



**Norfolk County Council**

# **Environment, Development and Transport Committee**

**Date: Friday, 07 September 2018**

**Time: 10:00**

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

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

## **Membership**

Mr M Wilby (Chairman)

Mr M Castle

Mr S Clancy (Vice-Chairman)

Mr P Duigan

Mr T East

Mr S Eyre

Mr C Foulger

Mr A Grant

Mr T Jermy

Ms J Oliver

Mr B Spratt

Mrs C Walker

Mr T White

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

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

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# A g e n d a

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

## 2. Minutes

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To confirm the minutes of the meeting held on 6 July 2018

## 3. Declarations of Interest

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

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

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

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

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

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

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

## 5. Public QuestionTime

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

Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm Tuesday 4 September 2018**.

For guidance on submitting a public question, please visit [www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee)

## 6. Local Member Issues/ Member Questions

Fifteen minutes for local member to raise issues of concern of which due

notice has been given.

Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Tuesday 4 September 2018**.

- 7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.**
- 8. Fly Tip Campaign** **Page 19**  
  
A report by the Executive Director of Community and Environmental Services
- 9. Norwich River Wensum Strategy - Adoption** **Page 28**  
  
A report by the Executive Director of Community and Environmental Services
- 10. Finance monitoring** **Page 125**  
  
A report by the Executive Director of Community and Environmental Services
- 11. Strategic and Financial Planning 2019-20 to 2021-22** **Page 131**  
  
A report by the Executive Director of Community and Environmental Services
- 12. Norfolk Vanguard Offshore Windfarm Consultation** **Page 146**  
  
A report by the Executive Director of Community and Environmental Services
- 13. Forward Plan and decisions taken under delegated authority** **Page 170**  
  
A report by the Executive Director of Community and Environmental Services
- 14. Commercialisation of Highway Services** **Page 178**  
  
A report by the Executive Director of Community and Environmental Services
- 15. Exclusion of the Public** **Page**

The committee is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involves the likely disclosure of exempt information as defined by paragraphs 3 and 4 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The committee will be presented with the conclusions

of the public interest test carried out by the report author and is recommended to confirm the exclusions.

## **16. Commercialisation of Highways Services - Business Case**

**Page**

A report by the Executive Director of Community and Environmental Services

### **Group Meetings**

Conservative            9:00am Conservative Group Room, Ground Floor  
Labour                    9:00am Labour Group Room, Ground Floor  
Liberal Democrats 9:00am Liberal Democrats Group Room, Ground Floor

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

Date Agenda Published: 31 August 2018



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

**Minutes of the Meeting held on Friday, 06 July 2018  
at 10am in the Council Chamber, County Hall**

**Present:**

Mr M Wilby - Chair

Mr M Castle

Mr S Clancy (Vice-Chairman)

Mr T Smith

Mr P Duigan

Mr T East

Mr S Eyre

Mr C Foulger

Mr A Grant

Mr T Jermy

Mrs C Wilker

Ms J Oliver

Mr A White

**Also Present:**

Cllr A Kemp

Cllr T Adams

Cllr B Spratt

### **1. Apologies and Substitutions**

- 1.1 There were no apologies for the meeting.

### **2. Minutes**

- 2.1 The minutes of the meeting held on 18 May 2018 were agreed as an accurate record and signed by the Chairman.

### **3. Members to Declare any Interests**

- 3.1 No Interests were declared

### **4. Urgent Business**

- 4.1.1 The Chairman chose to take item 9, "Hardings Way South, King's Lynn Traffic Regulation Order" under Urgent Business. The Executive Director of Community and Environmental Services explained that this decision had been made under consideration of section 100B of the Local Government Act 1972, subsection 4b. The Chairman believed that special circumstances existed in the case of this report as the matter had been in the public domain for a considerable amount of time and had raised a large volume of local feeling; if the Committee reached a decision at the meeting certainty could be provided to all local interests in the matter.
- 4.1.2 Local Member Cllr A Kemp had requested the matter was considered under a public enquiry; the Executive Director of Community and Environmental Services had considered the request and taken advice from the Practice Director of nplaw. Having

done so he did not consider there to be unusual or exceptional circumstances present in the proposal to consider the Traffic Regulation Order (TRO) which would be better informed by a public inquiry. The request was declined.

