.

4.2 Farms capital improvements

The County Farms Estate is seeking additional capital funding of £1.249m for the 2021-22 financial year to meet specific identified capital schemes including projects to comply with legislation, to alleviate flooding and improvement works for various farms, as set out in the following table:

Project	Amount Requested £m	Justification
Burlingham - Harefen Farm. Extension to House	0.177	Project to extend the property to provide a new bedroom for the expanding family
Mautby, Paston Farm – Concreting and footpath	0.141	To support the further improvements to the farmyard and to comply with planning regulation.
Mautby, Upper Wood Farm South - Conversion of Building to Butchery outlet	0.029	To support the expansion of the care farm and the associated business.
Stow & Marshland, Poplar Farm - House Refurbishment	0.059	Refurbishment ahead of letting of the farm when it is repossessed from the current tenant
Stow & Marshland, New Road Farm - House refurbishment	0.059	Refurbishment ahead of letting of the farm ahead of the letting in 2022
Burlingham - Highfield Farm, South Walsham	0.028	The continuation of the drainage works carried out in November 2020, to alleviate the flooding around Newport Farm and the house. This will see the old drainage pipes replaced to take the water away towards Here Fen.
Septic Tank Replacement Schemes	0.294	To fund the improvement works to comply with legislation
Welney, NCC Farm - Bungalow refurbishment	0.059	Refurbishment ahead of letting of the farm ahead of the letting in 2022
Stow & Marshland, Newlings Farm - Replacement Modular House	0.353	To replace the current property, which is beyond economic repair, with a new house.
Hilgay Fen, Ten Mile Bank - New Access Track	0.035	To improve the farm track at the farm which is in disrepair. Safety issue to prevent the railway access to the building in the future. (fatality at this junction in past years).
Hilgay Pleasant House - Improvement work to barns inc concreting	0.106	To improve the barns and provide a concrete floor and sidings to allow the building to be used for the storage of crops post-harvest up to a standard approved by the certifying body. Concrete

		standing to the front the buildings, for turning and storage of sugar beet when necessary.
Stow & Marshland, White City Road. Roadway improvement & provision of gate	0.059	To improve the security (Hare coursers) to the properties on White City Road and the fields beyond.
Southery Brandon Creek, Farthing Farm - Provision of new concrete pad	0.071	To replace the house (which is to be demolished) with a new concrete pad to the buildings
Primrose Hall Farm - Improvement	0.050	The refurbishment and damp issues to be undertaken to the property.
Land Drainage Schemes General	0.235	There has been a significant increase in the number of requests for land drainage especially in the west to counter the effects to 2 very wet winters.
Clinks Care Farm, Open Sided Cattle Barn	0.059	A request from the tenant for further buildings to provide support an expansion in their business
Fendale Farm, Nordelph Concreting to Yard	0.035	To improve the farmyard which has suffered from no investment for a number of years. The concreting will see the wash off directed to the balancing ponds in the Nitrate Sensitive Zone, preventing a breach of regulations.
Total forecast spend	1.849	
LESS previously approved	(0.600)	Amount previously approved already in 2021-22 capital programme
Additional capital funding requested	1.249	

This request for additional funding is a result of additional projects being identified as necessary in the forthcoming financial year. Where it is possible to do so whilst maintaining legislative compliance and rental income, non-essential capital projects are deferred to future financial years to reduce the call on additional funding.

Benefits to the estate of this investment include meeting the Council's statutory and contractual liabilities as a landowner and meeting its obligations as landlord. In respect to the other projects mentioned, this investment will ensure that the Estate is fit for purpose by providing modern facilities which will underpin current levels and future rent increases and allow existing sites to come forward for redevelopment. Where the capital investment (in a building) is new provision or an improvement rather than replacement, an estate infrastructure charge will be levied on the tenant.

It is proposed that the additional capital funding borrowing being requested will be repaid from future capital receipts over the next five financial years from disposals of surplus Estate assets and property for redevelopment.

Capital Annex 1 - changes to capital programme since last Cabinet

			2020-21	2020-21	21-22+	21-22+	
Service	Project	Funding Type	Change (£m)	REPROFILE	Change (£m)	REPROFILE	Reason
Adult Social Care	Living well Homes for Norfolk	NCC Borrowing		-0.106		0.106	Reprofile as per expected spend
Total Adult Social Care			0.000	-0.106	0.000	0.106	
Children's							
	Spooner Row S106 income	Developer contributions			0.042		S106 income received
	Hunstanton Developer contribution	Developer contributions			0.177		S106 income received
	Hemsby S106 Funding	Developer contributions			0.118		S106 income received
	Hethersett Developer contribution	Developer contributions			0.009		S106 income received
	King's Lynn Developer contribution	Developer contributions			0.028		S106 income received
	Poringland Developer cont	Developer contributions			0.156		S106 income received
	Attleborough Developer cont	Developer contributions			0.296		S106 income received
EC4859	AC - Ormiston Academy Costessey	CIL			4.000		CIL funding
EC3826	Loddon Developer contribution	Developer contributions		0.250	-	0.250	Reprofile according to expected need
EC3846	Hemsby S106 Funding	Developer contributions		0.015	-	0.015	Reprofile according to expected need
EC4341	CM - Brundall Primary	DfE Basic need		-0.020		0.020	Reprofile according to expected need
EC4348	CM - Fakenham New SEN School	NCC Funding		-0.417		0.417	Reprofile according to expected need
EC4348	CM - Fakenham New SEN School	DfE Basic need		-1.183		1.183	Reprofile according to expected need
EC4354	CM - Hingham Mobile Replacement	DfE Capital Maintenance		-0.100		0.100	Reprofile according to expected need
EC4596	AC - Gayton Primary	DfE Capital Maintenance		-1.993		1.993	Reprofile according to expected need
EC4708	CM - Hillcrest SRB	NCC Funding		0.057	-	0.057	Reprofile as per latest cost report
EC4728	AC - Edith Cavell SRB	NCC Funding		0.041	-	0.041	Reprofile according to expected need
EC4745	CS-Great Yarmouth SEMH School	NCC Funding		-2.200		2.200	Reprofile according to expected need
EC4747	CM - SEND	NCC Funding		0.500	-	0.500	Reprofile according to expected need
EC4750	HARNESSING TECHNOLOGY	DfE Capital Maintenance		-0.534		0.534	Reprofile according to expected need
EC4792	CM-Attleborough Junior Reorg	DfE Capital Maintenance		-0.030		0.030	Reprofile according to expected need
EC4822	Condition Funding	NCC Funding		0.250	-	0.250	Reprofile according to expected need
EC4828	CM - North Denes New School	DfE Capital Maintenance		-1.000		1.000	Reprofile according to expected need
EC4829	CM - Thetford New Primary	DfE Basic need		0.060	-	0.060	Reprofile according to expected need
EC4852	CS - Harford Manor Modular	DfE Capital Maintenance		-0.050		0.050	Reprofile according to expected need
EC4859	AC - Ormiston Academy Costessey	DfE Capital Maintenance		0.200	-	0.200	Reprofile according to expected need
EC4862	AC - North Lynn, Lynnsport	DfE Basic need		-0.500		0.500	Reprofile according to expected need
EC4874	CM - Hethersett New Primary	Developer contributions		-0.500		0.500	Reprofile according to expected need
EC4882	CM - Silfield New Primary	Developer contributions		0.040	-	0.040	Reprofile according to expected need
EC4884	CM - Hoveton St John Primary	DfE Capital Maintenance		-0.120		0.120	Reprofile according to expected need
EC4889	New - North Norwich High	DfE Basic need		-0.030		0.030	Reprofile according to expected need
EC4901	AC - Wymondham Secondary Expansion	DfE Basic need		-0.500		0.500	Reprofile according to expected need
EC4905	AC Hethersett Academy Expansion	DfE Basic need		-0.500		0.500	Reprofile according to expected need
EC4908	CM - Poringland Phase 3	DfE Funding		0.006	-	0.006	Reprofile according to expected need
EC4911	VC - Bradwell New Primary	DfE Basic need		0.001	-	0.001	Reprofile according to expected need
EC4923	AC - Sprowston Academy Modular replacement	DfE Basic need		-0.015		0.015	Reprofile according to expected need
EC4930	Blofield New Primary access road	Developer contributions		-0.050		0.050	Reprofile according to expected need
ECAPFM	CAPITAL FORMULA	DfE Devolved Capital Funding		-2.000		2.000	Reprofile according to expected need
ECAPCD	Cloud accounting for schools	NCC Borrowing	-0.050		-0.100		Funding no longer required
Total Children's services			-0.050	-10.321	4.726	10.321	

EDT - Other							
PQ3035	Replacement HWRC Norwich	Internal	0.120				Extra Funding from Revenue PM5000 - as per RBO
CTS002	T Stds Weighing Instrument-Calibration Lab	NCC Borrowing		-0.025		0.025	Budget reprofiled from 20/21 to 21/22
PQ6002	Single Employee Portal	NCC Borrowing		-0.161		0.161	Budget reprofiled from 20/21 to 21/22
Fire							
CF0506	Fire Vehicle replacement	NCC Borrowing		-1.430		1.430	
CF0389	Attleborough FS maintenance	NCC Borrowing	0.055				Funding from CPT for Attleborough Maintenance
CF0507	Critical equipt replacement program.	NCC Borrowing		-0.147		0.147	
Libraries							
LL0799	S106 Pelham appl. (Land at Sillfield) site A WYM	Developer contribution		-0.015		0.015	Reprofile budgets as per expected need
LL0705	S106 Brandon Road, Swaffham SWA	Developer contribution		-0.018		0.018	Reprofile budgets as per expected need
LL1042	NML Children's Library Improvements	NCC Borrowing		-0.003		0.003	Reprofile budgets as per expected need
Highways	Minor budget movements	External	0.628				
	ANoC10 Countrywide LED replacement	NCC Borrowing	1.500		7.000		LED replacement as agreed Sept 20
Total CES			2.303	-1.799	7.000	1.799	
Offices							
CA2275	NFRS Changing & Assoc Facil - Cap Maint (20/21)	NCC Borrowing	-0.055				Funding moved to Attleborough FS Maintenance
CA2252	Norfolk One Public Estate Programme	NCC Borrowing		0.040		-0.040	Reprofile budgets as per expected need
CA2232	VARIOUS:FIRE SFTY REQUIRE	NCC Borrowing		-0.474		0.474	Reprofile budgets as per expected need
CA2291	CH Monorail & Priory Hse Lift Replace (20/21)	NCC Borrowing		-0.438		0.438	Reprofile budgets as per expected need
CA2248	Corporate Offices Capital Maintenance	NCC Borrowing		-1.444		1.444	Reprofile budgets as per expected need
Offices - County Hall							
CA2251	Room Booking System Replacement	NCC Borrowing		-0.011		0.011	Reprofile budgets as per expected need
CA2256	County Hall Forecourt - Remedial Works	NCC Borrowing		0.310		-0.310	Reprofile budgets as per expected need
CA2255	County Hall Heating/Cooling Systems	NCC Borrowing		-0.076		0.076	Reprofile budgets as per expected need
CA2265	County Hall Refurbishment Phase II 2019-2021	NCC Borrowing		-0.882		0.882	Reprofile budgets as per expected need
CA2257/CA2253	County Hall Refurbishment - Phase II	NCC Borrowing		-0.501		0.501	Reprofile budgets as per expected need
Minor Works							
AA0400	Corporate Minor Works Pot	NCC Borrowing		-0.185		0.185	Reprofile budgets as per expected need
CA2202	DSBLD DISCRM ACT 00	NCC Borrowing		-0.227		0.227	Reprofile budgets as per expected need
AA0400	Corporate Minor Works Pot	NCC Borrowing		0.065		-0.065	Reprofile budgets as per expected need
PQ6003	Social Infrastructure Fund	NCC Borrowing		-0.534		0.534	Reprofile budgets as per expected need
Total Finance			-0.055	4.357	-	4.357	
Total			2.198	-16.584	11.726	16.584	

Cabinet

Item 17

Decision making report title:	Repton Property Developments Ltd Business Plan
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Cllr Greg Peck (Cabinet Member for Commercial Services and Asset Management)
Responsible Director:	Simon George (Executive Director of Finance and Commercial Services)
Is this a key decision?	No
<p>Introduction from Cabinet Member</p> <p>Repton Property Developments Limited has identified opportunities to develop existing Norfolk County Council owned assets with the potential to create in excess of 600 residential properties including 240 affordable dwellings. The first site for 137 homes in Acle received planning permission in June 2020, and has started on site, and planning permission for a second site of 200 homes at Hopton on Sea was approved by Great Yarmouth Borough Council in October 2020. Additionally, planning has been submitted for sites at Caister, Lingwood, Attleborough and Hunstanton. During 2021/22 the company will also be progressing other sites as set out in the business plan.</p> <p>This report and the attached annex provide details of the Business Plan for Repton Property Developments Limited to 31st March 2022.</p> <p>Executive Summary</p> <p>In order to aid good governance, Cabinet is tasked with reviewing and approving the Business Plan of the wholly owned company, Repton Property Developments Limited.</p> <p>Recommendations</p> <p>Cabinet is asked to:</p> <p>Review and approve the Repton Property Developments Ltd Business Plan to 31st March 2022 to ensure it reflects the aspirations of the shareholder.</p>	

1. Background and Purpose

- 1.1. Repton Property Development Ltd (Repton) was established in 2017, with the primary objective to undertake direct property development with the aim to maximise the financial returns for the Council to support service delivery.