- 4.1.3 Jane Linley solicitor at NPLaw gave background to the Committee on the public sector equality duty according to the Equality Act 2010; the issues had been fully explored in the report including in the appendices and Equality Impact Assessment. Since Norfolk County Council was a traffic authority, under the Road Traffic Control act 1991 they could make an order where it was expedient to do so; she gave background to the subsection relevant to the Committee in making their decision.
- 4.1.4 The Solicitor from NPLaw advised Members to consider the desirability of maintaining reasonable access to premises reminding them of the duty under public law when exercising discretion not to act irrationally, and that they will have acted reasonably if all matters were considered.
- 4.2.1 Members saw a video presented by Cllr Kemp, about the challenges changes to the road would create voiced by a local disabled resident. The resident raised concerns about cars speeding on the road and about the increase in HGVs on the road after the changes.
- 4.2.2 Cllr Kemp spoke against the TRO, discussing her concerns about increased risks for disabled people, concerns raised by residents about traffic and against the order, and increase in HGVs. She was concerned that the Sustrans safe route to school would not be useable by children or disabled people independently if the order went ahead and felt the development plan was out of date. Cllr Kemp also raised concerns about impartiality of Members who she felt should have raised declarations of interest.
- 4.2.3 Member of the public, Mr Ray, spoke against the TRO, discussing new dangers created by the order, impact on public health and implementation of NICE guidelines, contradictions with the cycling and walking and casualty reduction strategies, concerns over site visit times, and existing access to the area from other roads.
- 4.3.1 A member queried whether the TRO was necessary and whether other options may be available; the Interim Highway Design and Development Manager confirmed that King's Lynn Borough Council had placed a condition on the planning permission of 3 new access routes being provided.
- 4.3.2 It was pointed out that issues highlighted in the Equality Impact Assessment were detrimental to disabled pedestrians and children. The Member also noted that 80 objections had been received and should be listened to.
- 4.3.3 A Member noted that the TRO referred to opening only a portion of the road for access; he noted that streets in the area were mostly narrow Victorian streets which he felt were not suitable for more traffic.
- 4.3.4 Concern was raised about interests not being declared by those involved in the original planning decision by King's Lynn Borough Council.
- 4.3.5 The Interim Highway Design and Development Manager confirmed there was a condition that Norfolk County Council must deliver the TRO for the development to go ahead. Planning permission was only granted for access at this stage.
- 4.4 With 9 votes 9 in favour, 3 against and 1 abstention the Committee **AGREED** to:
  - 1) Consider the findings of the equality impact assessment, attached at Appendix B

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;
  - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 2) Consider and agree the mitigating action proposed in the equality impact assessment
  - 3) To consider the objections raised and the supporting information contained within this report and decide whether or not to approve the Norfolk County Council (King's Lynn, Various Roads) (Bus and Cycle Lane) Amendment

## **5. Public Questions**

5.1 Three public questions were received; see Appendix A.

5.2.1 Mr Raab asked a supplementary question: "When nitrogen dioxide goes back up will the Council have the money to change it back"

5.2.2 The Executive Director of Community and Environmental Services replied that the Council, together with borough councils, had access to a monitor to keep track of nitrogen dioxide levels. There were various measures in place including abolition of diesel cars to get the various levels of emissions down.

## **6. Member Questions**

6.1 Two Member questions were received; see appendix A.

6.2.1 Mr M Castle asked a supplementary question: There were 3000 parking spaces in the Yarmouth Seafront area, 1050 in Borough Council Pay & Display Car Parks and about 1250 in Norfolk County Council "on street" Pay & Display and Visitor Voucher Parking spaces in the Residents Permit Zone. He reported there was less parking here in winter because the Borough Council closed St Nicholas and North Drive car parks, and over time Borough Charges had become more expensive, noting Norfolk County Council Parking spaces were free in the evening and overnight, while Borough Council ones were payable until 9pm and £1 thereafter. A new winter charging scheme was due to start in winter 2018-19 to on-street parking in the busiest section of the Golden Mile between Sandown Road & Kings Road; the Borough Council charged for its 5 car parks in that area; all spaces north of Sandown Road & south of Kings Road were free during winter; the spaces between Sandown Road & Kings Road were free in the evening and overnight. As local Member he felt there should be a seamless approach between both Councils and was concerned by the Borough Council's plans to block winter charging by Norfolk County Council in the central seafront area. He felt the lack of coherent strategy caused confusion for the public. He requested a thorough review of seafront parking after the first year of operation and consideration to ensuring greater compatibility of parking fees, feeling that on street parking should be more expensive.

6.2.2 The Chairman replied that Officers were working with districts to come to an agreement.

- 6.3.1 Cllr Adams asked a supplementary question: “are you aware of the petition against the DIY waste charges, which received 6600 signatures?”
- 6.3.2 The Chairman was aware of the petition in question.
- 7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.**
- 7.1 An update on the Norwich western link Member Working Group was circulated and an update given by the Vice Chairman; see appendix B.
- 7.2 A Rail update was circulated and discussed; see appendix C
- The Interim Team Leader for Transport updated members that discussions were ongoing with Greater Anglia about improving Yarmouth Station
  - A Yarmouth Station Development meeting would be held the following week
  - Norwich to Nottingham options were discussed; benefits of a split service would be looked at. The Norfolk rail group would discuss this.
  - The community rail group were looking at a proposal to turn the Norwich to Ely line to a community line, noting improvements to services across Norfolk
  - Follow through on delivery of promises Anglian Rail was discussed; the Chairman was due to meet with them, but updated Members that new trains were being built and they were positive about delivering on promises
- 8. Market town transport network improvement strategy**
- 8.1 The Committee received the report providing an update on the 2017-18 programme of market town transport strategies and proposing towns for the second year’s programme 2018-19.
- 8.2.1 The Chairman supported going ahead with the next 5 towns in the report.
- 8.2.2 Mr P Duigan thanked the team for the work done in Dereham noting the money also put in by Dereham council.
- 8.2.3 Mr T East had received comments from Liberal Democrat members Cllrs Maxfield and Seward; they commented that North Walsham was behind schedule. Growth of the Broadland Northway and popularity of the East Cromer coast were increasing pressures on narrow roads north of the town, impacting on parking in villages, speeding, volume of traffic, and bus routes. The comments would be passed to the Interim Team Leader for Transport to provide a response.
- 8.2.4 It was queried what would be done to improve access for the aging population and disabled community in North Walsham; the Interim Team Leader for Transport replied that Officers were looking at public transport access into towns and access from towns to services and facilities. The council’s ability to improve access was limited by resources and was outside the remit of the market town work.
- 8.2.5 It was suggested that more ambitious targets were needed to fund transport measures; the Interim Team Leader for Transport replied that studies would identify what was needed to mitigate impacts of growth and secure funding.
- 8.2.6 It was queried whether there was funding to carry out the recommendations for each town; the Executive Director of Community and Environmental Services replied that it was useful to have schemes prepared so bids could be applied for quickly when



funding streams became available. Growing council tax base and investing in the right infrastructure would be beneficial

8.2.7 Mr P Duigan noted that in Dereham, the Mayor went around the town with Guide Dogs for the Blind to support improving disability access of the town.

8.3 The Committee:

1. **NOTED** the progress that has been made for the current market town Network Improvement Strategies in Dereham, Swaffham, North Walsham, Thetford and Diss
2. **AGREED** a programme of market town Network Improvement Strategies looking at the transport impacts of growth in market towns and large villages in Norfolk in 2018/19

## 9. Highway Asset Performance

9.1 The Committee reviewed the report highlighting performance of the highway asset against current service level priorities, based on previous Member decisions and covering planned capital structural maintenance of the assets only.

9.2.1 Mr East queried how much Norfolk County Council paid out in 2017-18 in relation to non pothole related highway claims; the Assistant Director of Highways & Waste agreed to look into non pothole related insurance claims and circulate information to the Committee.

9.2.2 The drop in repudiation rate was queried; it was clarified that this could relate to the time insurance claims were received in the year, or repairs not completed in time resulting in the insurance claim being upheld. More insurance claims were to be expected over winter due to the conditions.

9.2.3 A Member suggested that the decrease in public satisfaction in Public Rights of Way showed that the strategy needed revising; the Assistant Director of Highways & Waste reported that funding for this had reduced over the years; when questioned, the public had put Public Rights of Way low on their priorities for use of funding.

9.2.4 the Assistant Director of Highways & Waste confirmed that weed spraying was not immediately included in the highway asset funding, but confirmed that standard treatment was 2 per year.

9.2.5 Mrs C Walker reported that work begun on western bypass was good on the new sections, however other parts were in poor condition; the Assistant Director of Highways & Waste **agreed** to raise this with Highways England

9.3 The Committee:

- a) **NOTED** the progress against the Asset Management Strategy Performance framework and the continuation of the current strategy and targets
- b) **NOTE** the progress against the implementation of Well-Managed Highway Infrastructure a Code of Practice item
- c) **NOTE** the performance against Key Performance Indicator's in Highway Contracts (Tarmac, WSP & Dynniq)

## 10. Hornsea Project Three offshore Wind Farm and onshore supporting infrastructure – submitted application.

10.1.1 The Committee discussed the report outlining the formal Development Consent Order

(DCO) application consultation under Section 56 of the Planning Act 2008. This was the final opportunity to make any formal representations on the merits of the proposal prior to the statutory Examination, although the County Council would have an opportunity to submit a Local Impact Report under S60 (3) of the Act ahead of the Examination.