- 1.2. The Business Plan has been approved by the Repton Board, virtually by email, in February 2021.
- 1.3. In accordance with the Financial Regulations, the Business Plan for the period to 31st March 2022 is presented to Cabinet for final approval.

2. Proposals

- 2.1. Cabinet is asked to review and approve the Repton Business Plan for the period to 31st March 2022.

3. Impact of the Proposal

- 3.1. Repton Property Developments Ltd directors are clear on the shareholder's requirements, and Cabinet is fulfilling its responsibilities to monitor and receive reports on the Business Plan of a Norfolk County Council (NCC) wholly owned company.

4. Evidence and Reasons for Decision

- 4.1. Repton Property Developments Ltd Board has approved a Business Plan and is subsequently seeking Cabinet's consent to operate the Company in accordance with the Business Plan.

5. Alternative Options

- 5.1. NCC, as Shareholder, could set alternative objectives for the wholly owned company and request a revised Business Plan.

6. Financial Implications

- 6.1. These are set out within the attached Business Plan.

7. Resource Implications

- 7.1. **Staff:**
The Company utilise several NCC staff and reimburse NCC for the cost of their time.
- 7.2. **Property:**
None at present although the intention is for NCC to sell surplus land at market value to Repton. The sites will then be developed, and the new homes sold to the public.
- 7.3. **IT:**
None for NCC.

8. Other Implications

8.1. Legal Implications

None for NCC

8.2. **Human Rights implications**

Development Service Providers used by Repton have robust processes in place to cover bribery and modern slavery.

8.3. **Health and Safety implications**

The directors are responsible for discharging the Health and Safety duties of the Company.

8.4. **Sustainability implications** (where appropriate)

None

8.5. **Any other implications**

None

9. Risk Implications/Assessment

- 9.1. If Cabinet decide not to approve the business plan it runs the risk of causing operational delay and additional costs for the company. Repton has its own comprehensive risk register which is monitored and managed by the company directors.

10. Select Committee comments

- 10.1. None

11. Recommendations

- 11.1. Cabinet is asked to:

Review and approve the Repton Property Development Ltd Business Plan to 31st March 2022 to ensure they reflect the aspirations of the shareholder.

Officer Contact

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

Officer name: Simon George

Tel No.: 01603 222400

Email address: Simon.george@norfolk.gov.uk



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

Final 1.0

Business **Plan**

2021/22

Author:	Repton Property Developments Ltd Board
Version:	Final 1.0
Date:	12 th February 2021
Adopted by Board:	24 th February 2021
File ref:	S:\NCC OWNED COMPANIES\REPTON Property Developments Ltd\Governance\Business Plan\2021 Jan Business Plan

Contents

1	EXECUTIVE SUMMARY	3
2	INTRODUCTION	3
3	MISSION.....	4
4	PRODUCT	4
5	FINANCIAL APPRAISAL PARAMETERS	5
6	LAND ACQUISITION.....	5
7	MODUS OPERANDI	6
8	COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS	7
9	FUNDING.....	8
10	MARKET ANALYSIS	8
11	TAX.....	9
12	DIVIDENDS	9
13	SWOT ANALYSIS.....	10
14	TARGETS AND KEY PERFORMANCE INDICATORS.....	10
15	FINANCIAL BUSINESS PLAN.....	11
Appendix 1		12
Site plans		
Appendix 2		18
Financial Business Plan		
Appendix 3.....		19
Pipeline of Completions by Financial Year		

1. EXECUTIVE SUMMARY

- 1.1. This document sets out the Business Plan for Repton Property Developments Ltd for the immediate foreseeable future with an emphasis on the next financial year and covers the four sites being managed by Lovells plus the six smaller sites managed by Torrington and, potentially, one site by NPS. It provides the company's vision and broad strategic objectives, as well as the financial forecasts that sit behind the Business Plan.
- 1.2. Broadly, the Business Plan sets out the context and background to the Company.
- 1.3. The Company has identified opportunities to develop existing Council owned assets with the potential to create in excess of 600 residential properties, including 240 affordable dwellings. Current estimations show 4 completions in 2021/22, rising to a peak of 233 completions in 2023/24.
- 1.4. Finance will produce a timeline and cash flow of the sites to show profitability and timings. This will be built from site appraisals as we progress through the lifecycle of each site.
- 1.5. This is a further iteration of previous Business Plans and represents a 1-year forecast.

2. INTRODUCTION

- 2.1. Repton Property Developments Ltd was established in 2017 with the primary objective to undertake direct property development with the aim of maximising the financial returns (capital receipts and revenue income) for the Council to support service delivery.
- 2.2. In addition, the Council through its ownership of the company is seeking wider social, economic and environmental outcomes and the following secondary objectives were also established:
 - Contributing to meeting Norfolk's growing housing demand.
 - Provision of quality homes to raise design and performance standards.
 - Provide economic stimulus by increasing overall capacity for property development and by taking control for developing specific sites preventing land banking.
 - Support creation of quality jobs and economic growth.
- 2.3. Initially the company will develop land that is surplus to Norfolk County Council use. This land is sold by the County Council to Repton at market value based on the status of the land i.e. whether it has/has not a suitable planning permission and following a viability assessment.
- 2.4. It is anticipated that the company may, in the future, acquire land on the open market to develop out. This is not anticipated within the current 1-year period.

3. MISSION

- 3.1. To create the homes where people can thrive and live.
- 3.2. Sites will be developed to be planning policy compliant.

4. PRODUCT

- 4.1. The main product will be residential dwellings for market sale. The site layout and home types will be designed to meet the requirement of maximising return from the developments subject to planning policy compliance or, where applicable, Repton secondary objectives.
- 4.2. The affordable housing elements to meet or exceed planning policy compliance will be acquired by registered providers procured through tender. The affordable element could include social rent, affordable rent and shared equity offers – as informed by the Local Planning Authority.
- 4.3. There is no intention to meet the shareholder's (Norfolk County Council) service provision objectives such as, for example, older persons accommodation or sufficiency strategies for young people leaving care, other than those directed by planning policy or imposed in a planning permission obtained for a site.
- 4.4. The management and maintenance of the public realm elements will either be offered to the Parish Council or a management company will be established for each development.
- 4.5. Repton's homes will respond to evolving energy efficiency standards in future building regulations. Some homes may be built to higher standards earlier to better understand future mandatory requirements ahead of deadline.
- 4.6. There will be a key focus on ensuring that non-latent home defects are eliminated by the point of sale and that Repton maintains high standards of customer service and aftercare through its contractual relationships with its development partners.
- 4.7. Repton has an aspiration to provide a high-quality product in all its homes. Through the small sites programme, Repton will seek to distinguish itself and its product through good design.
- 4.8. All roads on development sites, where adoption is an option, will be constructed to a standard to be adopted by the local highway authority.

5. FINANCIAL APPRAISAL PARAMETERS

- 5.1. To assess the viability of individual scheme, on the larger sites contracted with Lovell, the company will use the measure:

- Return on Capital Employed (ROCE)

This is a typically used housebuilding industry measures as a means of appraising schemes. ROCE is normally calculated before corporate overheads. Repton has a target of 25%.

- 5.2. The Smaller sites programme, with Torrington and NPS, uses a measure of 'profit on-cost'. Typically, schemes must make a profit of 15% -20% included within the Gross Development Costs. The residual balance of the scheme's income is the value Repton can offer for the land.

6. LAND ACQUISITION

- 6.1. Repton's current approach is to acquire bare land or brown field sites from Norfolk County Council with, as a minimum, an extant outline planning permission for residential development that has at least 2 years to run. The site at Acle was acquired by Repton on 30th March 2020 for £2.2M and construction is now under way. The next five sites listed below (plans in Appendix 2) have been appraised and at the appropriate point a decision, whether or not to proceed, will be made, based on formal development appraisal:

- Hopton on Sea, Land East of Lowestoft Road.
- Attleborough, Land West of Hargham Road.
- Attleborough, Land East of Hargham Road
- Caister on Sea, Land west of St Nicholas Drive
- Lingwood, Former Lingwood First School

- 6.2. A second phase of five sites listed below (plans in Appendix 2 are also being appraised to access viability, following receipt of planning permission for residential development and will seek appropriate acquisition and development decisions at key milestones:

- Hunstanton
- South Walsham
- Attleborough
- Trowse
- Lingwood

- 6.3. The estimate programme of completions for the next 5 years is outlined in the table below. Dates are target and subject to change:

	21/22	22/23	23/24	24/25	25/26
Market	4	93	107	108	74
Affordable	0	49	126	46	8
Total	4	142	233	154	82

- 6.4. Norfolk County Council will continue to develop a “pipeline” of sites they wish to dispose of, and discussions will continue as to which sites will be offered to Repton.
- 6.5. Norfolk County Council also have sites available that have not yet been allocated for residential use in the local plan for the district they sit in. NCC are likely to offer Repton the opportunity to promote some of these opportunities and it is likely be at the company’s risk, however Repton anticipates this will be on the basis of a greater return for the company.
- 6.6. It is not anticipated that for the current 1-year period Repton will acquire 3rd party sites on the open market.

7. MODUS OPERANDI

- 7.1. A comprehensive procurement exercise was undertaken in 2018 which culminated in the appointment of Lovell Partnerships Ltd as a single supplier with the full range of development and construction services required to deliver new dwellings to the market and subsequently sell them, for the first four Repton sites. This arrangement with Lovell Partnerships Ltd has allowed Repton to acquire an off the shelf development structure without the need to appoint staff to carry out these roles. This will enable delivery to be brought forward quickly in the short to medium term. This arrangement will be regularly reviewed and is designed to cover the first four sites.
- 7.2. Each of the four sites have Outline planning consents, the sites at Acle and Hopton now have full reserved matters consent (June 2020 and December 2020 respectively). Lovell have provided fully costed viability proposals with approval to progress to the next appropriate stage in the development process. Acle is now under construction, Hopton is programmed to commence April 2021, subject to land acquisition and contract completion with Lovell, Attleborough (west of Hargham Road), a reserved matters planning application has been submitted, whilst Attleborough (east of Hargham Road) is in pre-planning application stage.
- 7.3. An overarching Development Services Agreement was negotiated and signed with Lovell in October 2019. Each development site will then be individually contracted using the PPC2000 partnering contract.

- 7.4. A further procurement exercise took place in October 2019 which resulted in the appointment of Torrington Properties Ltd as a Development Manager for the 6 smaller sites. Torrington Properties Ltd will lead and manage the full range of professional, technical, construction and support service to deliver each site design until after sales support.
- 7.5. Two of the smaller sites (Caister and Lingwood) have outline planning permission; full reserved matters applications are submitted awaiting full planning consents during 2021, with an ambition to also bring forward Hunstanton, Trowse, Attleborough (Chapel Rd) and South Walsham sites for planning application submissions during this timeframe.
- 7.6. An agreement is in place with Torrington Property Ltd, with an Appointment of Development Manager contract, to be signed per site at the appropriate point.
- 7.7. Negotiations have recently concluded successfully with NPS along similar lines for Development Management services.
- 7.8. Employers Agent services providing client-side cost and design oversight have also been contracted following a procurement exercise undertaken early in 2019. The supplier is Richard Utting Associates from Norwich.
- 7.9. Legal services advising on contracts and company governance is currently being provided by Mills and Reeve LLP based in Norwich.
- 7.10. For auditing and tax advice Larking Gowen have been appointed. Barclays Bank has been appointed as the company's banker and NHBC registration has been secured.
- 7.11. Board monitors and oversees risk and progress. The Board has overall responsibility for authorising spend and progress on schemes. Officers and the Development Managers present reports and data for questioning and approval. Board meetings are held on a bi-monthly cycle.

8. COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS

- 8.1. Repton Property Developments Ltd (Repton) is a private company limited by shares wholly owned by Norfolk County Council (NCC) which has ultimate control of its business activities.
- 8.2. The Company has been established in accordance with the Companies Act 2006 including the appointment of a Board of Directors for the Company and the adoption of Articles of Association.

- 8.3. All board directors are approved by the shareholder (NCC) and comprise the following:

• Two Councillors	Representatives of the County Council's Cabinet	Cllr A Proctor Cllr G Peck
• Two Officers	Selected from with County Council teams as having the appropriate experience	Mr. H Bullen Mr. A Collier
• Two independents	Appointed following a competitive process	Mr. S Hardwick Mr. M Spry

- 8.4. The County Council's shareholder function is discharged through its Cabinet with the actual work delegated to the Executive Director of Finance and Commercial Services.

- 8.5. Numerous Norfolk County Council staff perform service for Repton and their time is recharged. These services include:

- Development Management services
- Supporting the Board and ensuring governance procedures are carried out.
- Providing insurance.
- Providing financial advice.
- Providing audit services.

9. FUNDING

- 9.1. The County Council as shareholder is the key funder for the company. The County Council has established, through its own governance arrangements the principle of providing loans to Repton. Repton currently has a £25m loan facility with the shareholder which is drawn down upon Board approval or when authority is delegated to specific board members.

10. MARKET ANALYSIS

- 10.1. The housebuilding market in Norfolk is dominated by national and larger regional housebuilders primarily developing along the A11 corridor and within the Greater Norwich sub-region.
- 10.2. Significant development has occurred over the last 5 years however the slowdown in the housing market over late 2018 and early 2019, the Covid 19 Pandemic, the Stamp Duty Holiday and Brexit have all contributed to an uncertain economic climate. A long, sustained period of house price growth is foreseeably coming to an end and means that the market in the short to medium term is unlikely to see the same growth of prices or delivery. The next 5-year period could see cost inflation out stripping sales price inflation with a consequent effect on margins. The glut of house sales associated with the recent stamp duty holiday has depleted housebuilders stocks of land and new homes and land replenishment is likely to be a feature of the 2021 market.

- 10.3. Housebuilders have been factoring higher build costs into land bids, in anticipation of the higher energy efficiencies that will be part of building regulations with effect from June 2022.
- 10.4. The Construction trade is reporting shortages of building materials as a Covid and Brexit consequence and early procurement has been used to mitigate this risk.
- 10.5. Repton will take a conservative view of market risk and a regular review of the current market conditions will be performed quarterly, utilising recent UK housing market updates published by Savills, local intelligence and The Building Cost Information Service (BCIS).
- 10.6 In terms of the competition in Norfolk, Persimmon and Taylor Wimpey are the national housebuilders with the largest programs, whilst Barratts, Kier, Hill and Lovells all have sites in the County. Hopkins Homes are the largest of the regional housebuilders and have seen a large expansion in their turnover. Smaller regionals in Norfolk, more on a scale with Repton's aspirations, are Norfolk Homes, Badger Homes and Able Homes. Housing Associations are recent entrants into the open market sale sector with Orbit Housing, Clarion, Flagship Housing and Saffron all having significant developments in the region. Eastlight are a new entrant to the market. Housing Associations have recently taken on a relatively higher proportion of private sale risk and some are now starting to reduce their programmes in light of new market uncertainties.
- 10.7. In respect of target market: early research for the St Edmund's Park, Acle site has shown demand is likely to be from local people wishing to upsize; and people from surrounding rural area wishing to move from their larger but older property to newer properties that are easier to look after. The research for the Land East of Lowestoft Road, Hopton site shows that demand is likely to be from incomers to Norfolk. Each site in the Repton programme is subject to specific Market research from stage 0 and this informs how the site is designed, appraised and taken forward. Some sites may be better suited to an all affordable product, others may be a high end sales product. Sensitivity analysis is undertaken for each site to show the effects of changes within the housing market on financial outturns.

11. TAX

- 11.1. VAT and corporation tax have been registered with HMRC and monthly VAT returns are completed. Repton have also registered for the Construction Industry Scheme.

12. DIVIDENDS

- 12.1. It is envisaged that any surplus funds/profits will be paid to the shareholder using dividends. It should also be noted that the shareholder receives a land payment and a return from the interest charged on borrowing.

13. SWOT ANALYSIS

- 13.1. The following is a summary of the key strengths, weaknesses, opportunities and threats to Repton Property Development Ltd:

Strengths:

- Ability to secure funding at competitive rates.
- Council support.
- Initial funding available.
- Several Council owned sites available for redevelopment.

Weaknesses:

- Timescales for planning, development and construction before significant number of homes become available for sale and produce income.

Opportunities:

- Increase of affordable housing within the County.
- Income generation for the General Fund arising from profit.
- Support for local people to buy a home (or rent from the affordable housing provider).

Threats:

- Any future government change in the view of council companies/prudential borrowing.
- Downturn in economy leading to a fall in house prices.
- Increase in interest rates.
- Legal challenge over 'state aid'.

14. TARGETS AND KEY PERFORMANCE INDICATORS

- 14.1. The proposed targets and key performance indicators are tabled out in Appendix 1 and at this point in the programme reflect priorities of obtaining planning permission, de-risking the affordable homes sales and Starting on Site. As Repton moves into a delivery and handover stage, KPI's will inevitably change to reflect new priorities.
- 14.2. A suite of key performance indicators for health and safety will be identified for each development site. Identification will be undertaken in co-operation with Lovell Partnership Ltd & Torrington Properties Ltd & NPS immediately after each site is transferred to Repton and prior to commencement of site operations.
- 14.3. Moving forward additional targets could be considered as the business matures, but only if the return warrants it. For example:
- Increase in energy performance measured using the SAP (Standard Assessment Procedure) system comparing like for like dwellings.
 - Number of dwellings constructed on any one development to a "lifetime" standard (following adoption of a defined standard).
 - Number of defects reported within one year of Practical Completion

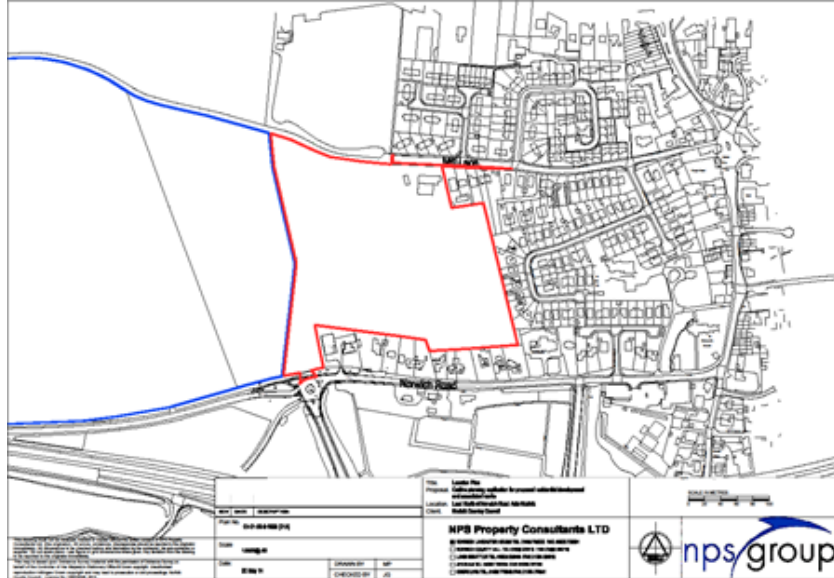
- Customer satisfaction surveys

15. Financial business plan – 2021/22

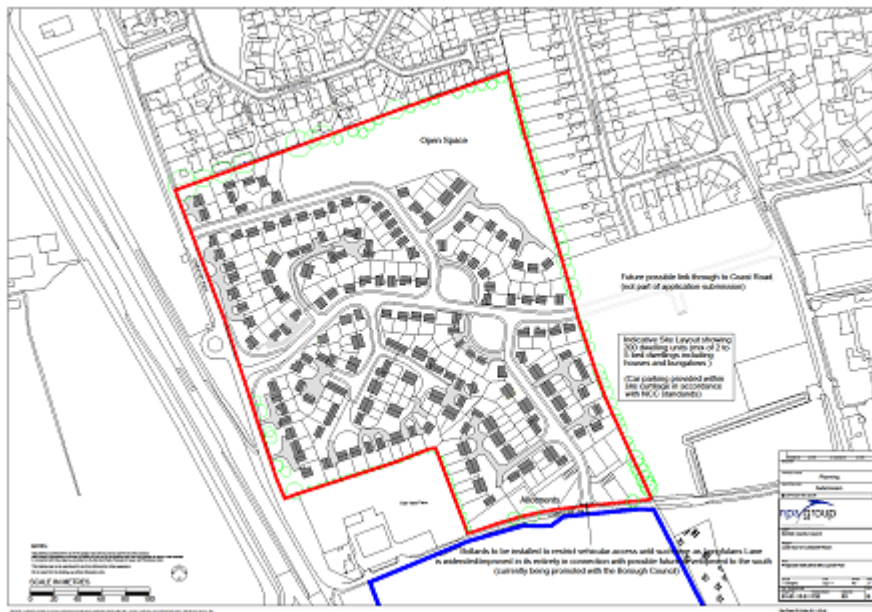
- 15.1. Appendix 2 includes the financial business plan operating statement for 2021/22.
- 15.2. The information is based upon the latest forecasts for both the Lovells and Torrington sites and includes the agreement to sell part of the Acle site to Clarion.
- 15.3. In summary, during the next 5 years existing Lovells sites are anticipated to generate £116.5m of sales, and Torrington sites £30.7m. This includes all of the sites in paragraphs 6.1 and 6.2 except the second Lingwood site in 6.2 which is at an early stage of consideration. These figures will be revised annually to reflect updated information on the existing sites as they progress and any new sites that are added to the programme.
- 15.4. Sales margin is recognised at the time of sale, based upon sales price less demonstrable costs per unit.
- 15.5. Appendix 1 shows the summary position for each of the current Lovells and Torrington site programmes. Future forecasts will be subject to change as additional sites are added, or market conditions change.
- 15.6. A profit after taxation of £0.338m is forecast for the year to 31st March 2022, based upon anticipated sales at Lovells sites of £10.5m, and Torrington sites of £1.9m.
- 15.7. Borrowing is expected to peak during 2021/22 and 2022/23 as building of the properties gathers pace across several sites and there is a time delay until private sales are achieved when cash flow would turn positive. It is anticipated that new sites will be added to the programme and as these are developed, they will use the positive cash flow from earlier sites to minimise company borrowing. Cashflow will be a key indicator for the company and reports will be presented to each Board meeting. The shareholder has approved a total loan facility of £25.0m. To date £1.8m of the facility has been utilised.
- 15.8. Shareholder's funds are estimated to be £2.6m at 31st March 2021.