- 10.1.2 Issues regarding establishing a community benefit fund had been addressed, and construction duration time reduced to a maximum of 8 years, aiming for 6 years. The developer had agreed to support the local fishing community and work closely with Highways England and Norfolk County Council regarding the A47 and Western Link. They had also recognised the need to feed electricity into the local grid network.
- 10.1.3 Outstanding issues were highway issues related to access to the substation and potential booster station, flood and drainage risk issues, and ornithological investigative work.
- 10.2.1 It was queried how the cable would cross the railway; The Principal Planner confirmed that digging would be horizontal to the railway line and there would be no disruption.
- 10.2.2 It was **suggested** there should be recommendations to emphasise that the project should benefit Norfolk; the Principal Planner had stressed the need for secondary connections, which the Local Enterprise Partnership (LEP) would take forward to legislative law. It was important to ensure appropriate conversations were held with businesses who would be adversely affected by digging.
- 10.2.3 The Committee also agreed that there should be penalties imposed on the developer of Hornsea Three in the event that the project over-runs beyond the timetable set out in the Environmental Statement accompanying the DCO application. Such penalties should include financial compensation to be paid into a Community Benefit Fund; The Principal Planner **agreed** to take this back for consideration.
- 10.2.4 Mr Jermy **suggested** that that the recommendation should be amended to show that the Council enthusiastically supported the principle, to be leading the way in renewable technology.
- 10.2.5 Mr East was keen for the comments from the Member for Melton Constable to be incorporated into the response, and to see proposals from the developer on how it would benefit local communities in the long term. The Principal Planner confirmed that this would be taken forward, and was covered at paragraphs 2.39-2.44 of the report; Officers would continue to lobby for benefits for local communities.
- 10.2.6 As Local Member for Swardeston, Mr C Foulger raised concerns about the substation proposed here, including access on Horstead Road, increase in lorries during construction and about the height of the substation.
- 10.3 The Committee **AGREED** to inform the Planning Inspectorate and the Secretary of state that the County Council:
  - (1) Supports the principle of this offshore renewable energy proposal, which is consistent with national policy, subject to the detailed comments set out in this report being resolved satisfactorily through the DCO process;
  - (2) Has a series of holding highway objections to the proposed onshore infrastructure (see Appendix 1);
  - (3) Seeks a number of / "Requirements" (conditions) relating to highway; flood risk; and archaeological matters being agreed and attached to any final DCO

decision (see Appendix 1).

- (4) Considers that the applicant should ensure that the proposal brings real socio-economic benefits to both (a) the individual communities directly affected by the planned infrastructure works and (b) the County as a whole.

## **11. Tri-LEP area Local Energy Strategy**

- 11.1 The Committee considered the report discussing the Tri-LEP Energy East Project which would form the basis for a new energy hub in the Greater South East of England, funded through the Department of Business, Energy & Industrial Strategy to unblock some of the challenges concerning grid connectivity, and capitalise on opportunities for local energy generation, storage, distribution and supply.
- 11.2 The Committee **ENDORSED** the Strategy on behalf of NCC

## **12. Finance Monitoring**

- 12.1.1 The Committee received the finance monitoring report reflecting the budgets for the 2018-19 budget and forecast outturn position as at the end of May 2018.
- 12.1.2 The Finance Business Partner for Community & Environmental Services reported that reserves would be reviewed.
- 12.2.1 The Finance Business Partner for Community & Environmental Services reported that data for the first 2 months of the DIY charge policy showed income to be a significant increase from April/May 2017. The policy, to encourage householders to use commercial operators to dispose of DIY waste, was delivering as expected. Delivery of the full amount would be assessed when more data was available.
- 12.2.2 The Finance Business Partner for Community & Environmental Services confirmed that there were conditions from the Local Enterprise Partnership (LEP) in terms of timescales for delivery of money.
- 12.2.3 Mr Jermy requested that DIY charge data was circulated to Members when confirmed, as requested in his Member question from 18 May 2018.
- 12.2.4 It was queried whether money was set aside for problems with Haven Bridge in Yarmouth; the Assistant Director of Highways & Waste clarified that no money was set aside however people could make a claim with the Council to be considered by the risk and assurance team as appropriate.
- 12.3 The Committee **NOTED**:
- a) The 2018-19 revenue budget the Environment, Development and Transport Committee and the current forecast outturn position
  - b) The Capital programme for this Committee
  - c) The balance of reserves brought forward to 2018-19

## **13. Risk management**

- 13.1.1 The Committee considered the report containing information from the latest EDT risk register as at July 2018, following the latest review conducted in June 2018.
- 13.1.2 It was reported that the title of risk RM14248 had been updated to take into account

the change in name of the Northern Distributor Road to the Broadland Northway, and to take “construction” out of the title, as it was now complete.

13.2 The Committee **CONSIDERED** and **NOTED**:

- a) The changes to EDT departmental risks since the last Risk Management report was reported to this Committee in March 2018, in Appendix A of the report
- b) The risks reported by exception in Appendix B of the report
- c) The summary of EDT departmental risks in Appendix C of the report
- d) The list of possible actions, suggested prompts and challenges presented for information in Appendix D of the report
- e) The background information to put the risk scoring into context, shown in Appendix E of the report

**14. Performance management**

- 14.1 The Committee received the report based upon the revised Performance Management System, which was implemented as of 1 April 2016 and providing data against the new 2018/19 vital signs list
- 14.2 A Member queried performance for buses, which was behind other target areas, and why the target for “% parishes that meet their designated target level of service” was not higher; The Head of Support and Development (Community and Environmental Services) agreed to find out this information and circulate to the Committee.
- 14.3 The Committee **REVIEWED** and **COMMENTED** on the performance data, information and analysis presented in the body of the report.

**15. Forward plan and delegated decisions**

- 15.1 The Committee reviewed the forward plan and delegated decisions taken by Officers.
- 15.2.1 A Member thanked Officers for adding fly tipping and charging to the forward plan; the Assistant Director of Highways & Waste confirmed this would be a written report. It was suggested that a review of the first quarter of the year would be useful.
- 15.2.2 Mr T Adams confirmed that he would like a response of the copy of the consultation as discussed at paragraph 2.5.
- 15.3 The Committee:
  - 1. Reviewed the Forward Plan at Appendix A
  - 2. Noted the delegated decisions set out in section 2 of the report

The meeting closed at 11.55

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



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## **MEMBER/PUBLIC QUESTIONS TO ENVIRONMENT, TRANSPORT AND DEVELOPMENT COMMITTEE : FRIDAY 6 JULY 2018**

### **5. PUBLIC QUESTIONS**

#### **5.1 Question from Ken Hawkins**

In what ways is Norfolk County Council's continuing low position (22nd of 31 this year) in regard to public satisfaction with its public rights of way, connected to the fact that its report to the EDT meeting on 6 July on Highways Asset Performance contains no other reference to their existence?

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

The paper on Highway Asset Management highlights performance of the highway asset against current service level priorities, based on previous Member decisions. It focuses on the planned capital structural maintenance of the assets, and uses metrics from condition surveys to evidence whether condition has changed in relation to the service level.

Customer satisfaction is important to us and a basket of indicators from the NHT survey including Rights of Way have been included in the performance framework and is referred to in Section 2.3.

The Head of Highways updated the EDT committee on the Highways annual survey of customer satisfaction at its meeting on 10 November 2017. This is reflected in the minutes, item 10.4 which directly reference Rights of way.

#### **5.2 Question from Mr Robert Raab**

Why does the Council want to Change Part of Bus and Bicycle road of Hardings Way Road back into a Polluting Road for All Polluting Traffic, in the Future Change the Rest of Hardings Way Road into a Polluting Road ?

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

The "Hardings Way south" report is item 9 on today's agenda for discussion, covering 125m of its length. There are no current proposals concerning the remainder of Hardings Way.

#### **5.3 Question from Ms Lydia Hall**

What can I tell my fellow residents that would resolve their confusion as to why they are now being charged for minor bits of DIY household waste and why it is being implemented differently at different recycling centres. Can you categorically confirm that there would not be a rise in fly tipping as a result of these charges?

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

You can still dispose of all household waste free of charge at any of our twenty recycling centres. This includes things like freestanding furniture, electricals and white goods. The change to the charges is only for DIY type construction and demolition waste, everything else is as it was before April this year. To help customers there is a useful guide on the County Council's website at: <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/rubbish-and-recycling/diy-waste> and this is the approach that should be being implemented at all our sites.

The reason for the change is that we have to reduce the costs of our services and this change was taken in preference to closing sites or reducing opening hours further.

In terms of illegal fly tipping and the illegal dumping of waste we are aware of the concerns and are monitoring things closely. And whilst other areas that charge, such as Staffordshire, have not seen an associated increase in fly tipping it is something we are looking at very closely in Norfolk as a part of our ongoing service reviews.