Appendix 1

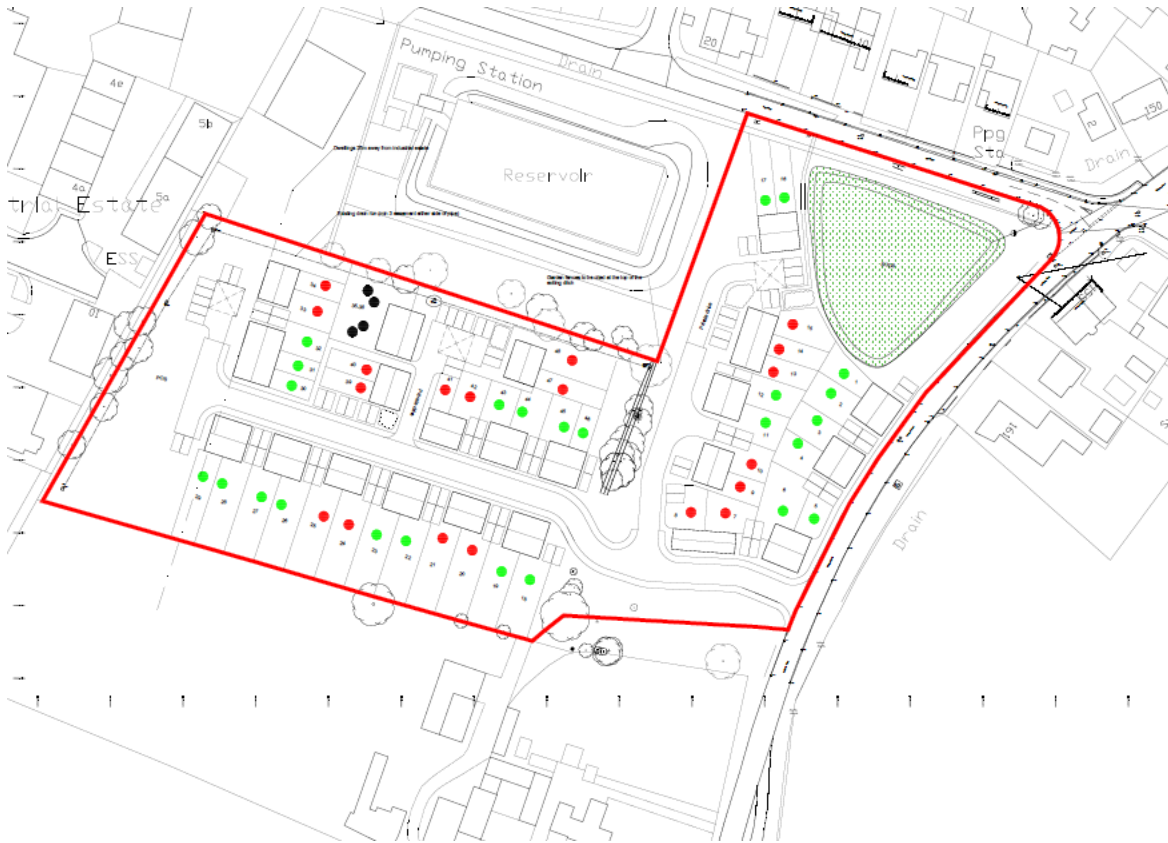
St Edmunds Acre - Land north of Norwich Road **Site plan**



Hopton on Sea - Land East of Lowestoft Road **Site plan**



Attleborough 1 - Land South of New Road (Indicative plan - STP)
Site plan



Attleborough 2 site, Land East of Hargham Road: (Indicative plan - STP)

Site plan



Nicholas Drive Caister:
Site plan



Former Lingwood First School, Lingwood site: (Indicative plan - STP)
Site plan



Hunstanton: (Indicative plan - STP)

Site plan



Land at Attleborough: (Indicative plan - STP)

Site plan



Land at Trowse: (Indicative plan - STP)

Site plan



Land at South Walsham: (Indicative plan - STP)

Site plan

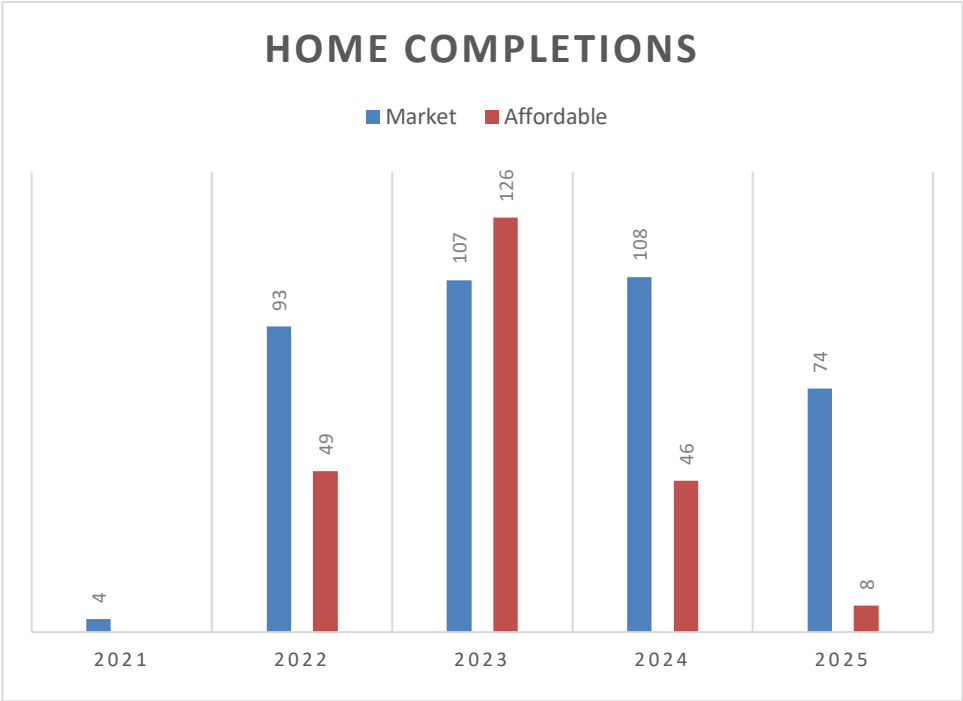


Appendix 2

Repton Property Developments Ltd – Operating Statement 2021/22

Operating Statement	Estimated year to 31 March 2022 £m
Turnover	
Sale of land and housing units	12.404
Cost of Sales	
Land purchase and build costs	10.854
Gross Profit before taxation	1.550
Overheads	0.622
Financing costs	0.590
Net profit before taxation	<u>0.338</u>

Appendix 3 – Pipeline of Completions by financial year



Report to Cabinet

Item No. 18

Report title:	Hethel Innovation Ltd Business Plan and Proposed Expansion
Date of meeting	8 March 2021
Responsible Cabinet Member	Cllr Greg Peck (Cabinet Member for Commercial Services and Asset Management)
Responsible Director	Simon George (Executive Director of Finance and Commercial Services)
Is this a key decision?	No
Introduction from Cabinet Member <p>This report and the attached annex provide details of the Hethel Innovation Ltd (HIL) Business Plan for 2021-22.</p> <p>Following the recent purchase of additional land abutting the Hethel Engineering Centre, HIL wishes to develop its offer and expand the existing site. HIL is at an early stage in development and further work is needed to secure planning permission and the relevant funding needed. It is proposed to establish an Officer Steering Group to support the development and delivery of the project and at a future meeting HIL will present the detailed business case for Cabinet approval.</p> Executive Summary <p>In order to aid good governance Cabinet is tasked with reviewing and approving the business plan for HIL on an annual basis.</p> <p>The proposed expansion at the Hethel Engineering Centre site provides an opportunity to increase the space available for new and existing businesses to support the Norfolk based economy. It will also provide space for expanding businesses, supporting them to remain in Norfolk.</p> Recommendations <p>Cabinet is recommended to:</p> <ul style="list-style-type: none">• Review and approve the HIL Business Plan for 2021-22 to ensure that it reflects the aspirations of the shareholder.• Approve the Terms of Reference for the Hethel Engineering Centre Expansion Project Officer Steering Group, as set out in Appendix B.	

1. Background and Purpose

- 1.1. HIL operates with a public sector organisation ethos to implement interventions to address market failure, delivering economic outputs and outcomes for the benefits of Norfolk communities. HIL owns and operates the Hethel Engineering Centre (HEC) site and operates the Scottow Enterprise Park site which is leased from the County Council.
- 1.2. HIL also recently purchased additional land abutting the existing HEC site with a vision to develop and expand the existing site.

2. Proposals

- 2.1. Cabinet is asked to review and approve the HIL Business Plan for 2021-22.
- 2.2. The project for potential further expansion of the HIL site, following the recent land purchase, is at an early stage in development and further work is needed to secure planning permission and the relevant funding needed. This includes developing a detailed business case for the County Council to consider.
- 2.3. This will be a significant project that could provide real benefits direct to the Norfolk economy and therefore a partnership approach with HIL would be beneficial. Therefore, it is proposed to establish an Officer Steering Group to oversee the operational development and delivery of the project, and a proposed Terms of Reference for this Group is set out in Appendix B. Strategic oversight will continue to be the responsibility of the HIL Board of Directors and, given the significance of the project, HIL will present the detailed business case to Cabinet for approval, once developed.

3. Impact of the Proposal

- 3.1. HIL Directors are clear on the shareholder's requirements, and Cabinet is fulfilling its responsibilities to monitor and receive reports on the Business Plan of a County Council wholly owned company.
- 3.2. The further expansion of the HEC provides an exciting opportunity for HIL to increase the space available for new and existing businesses to support the Norfolk based economy. It will also provide space for expanding businesses, supporting them to remain in Norfolk.

4. Evidence and Reasons for Decision

- 4.1. HIL Board has approved a business plan and is subsequently seeking Cabinet's consent to operate the company in accordance with the business plan. The business plan is attached as an annexe to this report.
- 4.2. The further expansion of the HEC site builds on the previous successes of HIL at HEC. The site, which was originally opened in 2006, has already been extended twice since that time. As can be seen in the HEC Expansion document in Appendix C, the site continues to support many businesses with 93% of start-ups supported surviving beyond 5 years which is well above the national average of 42.4% (*sourced from ONS and Business Comparison*).

5. Alternative Options

- 5.1. The County Council, as shareholder, could set alternative objectives for the company and request a revised business plan.

6. Financial Implications

- 6.1. These are set out within the attached business plan.

7. Resource Implications

- 7.1. There are no direct staff, property or IT implications arising from this report as all staff, property and IT are provided directly by HIL. Any implications arising from the proposed expansion of HEC will be considered as part of the development of the detailed business case which will be presented to Cabinet for consideration, once developed.

8. Other Implications

- 8.1. **Legal Implications:**
None identified.

- 8.2. **Human Rights implications**
None identified.

- 8.3. **Equality Impact Assessment**
The 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.

9. Risk Implications/Assessment

- 9.1. The effective performance of HIL will have both financial and operational impacts on the County Council. The HIL Board considers regular reports which identify the significant business risks and the mitigation measures which have been put in place.

10. Recommendation

- 10.1. Recommendations are set out in the executive summary to this report.

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

Officer name: Simon George

Tel No. : 01603 222400

Email address: simon.george@norfolk.gov.uk



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



Business Plan

2021 - 2022

21/22 Business Plan

Overall Objectives

The 2021 – 2022 business plan will map out HIL's priorities and activities to grow and strengthen the company. There are three overall objectives for the 21- 22 financial year, these are to:

- Increase our market penetration
- Streamline our operations to prepare for growth
- Diversify our income streams and increase turnover

Meeting these objectives will give us strong foundations to build upon and increase our commercial activity. This business plan must be robust enough to survive against the backdrop of Covid-19 which, at the time of writing this plan, is still heavily impacting our operations and sector as a whole. We are looking to grow but ensuring that growth is manageable during a turbulent and uncertain time.