## **6. MEMBER QUESTIONS**

### **6.1 Question from Cllr Mick Castle**

Winter car parking charges in Yarmouth central seafront area

Given the continued delay with regard to the implementation of a new winter on-street parking regime in the central seafront area (between Sandown Road and Kings Road) can the Chairman confirm that the County Council is still fully committed to ensuring a common strategic approach by both the Borough and County Councils with regard to parking charges and hours of operation within the "core" Yarmouth CPE area?

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

During the process to implement winter car parking charges, NCC received a legal challenge from Great Yarmouth Borough Council. In light of this, it is unlikely that NCC will proceed with this scheme.

Supplementary info:

Norfolk County Council has endorsed the Parking Principles as a basis for making decisions related to parking management in Norfolk. In January 2012 the Environment, Transport and Development Scrutiny Panel received a report on draft parking principles for Norfolk. Panel endorsed the Parking Principles and it was suggested that they should be reviewed at some future stage to ensure they were working.

When making orders to control and/or restrict parking, officers use the principles as a guide when framing proposals, in conjunction with the different local circumstances that exist in particular places.

Norfolk's councils' Leaders and Chief Executives have agreed to sponsor a review of parking management including:

1. Agree to work together to review the current parking principles document to produce and agree something across the county and all districts.
2. Consider the introduction of on- and off-street parking charges in market towns and coastal resorts to complement the charging within the main urban areas.
3. Agree that management of on- and off-street parking should seek to balance the need to boost the economic vitality of an area alongside the need to progress local improvement schemes.
4. Agree to work in partnership and share data and information relating to parking that would help to further improve parking management.
5. Agree to review the Civil Parking Enforcement (CPE) arrangements as part of a broader programme of work.
6. Agree to seek early interventions to address some of the pressing concerns which districts have raised about parking management arrangements.

At the last meeting in May, Leaders and Chief Executives agreed that a Member Task and Finish Working Group would be set up to steer the work on the review.

## **6.2 Question from Cllr Tim Adams**

Do you accept the anger and frustration that the introduction of household DIY waste has caused people who consider these charges to be unfair, poorly implemented and will lead to increased fly tipping and increased costs to District Councils?

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

I note the depth and range of concerns that have been expressed. The recent changes were made in preference to closing sites or reducing opening hours and were only made after a full public consultation. The changes also included a simplification of the pricing structure which already applied for large volumes of construction and demolition waste and also introduced the ability to take larger volumes of this type of waste to all sites – whereas previously it was only accepted at the main sites.

The changes bring us in line with legislation and other parts of the country that already charge for this type of material. And whilst other areas that charge, such as Staffordshire, have not seen an associated increase in fly tipping it is something we are looking at very closely in Norfolk as a part of our ongoing service reviews.

**Norwich Western Link Project - Update for Environment Development and Transport Committee from Working Group (for 6 July 2018)**

Further to previous meetings of the Norwich Western Link (NWL) project Member Working Group, the following provides a brief summary of the most recent meeting of the Group held on 4 July 2018:

1. The Group received a general progress update for the project. WSP provided details of the modelling that is being developed, using the same model base developed by Highways England for their Easton to North Tuddenham project. WSP also further updated on the options assessment, work being undertaken during 2018, using the Department for Transport's sifting tool. Work has also started on ecology and environmental reviews to inform the options assessment process. The team confirmed the project remains on programme and it is therefore hoped that a report on options, taking account of the recently completed consultation (see below), will be provided to Committee in October 2018 as planned. The Group were clear that the options work should also include an assessment of economic benefits.
2. The Group received further details from the delivery team on the consultation for the project, which started on 8 May and closed on 3 July. The exhibition events throughout the area were well attended with nearly 1200 people recorded. Meetings were previously held with the N&N Hospital and Norwich Research Park, who confirmed their support for the project, and additional consultation events were also included at both of these venues. The number of responses using the online consultation site (CommonPlace) has been good with around 1750 responses. The mapping option enabling comments to be added was also well used with around 750 comments received. All of the responses now need to be reviewed and a report produced that can be used to inform the options assessment work.
3. Highways England's (HE) latest progress for the A47 proposals from Easton to North Tuddenham was discussed with Claudia Wegener, the new project lead for the HE projects in Norfolk. Claudia set out her role is to re-engage the projects with stakeholders and maintain that contact throughout delivery. Claudia confirmed that previously published construction dates for the projects in Norfolk are still being worked to, which will see a start of construction of the Easton to North Tuddenham project in September 2021.