Operations

Across HIL, we have been streamlining our operations and working on improving our culture. There is still further work for us to do to improve employee engagement, wellbeing and productivity. There are a number of activities within this priority which we will implement over the coming year. These are:

Matrix management – as our employee numbers grow when we take on new sites, we will move further into a matrix management structure. Elements of this structure are already in place with finance splitting out into their own department. Within the 21 – 22 financial year we will set up further departments including customer management and marketing. This allows our operations to spread across sites, removing duplication and inefficiency at each site. This move will facilitate our growth into new sites and allow us to have consistent management and operations, giving each site the HIL feel and community. A secondary part of this move to matrix management will be to further digitise our operations, with software programmes and IT hardware, as teams will be operating across sites without access to physical files.

Salary and Reward Review – to reduce our employee turnover and reward our staff for their successes and effort, we will undertake a salary and reward review. These will be benchmarked against comparable roles in our sector to ensure our salary and rewards are at the same level as our competitors which will help us retain staff.

Wellbeing programme – to further strengthen our culture through our newly formed HR committee, we will launch a wellbeing programme. This will be a programme for staff to increase their wellbeing through access to service, training, advice, guidance, and each other through team activities. This will ensure they are all connected, know each other, and able to act as one cohesive team.

Business Development

The Business Development Team currently operate using ERDF funding through the Breakthrough project. This project will come to an end in 2021 and the commercialisation of the currently free services will begin. The team have already launched the Associate Consultant Network and member perks platforms to tenants to test the market. This will be expanded during 2021 and 2022 to diversify the customer base. A key element of the expansion will come from wider and more intensive marketing of our commercial services as well as increasing the number of businesses and consultants working for HIL through the network. Increasing the income from the Business Development Team diversifies HIL's income streams, making the business more resilient and adaptable to economic impacts.

A secondary focus for the business development team will be building the tenant community across all HIL managed and owned sites. The tenant community contributes to the above average rents achieved on our sites so strengthening the community will not only support rental income during Covid-19, but also provide a stronger customer base for the commercial services the Business Development Team will be able to offer in the coming year.



2021/2022 Business Plan

Property

Property accounts for most of our income currently and has room for further growth, on existing and through new sites. In our 5-year strategy we outlined a number of opportunities across the region - some of these we have continued to pursue, others have not come to fruition and new opportunities have come to light. In the 2021/2022 financial year the following sites will be progressed:

- Hethel Engineering Centre Phase 4 – following the land purchase completing on 23rd December 2020, there are around 5.5 acres at Hethel which can host Phase 4, up to 80,000 sq ft.
- Scottow Enterprise Park front of site – updating the entrance of front of site including Newton House (if acquired from the MoJ), Building 40, and Sergeants' Mess to provide a safer, more appealing frontage and provide much needed space for community, heritage and business space.
- Food Innovation Centre – currently awaiting MHCLG approval for the ERDF funding, HIL will manage the incubator site and the business support programme on the project which is also supported by UEA and Broadland and South Norfolk Council.
- Norwich Energy Innovation Park (Goff) – currently awaiting planning approval, the development on the Goff site is a site management opportunity for HIL.

Not only do we have site opportunities that we can capture in 2021/2022, we also have further opportunities to develop over the year for implementation in 2022/2023. These are:

- Great Yarmouth Incubator – HIL are supporting the proposed incubator through NCC Economic Development Team and hope to explore site management.
- Kings Lynn Innovation Centre and Enterprise Zone – working with the Borough Council, HIL is exploring opportunities with the second Innovation Centre development and wider plans for the enterprise zone.
- Suffolk Park – working with West Suffolk Council, HIL is developing a plan for an incubator similar to HEC on the Suffolk Park site.
- Stowmarket – the Gateway 14 site, currently operated by Jaynic Developers, there could be an opportunity for incubator management on the site.

Whilst we have a good selection and mix of opportunities, we are going to grow our brand and reputation within the property management market in order to attract further opportunities. With the current economic situation, some of the sites outlined above might not continue, thus we need to have a multitude of sites on the cards. This brand development will be undertaken through a mixture of in-house and outsourced marketing to increase our market penetration within the region and widen our reach across the East of England. Having a wider range of sites in terms of number, size, unit type, and sector focus makes HIL's revenue more resilient, a key trait in the coming year.



2021/2022 Business Plan

Financial Forecast

The table below is a summary of HIL's budget for 2021/2022, running April to March. The objective for HIL next year, as described above, is to grow at a rate we can manage whilst working on our internal operations to allow further growth in the years to come. To this end, we are forecasting a moderate surplus in 2021/2022, taking into account the continued impact of Covid-19 and Brexit on our revenue streams. We could overly stretch resources to deliver a surplus of over £100k but given the economic back drop and the areas identified above that still need attention, this could take a toll on our staff. We have therefore built our business plan on sensible, achievable, and rewarding growth that meets the shareholder requirement of being a self-sustaining business.

On the point of being self-sustaining, at the start of the Covid pandemic we asked the shareholder to extend our short-term loan facility to £1.25m to back up our cashflow. We had predicted that we would need to use that facility to the tune of £1m by December 2020. To date we have not used the facility to help manage cashflow and do not predict to do so in the 2020/2021 financial year. The current cashflow forecasts for 2021/2022 show a couple of months where HIL will be low on cash (below £100k) - however with careful management we hope to not use the facility again this year. We are hugely appreciative of Norfolk County Council in providing this loan facility which is a lifeline to us should Covid or Brexit have a larger impact on our finances than we have currently predicted.

The budget you see below is built on a number of assumptions and KPIs, which the Management Team have developed over the last quarter. These assumptions include:

- Average occupancy rates across HIL sites dipping to 67.5% due to Covid, rising back to pre-Covid levels (90%) by March 2022
- Brexit impact on income below 10% of turnover
- 40 site hire days across both sites
- 128 conferencing days across both sites, which is a 25% utilisation of rooms
- Debt to be below 10% of turnover across HIL
- 23 consultancy days – 10 delivered by associate consultants, 13 delivered by HIL staff
- 50 member perks referrals (full service)

The non-financial KPIs HIL is working towards in the 2021/2022 financial year are:

- 77 jobs created - 4 from ERDF projects, 73 from 16 new tenants
- £3,725,000 uplift in GVA (from jobs created, using ONS GVA per job data)
- 10 businesses supported through business development, including 2 start ups
- 6 new products, processes, and services supported

2021 – 2022 Budget

	2021/2022 Budget	2020/2021 Forecast EoY <i>(at 31.12.20)</i>
REVENUE	£	£
Tenancy	2,400,000	2,317,000
Conferencing	64,000	88,000
ERDF Projects	86,000	150,000
Commercialisation	81,000	4,500
TOTAL	2,632,000	2,560,000
EXPENDITURE		
Staff	975,000	802,000
Premises	840,000	917,000
Conferencing	10,000	6,000
Commercialisation	24,000	28,000
Operating Costs	232,000	194,000
SEP Rent	276,000	276,000
TOTAL	2,357,000	2,223,000
FINANCING COSTS		
TOTAL	213,000	226,000
NET PROFIT/LOSS BEFORE TAX	62,000	111,000

HEC expansion project – Officer Steering Group

Proposed Terms of Reference

Purpose

To provide operational oversight of the project to expand the Hethel Engineering Centre site.

Specific tasks

- Develop a robust business case for the project
- Oversee key elements of project delivery, including procurement of specialist and technical resource, planning application
- Consider financial implications and, where necessary, provide information to the Hethel Innovation Ltd Board of Directors to support decision making
- Consider the economic opportunities and implications and ensure the project is developed and delivered in a way that supports the Norfolk economy

Membership

Core Membership of the Group will be as set out below. The Group will also include other officers, partners and stakeholders in meetings as appropriate.

Norfolk County Council	Director of Property Director of Financial Management* Director of Growth and Development
Hethel Innovation Ltd	Chief Executive Officer Property Lead Officer

The following key stakeholders will also be invited to nominate a representative to join the core membership of the Group:

South Norfolk District Council
New Anglia Local Enterprise Partnership

**Also County Council nominated Director of Hethel Innovation Ltd.*

Decision making

This group will have no decision-making powers. Responsibility for decision making continues to rest with the responsible bodies or individuals, including the Hethel Innovation Ltd Board of Directors, the County Council's Cabinet and any delegated powers in place for officers.

Hethel Engineering Centre Expansion Project

Project Purpose

Our national and local economy has endured an unprecedented year due to the Covid-19 pandemic. The process of recovery will take time as businesses adapt to the challenges they have experienced and transition to a post BREXIT economy. Business support coordinated at both national and regional levels will be vital if we are to see the economy recover and jobs created to replace those we have lost over the last 12 months. The role that Hethel Innovation Ltd (HIL) delivers regionally in respect of both job preservation and creation are vital and form a compelling basis for the investment required to support the proposed expansion at Hethel.

The proposed project includes a Phase 4 new build, improvement of the site access, roadways, and circulation, and the refurbishment of the communal areas in Phases 1 – 3. Phase 4 would include flexible workshop modules facilitating combinations of units so that tenants can grow as well as providing smaller units for start-up companies.

The refurbishment of the communal spaces in Phases 1 – 3 (the existing HEC building) will improve the layout of rooms and spaces, create an additional café space, and update the facilities available to include flexible workspaces, digital technology, and meeting spaces to allow our centre to continue to support and strengthen our on-site business community. To continue to enjoy high rates of tenant occupancy the centre must adapt to the changes in the marketplace and demand from tenants for high-quality welfare spaces.

Improving the access and entrance to site will assist with enhancing circulation and the layout of both service yards and parking and enable larger deliveries to Phase 3 workshops. There is also an opportunity to reconfigure and upgrade the landscaping to the rear of the existing facility and along both eastern and western boundaries. These improvements will promote more efficient site usage, improve sustainability, contribute towards security and add to the overall quality of the work-place experience.

Financial Considerations

Funding requirement

HIL is requesting that Norfolk County Council (NCC), as both parent and shareholder, leads in the capital funding having already enabled the acquisition of the development site from Lotus in December 2020. The land and supporting professional fees cost approximately £1.6m and it is currently estimated that the total development costs, if building up to 80,000 sq ft, would be c. £18.5m. The current financial modelling is based on this capital investment being provided by a £12m loan from NCC (to be repaid by HIL) with the remainder funded via a grant from the public sector.

Aside from standard construction risk, the financial viability of the development primarily rests in HIL's ability to let up the new space within Phase 4. We have looked at two scenarios: a single build of up to 80,000 sq ft or two phases with the first phase focussed on accommodating the known demand for larger more bespoke units from existing Hethel tenants.

The crux of analysing the pros and cons of a single build as opposed to phased focusses on how quickly vacant space within Phases 1-3 and Phase 4 is filled. If a single-phase extension of 80,000 sq ft is built and the pre-lets to anchor tenants are agreed, we could have across the entire site approaching 70,000 sq ft of space empty, with the likelihood that this could take up to 4 years to let up. An annual take up of c. 20,000 sq ft would be in line with the enquiry level experienced over the last 12 months.

Alternatively, a phased build based on agreed pre-lets to the 5 key tenants could support the need for an extension of approximately 41,500 sq ft generating a fully let first phase new build of c. £580,000 per annum. The empty space on site would be contained to Phases 1-3 and would total in the region of 35,000 sq ft including current voids. Whilst this option reduces HIL's exposure to both empty rates and the task of letting the available units, the downside rests with the greater cost profile of building an additional phase should the site be approaching capacity.

The build process also needs to be considered. The tenants could be adversely affected by the extended period of potential disruption to existing tenants and the impact of the development on their business operations.

The Build Options: single or two phase

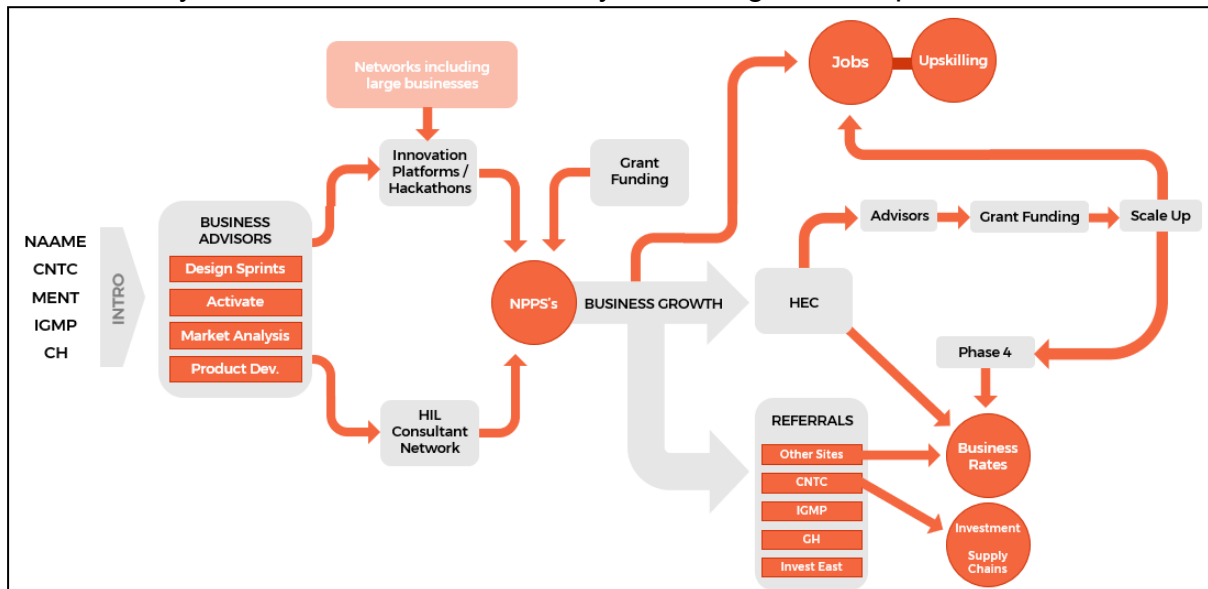
Description	One-phase 80,000 sq ft	Two-phases 40,000 sq ft each	Notes
Land & acquisition costs	£1.6m	£1.6m	Includes land price, surveys and legal
Feasibility; Pre-development consultancy	£100,000	£100,000	
Design Concept to technical delivery	£675,000	£350,000	
Site Preparation & Infrastructure	£900,000	£900,000	
Project Management & Delivery	£835,000	£475,000	
Build Cost	£13.2m	£6.6m	
Existing Facility Upgrade to Communal Hub	£500,000	£500,000	
Occupancy rate to service loan	60.4%	68.5%	Based on a 35-year loan at 3% interest
Sub total	£17.81m	£10.53m	
Phase 2 Development		40,000 sq ft	
Site Preparation & Integration		£250,000	
Project Management & Delivery		£550,000	
Build Cost		£7.5m	
Sub total		£8.3m	
Total Outlay	£17.81m	£18.83m	

Alternative funding

Additional funding is currently being sought from New Anglia LEP. This funding would cover the outstanding capital required and provide funding for a revenue business support programme. The business support programme is focused on helping businesses grow and adapt, whether they are just starting out or in later stages of maturity. This compliments the capital investment and builds on the work HIL is currently undertaking through ERDF funding which is coming to an end.

The overall project, covering the capital and revenue elements, is an all-encompassing project that brings together the demand for growth and development support and the provision of new grow on space, creating a customer journey for local innovative businesses. Please see the figure below. The current ask of New Anglia LEP is to fund the revenue element of the project in full (c. £1.1m) and the remaining capital investment (c.£6.5m) as a grant.

As of February 2021, there are not any national funds available, however HIL will continue to monitor the funding landscape. If a fund does open which this project would be eligible for, we will seek funding to reduce the loan amount from NCC. We are working closely with NCC Economic Development, External Funding, and LEP Funding teams to identify funds as they open. As the project gets closer to being 'shovel ready' the likelihood of successfully accessing national pots increases.



Subsequent/related ongoing revenue costs

Hethel Engineering Centre will incur revenue costs from the operational and maintenance spend required to run the facility. These costs will be covered by HIL, included in our annual budgets which are approved by HIL Board and reported to NCC as Shareholder.

Commercial **Assessment of market**

Hethel Engineering Centre (HEC) continues to out-perform the market in terms of both occupancy rate (85% compared to 60% - 80% across other innovation locations in the East of England) and rental level for workshops and out of town offices (c. 30% higher rents across workshops and offices). It also continues to benefit from robust tenant retention; HEC has experienced no tenant failure due to Covid-19 with a total of three tenants on deferral plans during the pandemic. The flexibility of our spaces has allowed businesses to pivot quickly, taking on new space for projects and changing their tenancy composition to make the most of their units and operations. This flexibility would not be found in a traditional commercial space.

The success of the current facility means it is unable to meet demand for both incubation and especially grow on space. Throughout the pandemic and even during the second lockdown, HIL continues to generate active enquiries from businesses interested in taking space at HEC. It has received over 50 enquiries from new sources, in addition to the internal enquiries from existing tenants looking to grow onsite.

From a combination of research sources (RICS, Savills, Carter Jonas, JLL, and Avison Young), it has become clear that demand across retail, city centre offices and leisure/hospitality venues has been particularly impacted since March 2020. Out of town business parks providing a combination of B1, B2 & B8 uses (offices, workshops and industrial/distribution units) have fared better especially premises for manufacturing and distribution. Science and technology led businesses have proved both resilient and nimble in their reaction to market change, bucking the downward trend in terms of both demand and rent compression. There is additional research to support the eastern region and Norwich having a higher level of predicted annual growth from 2021 at 2.7% as opposed to 2.6%. This is expected to feed through to demand for and take up of industrial and office space over the next 5 years where current supply levels are relatively low particularly for units up to 5,000 sq ft.

Expected tenants / leases

There has been some concern over the last couple of years with the growth and take up of space by HEC's more established tenants and HIL's exposure to the potential loss of revenue should they decide to leave HEC. Over the past 12 months it has also become clear that our largest tenants have a need for more bespoke premises and would prefer longer term security.

We have had discussions with 5 key tenants who are presently reviewing their occupational strategy. They have indicated that if they were given the opportunity of reconfiguring and optimising their business space within HEC Ph 4, they could anchor (on pre-lets) approximately 40,000 sqft of workshop and ancillary office space on longer leases of between 5 to 10 years. Without the possibility of expanding at HEC it has been made abundantly clear that they would have to consider leaving.

The expansion would also free up space within Phases 1-3 at HEC where the size and layout of units is specifically arranged to accommodate start up and fledgling companies who are also importantly looking for HIL's ability to deliver business support. These smaller incubator units in Phases 1-3 could achieve a rent of c.£14 per sq ft, generating a rent roll of more than £400,000 per annum.

Return on Investment

Outputs - Capital Build

A 80,000 sqft expansion would support a further 300 jobs on the site, based on the current job density of Phase 1 - 3. Using ONS data, each job is worth £48,399 (*Nominal (smoothed) GVA per filled job by Enterprise Regions, 2002 – 2018*). The additional GVA expected from the capital build totals c. £14.5m. The types of jobs supported through this programme will be higher than the national average in terms of pay and required skill level. As well as the jobs directly supported by the businesses involved in the programme, there will be indirect job value delivered through the capital build supply chain (suppliers in the Eastern region favoured) and the supply chain of the businesses we incubate.

80,000 sqft (net internal floor area) of commercial space would be delivered, which would have a rateable value of £892,000 (based on rateable value of £120 per sqm).

Outputs - Revenue Programme (dependant on LEP funding)

- 55 businesses supported
- 60 start-ups supported
- 46 jobs created (in addition to the 300 above under capital)
- £2.2m GVA from the 46 jobs created
- £360,000 of consultancy delivered (total including SME match)
- £180,000 of consultancy funded (50% of the above)
- £340,000 granted to businesses for NPPS development, kit, and rent support

Financial return

The funding provided by NCC would be a loan, paid back in full by HIL over the lifetime of the building. HIL are seeking a loan for 35 years which, at an interest rate of 3%, can be paid back comfortably from the opening of Phase 4 if HIL maintains an average occupancy of 70%.

Within the broader context of considering HIL's ability to repay the loan for this project, we have looked at the forecasted annual budgets over the next 5 years. The next two years (2021-23) see a return to surplus. During 23/24 the P&L is weaker due to HIL bearing the operational costs of the Phase 4 extension without having filled the units, which could result in a loss that year. From 2024 onwards, we return to delivering a surplus. Given that forecasting is a notoriously difficult area of financial analysis and the fact that well laid plans can be comprehensibly undone by global/national disasters, on balance HIL is moving in a positive direction financially and would not knowingly make a financial commitment it could not meet from the outset. HIL is maintaining enquiries for space with existing and new tenants to help mitigate the financial risk, especially in 2023-24.

Specialist/technical advice

In preparation of the early-stage financial modelling, HIL has received advice from NPS, who assisted by undertaking a Pre-Feasibility Budget Report. This contained estimates for build cost based on delivering Phase 4 to a comparable specification and considered the level of capital investment needed to deliver an extension of between 60,000 to 80,000 sq ft.

In addition, HIL commissioned Carter Jonas to conduct independent research into both current and forecast demand for high tech accommodation similar in specification to HEC specifically from the AME sector. Importantly, it highlighted several key points which support the expansion of the site:

- AME sector growth and the location of HEC on the A11 Tech Corridor is strategically important
- HEC is a recognised modern business park that specialises in the incubation and support of SME businesses in this sector with a first-rate track record in success
- Both occupancy and rental levels achieved by HIL's site management attest to the success of the site as well as the demand from existing tenants for grow on space at HEC
- Flexible letting terms and unit size hit the current and predicted demand sweet spot for Greater Norwich and mid Norfolk for workshop/office premises
- The acquired site is allocated in the South Norfolk Local Plan for development and given its history of use this should facilitate comparatively straight forward development

The formulation of the financial modelling has been assisted by HIL's Estates Consultant who is contracted to advise HIL on commercial property matters. Technical advice was taken during the land purchase which did not show any causes for concern in terms of ground conditions, contamination, services, or legal/planning issues. This advice spanned ground investigations, geomatic services, local authority searches, and utilities reports provided by NPS and Birketts LLP.

Further specialist advice would be taken to understand the Value for Money of the project (from a supplier such as WSP), on the project timeline and critical path, and when the project started a comprehensive team would be instructed covering architectural, planning, project management, and construction specialisms.

Strategic alignment

Alignment to HIL strategy

Hethel Innovation's purpose, as set in 2019, is to create inclusive economic growth through innovation and productivity. The primary objective of HIL is to deliver economic outputs and outcomes for the benefit of Norfolk communities, particularly where there are specific challenges, or the market has failed to address need.

This project provides space for businesses to scale and grow. HIL is expected to carry out activities which support the delivery of objectives set out in the LEPs Economic Recovery Restart Plan, Economic Strategy for Norfolk and Suffolk, and NCC's Together, For Norfolk strategy. Particular key measures this project supports includes access to advice and support to support the diversification of business practices, building local supply chains through the creation of collaborations and connections in order to support local innovation and sell more products and goods locally, and transforming skills through the provision of skills courses such as Agile Project Management which helps business leaders work in more efficient and productive ways.

Alignment to NCC strategy / objectives

The Hethel cluster is home to cutting edge technologies focused on clean growth and the circular economy with specialisms such as electric vehicles, energy storage, and low carbon technology. HEC is a hugely successful incubator that has created over 1,000 jobs, incubated 200 businesses, and supported 180 start-ups. HEC is particularly successful at incubating early-stage businesses, with 93% of start-ups supported surviving beyond 5 years which is well above the national average of 42.4% (*sourced from ONS and Business Comparison*).

Investment at Hethel supports the vision of the Cambridge-Norwich Tech Corridor. It acts as a catalyst stimulating an increase in the critical mass of associated businesses located at Hethel, in turn generating increased supply chain opportunity which will strengthen the Tech Corridor offer and the ability to attract inward investment.

Hethel Innovation would look to collaborate with CNTC, NAAME, UEA and UoS, the Growth Hub, NCC and South Norfolk ec dev teams to ensure there were continued efforts to create a seamless support landscape for businesses to navigate.

The business support programme working alongside the capital build focuses on increasing business productivity through embracing innovation in business processes and new product development. This support is vital for businesses with high growth ambitions and can help them secure the physical space needed for growth through process and productivity improvements (which reduce operating costs and allows more money for capital expansion) as well as funding and grant support. This programme will follow on from ERDF funded work, bridging the support gap and addressing the increased demand for this type of support driven by Covid-19.

Issues, Risks & Opportunities

Dependencies

Norwich Energy Innovation Park

The Goff Oil Depot situated on Wymondham Road just to the east of its junction with the A11 interchange has been the subject of extensive pre-planning consultation with South Norfolk District Council. HIL has been included within the stakeholder group and is aware of Goff's intentions to redevelop the site as an Energy Innovation Park including the subsequent provision of an Anaerobic Digester.

We are aware of intentions to repurpose the site to provide approximately 8,600 sq metres of workshop and offices together with communal facilities. We have been advised that a full planning application has been recently submitted and that Goff is seeking additional funding for this development from NALEP.

At this stage the Goff proposal is at a more advanced stage in the planning process. It does provide additional workshop and office space but the sector focus is different and given the broader backdrop to delivering a master plan to support economic development along the A11 corridor, we view this development as complimentary, especially if HIL is to be involved in its future management.

Hethel Infrastructure Upgrades

This project is linked directly to the investment being considered at Hethel to improve the highways and power infrastructure. The power improvements will directly benefit HEC Phase 4 and the current power to site is insufficient. The highways improvements will future proof further growth at Hethel. The required investment is currently estimated at:

- Power Supply: the existing capacity constrains the development and expansion of both Hethel Engineering Centre and Lotus. A connection upgrade is required with grant funding of c. £6m. Further work needs to be undertaken to understand the capacity requirements fully.
- Highways: Potash Lane does not provide sufficient access to the existing commercial hub at Hethel. The proposed scheme will improve traffic flow and address safety issues as well as support proposed expansion and further inward investment opportunities to the west of Chapman Way. The grant funding required is c. £2m.

LEP Connected Innovation

Together with Suffolk County Council and Orbis Energy, we have explored investment into digital technology and software platforms to connect innovation and incubation centres to each other and the network of catapults across the UK. This could be tied into the capital project at Hethel, running the two together to ensure the technology was well placed and utilised by the expanding number of tenants and businesses engaged.

NAAME / Engineering Success

Our project would collaborate with NAAME (HIL are members of the Industry Council) as the main sector focus for the capital build is AME.

Food Innovation Centre

Due to the involvement of HIL in both sites, the ability for FIC tenants to access the revenue programme, and the proximity of the locations, these two projects will be connected and form a working relationship as part of the wider economic development picture for Norfolk.

Legal

Legal advice will be sought from HIL's solicitors, Birketts LLP, on commercial contracts and leases at each stage of the project to ensure HIL and NCC are adequately protected within these agreements. There are no foreseen legal issues or complications at this point.

H&S

HIL's Health and Safety Officer will advise the company through the project to ensure the project delivery team have the necessary procedures, roles, and responsibilities covered. There are no foreseen abnormal H&S issues at this point.

Equality

Phase 4 will be designed with equality in mind to ensure the physical building is adaptable and accessible to all. Whilst specific measures are yet to be identified, these will be led by the yet to be appointed architect in collaboration with HIL.

Sustainable Development

This project will focus on using renewable and recyclable resources, look at ways to reduce energy consumption and waste, seek to create a healthy and environmentally friendly workplace whilst protecting the natural environment at Hethel.

HIL is targeting a variety of inputs in its aim to achieve a development that is rated BREEAM excellent in combination with a drive for value for money. Areas under consideration are:

- Efficient and focussed use of communal space to encourage tenant collaboration and integration thereby supporting the HEC business community as well as maximising cost efficiency.
- Rationalising on-site amenities to enhance the workplace environment and experience. This will entail an upgrade to the reception area in Ph 1 with revised and extended layout to include a café, flexible conference facilities and capacity to process increased footfall thereby improving visitor experience. This will also assist with HIL's ambition to broaden its engagement with the public through its contact with both educational and research establishments.
- The use of recycled materials and modern methods of construction in the delivery of Ph 4 with a focus on modular design facilitating flexible use of space such as dividing or combining units to cater for tenant's operational requirements.
- The development of an effective and resilient site energy plan incorporating the management of a combination of sources:
 - Solar – increasing current delivery.
 - Biomass

- Micro grid and the use of a battery storage system to supplement the grid.
- EV charging points (cars, bikes and scooters), with possible solar delivery.
- Rationalisation of site circulation to include deliveries, parking, and service yard use.
- Landscaping and protecting the existing habitat as well as introducing additional planting to enhance site ecology and appearance in particular site boundaries with screening.

Planning

The HEC site, both existing and newly purchased, is allocated for employment use and features in the local growth plans as a key strategic site for businesses. Planning permission has not yet been granted, however HIL has engaged with the planning team at South Norfolk District Council and will follow their advice to submit pre-planning before going for full permission. We do not foresee any issues with planning that would prevent the build.

Community

Whilst the HEC site is relatively rural, we do have a local business community, small residential community, and the heritage of the site to engage and respect throughout the project. These groups will all be engaged throughout the planning and build processes to ensure they have the opportunity to input, feedback, and fully understand the plans for growth at HEC.

Alternative Options

Two build options, 1 or 2 phase approaches, have been outlined in this document. The County Council could ask HIL to not develop the newly purchased land immediately and pause the project. This could lead to HIL losing key tenants, those outlined as wanting to move into Phase 4 on completion, as they would be unable to pause their growth for an undefined amount of time.

Delivery

Project management / delivery team

The project management and delivery teams are yet to be appointed. Following feedback from NCC on the approach and desired involvement in project governance and management, HIL will assemble the teams.

Procurement

Similarly to the above, following any feedback provided by NCC either directly or through project governance, HIL will establish a procedure for procuring suppliers and contractors.

Resource implications

A dedicated project team will be appointed to manage the resource required to deliver the project and ensure there is not an adverse impact on existing HIL delivery.

Project Timeline

October-December 2020	January-April 2021	May-March 2022	April 2022-September 2023
Site purchase	Business case, feasibility analysis	Procurement and assembly of project team	Construction programme & delivery
	Establish project & financial governance	Design/Planning Process and implementation	Heads of terms and leases with tenants
	Preparation & Project Brief	Project Management Programme	Handover/systems testing & snagging
	Procurement & assembly of project team	Appointment of main contractor	Operational/tenant occupation

Report to Cabinet

Item No. 19

Report title:	NCC Nurseries Limited Business Plan
Date of meeting	8 March 2021
Responsible Cabinet Member	Cllr Greg Peck (Cabinet Member for Commercial Services and Asset Management)
Responsible Director	Simon George (Executive Director of Finance and Commercial Services)
Is this a key decision?	No
Introduction from Cabinet Member <p>This report and the attached annex provide details of the NCC Nurseries Limited Business Plan for 2021-22.</p> Executive Summary <p>In order to aid good governance Cabinet is tasked with reviewing and approving the NCC Nurseries Limited Business Plan on an annual basis.</p> Recommendations <p>Cabinet is recommended to:</p> <ul style="list-style-type: none">• Review and approve the NCC Nurseries Limited Business Plan for 2021-22 to ensure that it reflects the aspirations of the shareholder.	

1. Background and Purpose

- 1.1. NCC Nurseries Limited has a contract with the County Council to operate five nurseries in Great Yarmouth. At the County Council's instigation, the company was formed to run the nurseries following the administration of the previous provider to ensure there are enough nursery places in Great Yarmouth. The company objective is to, where possible, find an alternative provider and withdraw from the market.

2. Proposals

- 2.1. Cabinet is asked to review and approve the NCC Nurseries Limited Business Plan for 2021-22.

3. Impact of the Proposal

- 3.1. NCC Nurseries Limited Directors are clear on the shareholder's requirements, and Cabinet is fulfilling its responsibilities to monitor and receive reports on the Business Plan of a County Council wholly owned company.

4. Evidence and Reasons for Decision

- 4.1. NCC Nurseries Limited Board approved the 2021-22 Business Plan on 5 February 2021 and is subsequently seeking Cabinet's consent to operate the company in accordance with the Business Plan. The Business Plan is attached as an annexe to this report.

5. Alternative Options

- 5.1. The County Council, as shareholder, could set alternative objectives for the company and request a revised Business Plan.

6. Financial Implications

- 6.1. These are set out within the attached Business Plan.

7. Resource Implications

- 7.1. There are no direct staff, property or IT implications arising from this report as all staff, property and IT are provided directly by NCC Nurseries Limited.

8. Other Implications

8.1. Legal Implications:

None identified.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

The 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.

9. Risk Implications/Assessment

- 9.1. The effective performance of NCC Nurseries Limited will have both financial and operational impacts on the County Council. The NCC Nurseries Board considers regular reports which identify the significant business risks and the mitigation measures which have been put in place.

10. Recommendation

- 10.1. Recommendations are set out in the executive summary to this report.

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

Officer name: Simon George

Tel No. : 01603 222400

Email address: simon.george@norfolk.gov.uk



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

Business

Plan

2021/22

Author:	NCC Nurseries Limited Board
Version:	Final
Date:	1 February 2021
Adopted by Board:	5 February 2021

Contents

1.0	EXECUTIVE SUMMARY	7
2.0	PURPOSE	7
3.0	MISSION	7
4.0	FIRST YEAR OF OPERATION	7
5.0	OBJECTIVES FOR 2021-22.....	8
6.0	MANAGEMENT ARRANGEMENTS	8
7.0	COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS.....	9
8.0	FUNDING.....	9
9.0	RISK	10
10.0	BUSINESS PLAN FOR 2021-22	10

1.0 EXECUTIVE SUMMARY

- 1.1 This document sets out the Business Plan for NCC Nurseries Limited for the next twelve months to 31 March 2022. The Business Plan is based on providing nursery provision of up to 300 places based at 5 sites in Great Yarmouth and Gorleston.
- 1.2 Broadly, it provides the company's vision and broad strategic objectives, as well as the financial forecasts that sit behind the Business Plan.
- 1.3 The Business Plan demonstrates that through its current projections NCC Nurseries Limited is forecast to break even for 2021-22.

2.0 PURPOSE

- 2.1 NCC Nurseries Limited was established in 2019 with the primary objective to provide immediate nursery provision to fulfil Norfolk County Council's duty to secure sufficient Early Years' childcare in Great Yarmouth following the closure of a significant provider in an area of high need.
- 2.2 The secondary objective is to ensure that the operating model of the nurseries is financially sustainable.
- 2.3 The third objective is to seek alternative providers to deliver the nursery provision and for the company to withdraw from the sector.

3.0 MISSION

- 3.1 To provide a childcare and early education through provision that meets all the safeguarding, welfare and learning and development statutory requirements for the Early Years foundation stage.

4.0 FIRST YEAR OF OPERATION

- 4.1 The immediate priority was to re-open the six nurseries following the administration of the previous provider. This was achieved by offering jobs to the former employees of the previous provider who had been made redundant, purchasing assets from the liquidator and signing property licences to be able to operate from the existing nursery buildings. Once health and safety checks had been completed, the nurseries re-opened within 3 weeks on 10 December 2019.

- 4.2 Following the re-opening, the next issue to be addressed has been the security of tenancy. The property licences only offered a short-term occupancy and the Calthorpe and Priory Nursery buildings were due to be sold by the liquidators. The company is grateful for the County Council's intervention and support in purchasing the Priory Nursery building and immediately leasing the building to the company. This enabled the company to move the staff and children from the Calthorpe Nursery to the Priory Nursery reducing the number of nurseries to five. The Calthorpe Nursery building was subsequently sold by the liquidators. The ownership of the Priory Nursery building by the County Council and the potential for a long lease makes the nursery more attractive to an alternative provider and the merger of the two nurseries has also improved the financial viability by reducing overheads. Leases for the other nursery buildings are at various stages of completion.
- 4.3 Covid-19 has had and continues to have a significant impact on the early years and nursery settings. The company has not been exempted from this and it has slowed down the progress to find alternative providers to run the nurseries. The company has had several parties express an interest in operating the nurseries and whilst some soft marketing has taken place, further work needs to be completed before a formal process to find an alternative provider for each nursery takes place.

5.0 OBJECTIVES FOR 2021-22

- 5.1 The company objectives for 2021-22 are:
- a) Finalize the property lease for each nursery
 - b) Continue with assessing the financial viability of each nursery
 - c) For each nursery that is financially viable seek to provide an alternative provider and to withdraw from the market by 31 March 2022.

6.0 MANAGEMENT ARRANGEMENTS

- 6.1 Each nursery has an identified manager who report to an OFSTED Registered Manager for NCC Nurseries Limited.
- 6.2 The Board receive reports from the OFSTED Registered Manager on a periodic basis to enable the Directors to manage the company and to fulfil their responsibilities.

7.0 COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS

- 7.1 NCC Nurseries Limited is a private company limited by shares wholly owned by Norfolk County Council (NCC) which has ultimate control of its business activities.
- 7.2 The company has been established in accordance with the Companies Act 2006 including the appointment of a Board of Directors for the company and the adoption of Articles of Association.
- 7.3 All Board Directors are approved by the shareholder and comprise the following:

Two Officers	Selected from within County Council teams as having the appropriate experience	Mr. H Bullen Miss. S. Jones
--------------	--	--------------------------------

- 7.4 The County Council's shareholder function is discharged through its Cabinet with the actual work delegated to the Executive Director of Finance and Commercial Services as the Shareholder Representative.
- 7.5 Due to the shareholder's requirement that NCC Nurseries Limited quickly intervene to re-provide the nursery provision, support services are being purchased from Norfolk County Council and the company is being provided with a range of professional services.

8.0 FUNDING

- 8.1 The County Council as shareholder and commissioner of early years provision is the key funder for the company. The company receives its funding from:
- Norfolk County Council (Early Years Funding – Dedicated Schools Grant)
 - Private funding – parents paying for nursery provision
- 8.2 Norfolk County Council funded the cost of the initial intervention as a result of market failure and the Council's duty to ensure that there is sufficient Early Years childcare provision. The County Council and company have entered into a funding and services agreement which was signed on 28 October 2020.

9.0 RISK

- 9.1 Whilst the ultimate objective, if possible, is to find an alternative provider for each nursery and to withdraw from the sector, the timescale to achieve this is likely to be heavily impacted by how the covid-19 pandemic continues to evolve. The intention is for transfers to take place before the 31 March 2022 and this date will be kept under review. The business plan has been prepared on the prudent basis that the company will continue to operate all nurseries until 31 March 2022.

10.0 BUSINESS PLAN FOR 2021-22

- 10.1 The table below is a high-level financial projection which is supported by detailed workings for each nursery.

Financial Projection 2021-22	£m
Revenue	0.855
Operating costs	-0.855
Net Position	0.000

- 10.2 During the reporting period, the Directors will continue to review each nursery regarding its financial viability.

Report to Cabinet

Item No. 20

Report title:	Disposal, acquisition and exploitation of property
Date of meeting:	8 March 2021
Responsible Cabinet Member:	Councillor Greg Peck Cabinet Member for Commercial Services and Asset Management.
Responsible Director:	Simon George Executive Director for Finance and Commercial Services.
Is this a key decision?	No
<p>Executive Summary/Introduction from Cabinet Member</p> <p>Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.</p> <p>One of the key strategic actions within the Asset Management Plan is a sharp focus on maximising income through adoption of a more commercial approach to property.</p> <p>As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.</p> <p>By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure by £1.7million over the next two years (2020/21 to 2021/22).</p> <p>Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.</p> <p>This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.</p>	

Recommendations

Cabinet is asked:

- 1. To formally declare the existing Hunstanton Library site surplus to County Council requirements and instruct the Director of Property to dispose of the property to the Borough Council of King's Lynn and West Norfolk, and
Enter a lease with the Borough Council of King's Lynn and West Norfolk for the new library building and instruct the Director of Property to oversee the completion of the acquisition on the best terms possible.**
- 2. Cabinet is asked to formally declare the land at Regent Place, King's Lynn surplus to County Council requirements and instruct the Director of Property to dispose of the property to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender.**

1.0 Background and Purpose

- 1.1. The County Council actively manages its property portfolio in accordance with the Asset Management Plan. Property is held principally to support direct service delivery, support policy objectives, held for administrative purposes or to generate income. Property is acquired or disposed of as a reaction to changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 1.2. The County Council challenges the use of its property on an ongoing basis. In the event of a property asset becoming surplus to an individual service need there are internal officer led processes to ascertain whether other service areas have an unmet need that could be addressed by re-using the property asset for that service. This may lead to a change of use of individual properties, for example, an office building may be adapted and reused for operational service delivery. Any proposals for retention are only agreed if supported by a robust business case showing the benefits to the County Council and are funded from approved budgets. This assessment will also consider whether a property could be offered at best consideration to public sector or third sector partners.
- 1.3. The above assessments are carried out by the Corporate Property Officer (the Director of Property) in consultation with the Corporate Property Strategy Group (CPSG). Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus or re-designate for alternative purposes.
- 1.4. The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior to sale, strategic retention for a longer-term benefit through to direct development of the land and buildings and selling/letting the

completed assets, in the expectation of enhanced income for the Council. Most disposals will be by way of tender or auction. In respect of auctions the contract of sale will be formed at the fall of the hammer and where this approach is selected the Corporate Property Officer will determine a reserve below which the property will not be sold. Most disposals will include overage/clawback provisions to enable the council to collect future uplifts in value created by alternative uses.

- 1.5. For properties to be sold immediately there is sometimes a need to consider selling directly to a specific purchaser instead of going to the open market. This may be justified where the third party is in a special purchaser situation and is willing to offer more than the assessed market value. Conversely this might be to a purchaser who is in a unique position of control for the unlocking of the full latent value of the County Council owned site (ransom situation). A direct sale without going to market can also be justified if there are specific service benefits or a special partnership relationship which is of strategic value with service/community benefits.
- 1.6. In making recommendations for direct sale without going to market, or direct property development, the Corporate Property Officer will consider risks, opportunities, service objectives, financial requirements and community benefits.
- 1.7. The recommendations for all disposals, acquisitions and exploitation of NCC property in this report follow detailed assessment by officers of the range of options available. The recommendation for each property is based on existing policies and strategies and judged to provide the best return to the County Council in financial terms and, where appropriate, taking account of community and economic benefits.

2.0 Proposals

Hunstanton – Library, Westgate, PE36 5AL (2043/015B)

- 2.1 The library site, edged red on plan, is owned freehold. The site area is 0.04 hectares (0.1 acres) and the building has a gross internal floor area of 218m². It is proposed to transfer the freehold of the property to the Borough Council of King's Lynn and West Norfolk (BKLWN) for nil consideration. In return the County Council will acquire a modern and flexible building from which it can provide library and other council services.
- 2.2 Norfolk County Council is an active member of the Norfolk One Public Estate (OPE) partnership. Following successful bids by OPE Norfolk to the Cabinet Office and Local Government Association OPE Programme, a total of £120,000 was secured for supporting feasibility studies for regeneration schemes in Hunstanton.
- 2.3 One of the schemes this funding supported is now coming to fruition; the redevelopment of the Hunstanton Bus Station site which will deliver a larger modern public library, modern retail/services unit, and new public conveniences together with 47 apartments, of which 20% will be affordable.

The scheme is led by BKLWN, paying for all the development costs and will retain 100% of the developer risk associated with the scheme.

- 2.4 The key benefits of the County Council contributing the freehold value to the scheme are:
- The acquisition of a modern flexible building that has not required significant capital investment.
 - The removal of a backlog maintenance requirement.

- 2.5 The disposal value is included in an exempt report as it is to remain confidential, as defined under Paragraph 3 of Part 1 of Scheduled 12A to the Local Government Act 1972 in that it contains commercially sensitive information relating to the authority. The public interest test has been applied, and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information at this stage.

Details will be published on the land registry website when the disposal is completed.



- 2.6 Planning permission for the scheme was granted on the 7th December 2020 (local planning authority reference 20/00817/FM) and approval was given to proceed with the project by the BKLWN's Cabinet on the 2nd February 2021.
- 2.7 Whilst the scheme is developed, Hunstanton Library service will move to a temporary location at The Valentine Centre, 12 - 14 Valentine Road, Hunstanton PE36 5NP until the new library building is ready for occupation programmed for during 2023.
- 2.8 In return for transferring the property freehold to BKLWN, the County Council will enter in to 999-year lease for the new Library at a peppercorn rent with an associated service charge and depreciation fund to support the maintenance of the building.
- 2.9 The Division Member has been informed of this proposal.

King's Lynn – Land at Regent Place

- 2.10 This land, edged red on plan, was acquired by the District Council in the early 1970's and subsequently transferred to Norfolk County Council in 1974 as part of the 1972 Local Government Act procedures. The land was acquired for Highway purposes and is approximately 35m² in area.
- 2.11 This land has been identified as being surplus to highway use. A review has confirmed that the Crichel Down rules whereby the land is offered back to the previous owner do not apply in this case.

- 2.12 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.

- 2.13 The developer of the adjoining property has acquired (and paid for) a stopping up order of this small parcel of highway land that has come into effect from 12 February 2021. It is proposed to dispose of this land to the adjoining owner as it is been determined by the Director of Property that there is no viable market for this disposal. The capital receipt will not be significant but the main advantage for the County Council is that it removes it from the portfolio and there will be no further liability for unforeseen costs.



- 2.14 The Division Member have been informed of this proposal.

3.0 Impact of the Proposals

- 3.1 The disposal of the Hunstanton Library site to the Borough Council of King's Lynn and West Norfolk will result in the County Council acquiring a modern and flexible building from which to deliver services and support a key partner to meet their aims. The disposal of the land at Regent Place, King's Lynn will provide a small capital receipt and remove any further liabilities for unforeseen costs.

4.0 Evidence and Reasons for Decision

- 4.1 Disposing of the Hunstanton Library site to the Borough Council of King's Lynn and West Norfolk facilitates their project and NCC acquires a new library building. The declaring the Regent Place land surplus to County Council use means that the Corporate Property Team can complete the disposal.

5.0 Alternative Options

- 5.1 There are no viable options other than to retain both sites.

6.0 Financial Implications

- 6.1 Disposal of the Hunstanton Library site will result in the removal of the liability for backlog maintenance and the acquisition of a new building that will be more efficient to run in terms of energy and maintenance costs. The disposal of the land at Regent Place, King's Lynn will provide a small capital receipt and remove any liability for future unforeseen costs.

7.0 Resource Implications

- 7.1 **Staff:** nil.
- 7.2 **Property:** As described in the earlier parts of this report.
- 7.3 **IT:** nil.

8.0 Other Implications

- 8.1 **Legal Implications:** For disposals and the acquisition of a long lease in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and entering a contract.
- 8.2 **Human Rights implications** - No implications.
- 8.3 **Equality Impact Assessment (EqIA)**
No specific EqIA has been undertaken in respect of the disposal of sites.
- 8.4 **Health and Safety implications** - No implications.
- 8.5 **Sustainability implications**
The new library building will comply with the most up to date regulations in terms of energy conservation and therefore will contribute to the council's environmental targets. Furthermore, it is located very near to the position of the former library and so will still meet the needs of the community it sits in.

9.0 Risk Implications/Assessment

- 9.1 The risks around disposals and acquisition of along lease are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

10.0 Recommendations

- 10.1 Cabinet is asked to formally declare the existing Hunstanton Library site surplus to County Council requirements and instruct the Director of Property to dispose of the property to the Borough Council of King's Lynn and West Norfolk, and
Enter a lease with the Borough Council of King's Lynn and West Norfolk for the new library building and instruct the Director of Property to oversee the completion of the acquisition on the best terms possible.
- 10.2 Cabinet is asked to formally declare the land at Regent Place, King's Lynn surplus to County Council requirements and instruct the Director of

Property to dispose of the property to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender.

Officer Contact

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

Officer name: Simon Hughes, Director of Property **Tel No:** 01603 222043

Email address: simon.hughes@norfolk.gov.uk



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