Claudia also confirmed that, whilst limited progress has been made recently on Easton to Tuddenham, this was due to a forthcoming change to the delivery team following a major HE procurement process. This will see a new team established that will deliver the project through all of its design, statutory processes and construction, which will benefit the project delivery. This new delivery team will be established from October and is expected to be fully delivering from January. In addition, Claudia also confirmed how HE and NCC are working together on the delivery of projects in Great Yarmouth and used this as an example of how the same close working would be applied to the NWL and Easton/Tuddenham projects.

4. The Local Plan Review process and programme was briefly discussed. An update note is to be provided to the Member Group.
5. The latest local group meeting (with parish council representatives) was held on 7 June and the details from this were discussed with the Member Group. That meeting was provided with a general update on the progress of the consultation at that time. It was also provided with a further discussion of the transport modelling and how data can be presented to assist people in understanding the outputs from the model, which will be used for the options assessment. The next meeting of the local group is planned for early August and they will receive an update on the completed consultation and the ongoing options assessment process. They will also be updated on traffic surveys completed during May at the western end of the NDR and at locations between the A1067 and A47.

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

Tel 01603 223292



**Rail Update**  
**Environment Development and Transport Committee**  
**6 July 2018**

**East Midlands Rail**

- Members will recall that the East Midlands Trains franchise, which includes the current Norwich to Liverpool service, is being renewed
- In the consultation last year, there was a suggestion that government would be looking to split the service, possibly at Nottingham
- Norfolk County Council responded to the consultation, strongly supporting retention of the direct service and subsequently – following the May EDT Committee meeting – wrote to the Secretary of State
- In June, DfT published their response to the consultation and issued the Invitation to Tender to shortlisted bidders to run the train services
- These documents make it clear that government intends to split the service at Nottingham, with the East Midlands Franchise operating from Nottingham – Norwich and the section from Liverpool – Nottingham by either TransPennine Express or Northern.
- This change would take place from December 2021
- It is disappointing that government has confirmed it will split the service
- The county council can again express its opposition to this to government
- However, it is clear that government has committed to split the service. We are unlikely to be able to convince government to change their minds. Therefore it would be useful to consider what benefits there might be for Norfolk from the introduction of a split service. These could include:
  - Better connections at Peterborough with services to the north and Scotland on the East Coast Main Line, so that wait times are reduced
  - Retiming the service so that this service, and the Norwich to Cambridge service leave at 30 minutes apart. This would provide half hourly services to Cambridge, albeit passengers on the East Midlands services would need to change at Ely
  - Faster journey times
  - And crucially good connections at Nottingham for onward services to the north west

**East West Rail**

- Norfolk County Council is a member of the East West Rail Consortium, which has been supporting reinstatement of rail between Oxford and Cambridge. This would benefit the county because it would open up journeys to places such as Milton Keynes and Bedford, and further afield to the south west, without the need to go via London
- The project is progressing well. In December 2017 the Transport Secretary, Chris Grayling, announced the establishment of a new East West Railway Company. The 2017 budget also announced completion of the Central Section, linking Cambridge with Bedford, by 2030
- An Eastern Section Working Group has recently been established
- This will ensure that the interests of those authorities to the east of Cambridgeshire are taken into account in planning of the whole route, and to ensure that ultimately rail services are extended to Norwich and Ipswich

- The first meeting of this group is scheduled for next week, 12 July. One issue it will need to consider is how to react to emerging plans that the Central Section might be primarily designed for shorter distance services between Cambridge and Bedford
- The main benefits for Norfolk however are likely to be arise from faster, longer distance service connecting the major places, rather than slower, stopping services

### **GEML Task Force**

- There was a recent meeting of the GEML Task Force on Monday 2 July
- The Task Force has agreed to refresh the business case for infrastructure improvements needed to deliver Norwich in 90
- This will include an assessment of the wider economic benefits of improved rail services as well as an assessment of the costs of the required infrastructure
- Greater Anglia, the train company, is replacing its entire fleet of trains
- New Inter City trains are being rolled out from May 2019 over an 18 month period
- Greater Anglia's new timetable will see a small number of Norwich to London journeys being done in 90 minutes from next August (2019)
- Alongside the new trains, major infrastructure improvements are required for the majority of services to run in 90 minutes. The business case refresh will provide the evidence needed to support government funding being put towards these

### **Ely Task Force**

- The Task Force meets regularly to oversee development and delivery of major improvements in the Ely Area. These are needed for: services from King's Lynn via Cambridge to London; services from Norwich to Peterborough and Cambridge; services from Ipswich to Peterborough; and freight services from Felixstowe.
- Network Rail is undertaking development work on the rail elements, funded from contributions by New Anglia and Greater Cambridge Greater Peterborough Local Enterprise Partnerships and the freight sector. Cambridgeshire County Council is taking forward a road study to examine potential solutions in the village of Queen Adelaide, just outside Ely, where there are three level crossings in under 1km
- Representatives met with the Chancellor on 4 July to discuss funding for scheme delivery.

# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Fly Tip Campaign</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> <p>To address the issue of illegally dumped waste a coordinated campaign should be delivered in Norfolk which seeks to bring together all stakeholders to work in partnership to confront this issue and reduce the environmental and financial cost of this criminal activity.</p>	

## Executive summary

Fly tipping is the illegal dumping of waste. In recent years there has been an increasing trend in the number of incidents on public land nationally, in the eastern region as well as locally across Norfolk. For incidents on public land the District, City and Borough Councils pay for the collection of material and the County Council pays for the disposal of material; for incidents on private land the landowner is responsible. For 2016/17 the estimated cost to local authorities in Norfolk of taking actions related to illegally dumped waste and clearing sites was £1,131,773.

A change in charging policy for construction and demolition waste at County Council Recycling Centres has led to widespread concerns about increases in fly tipping. The data on the effects of that change and recent incidents of illegal dumping are limited but under close review. An approach is outlined about how the County Council can work with others in a coordinated approach that brings together stakeholders and the Norfolk Waste Partnership to fight the scourge of illegal dumping of waste in Norfolk.

### Recommendations:

- 1. Members support the delivery of a co-ordinated campaign to address the illegal dumping of waste delivered by working with stakeholders and as part of the Norfolk Waste Partnership.**

## 1. Proposal

- 1.1. To address the scourge of illegal dumping of waste in Norfolk, a co-ordinated campaign should be delivered that brings together stakeholders and the Norfolk Waste Partnership to deliver interventions based on best practice elsewhere in the country.
- 1.2. The Hertfordshire Waste Partnership has provided the County Council with its successful and award winning campaign toolkit which has been designed so it can be used by any local authority or local authority Partnership; both in isolation and with other agencies such as the Police, Police & Crime Commissioners, Fire & Rescue Services, Keep Britain Tidy, the Environment Agency and the National Farmers Union with minimal changes.
- 1.3. In Norfolk the intention is that the County Council would initially agree an approach with all the local authorities in the Norfolk Waste Partnership, so that work can then progress with other organisations via the Norfolk Waste

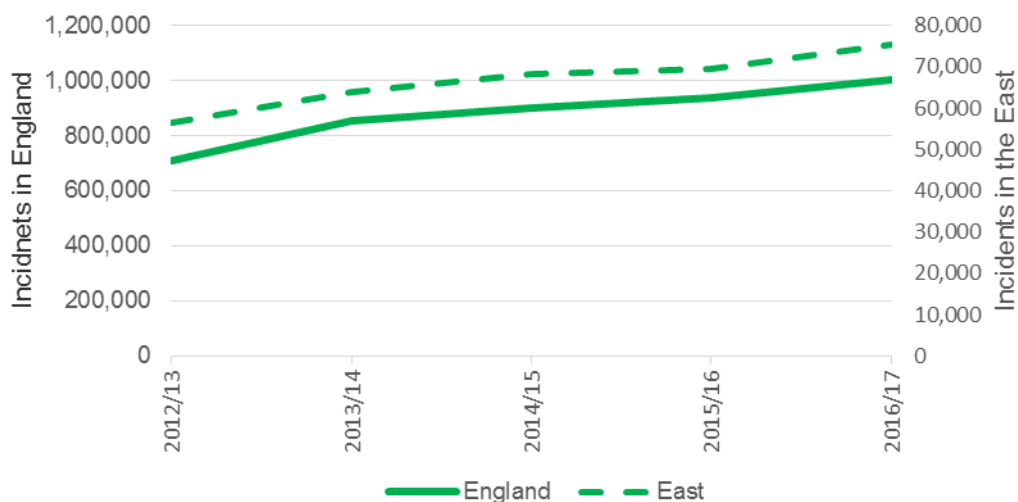
Enforcement Group, which brings together all Norfolk's local authorities and the Environment Agency. It is expected that this would be based on the approach in Hertfordshire with any required local refinements.

## 2. Evidence Based on National Data Release for Period to 2016/17

### 2.1. National and Local Trends

The most recent national release of audited data was on 19 October 2017. The national and eastern region data from this release both show a rising trend for reported incident numbers in recent years, although unpublished data for 2017/18 indicates a drop.

**Illegal Dumping Incidents - National and Eastern Region**

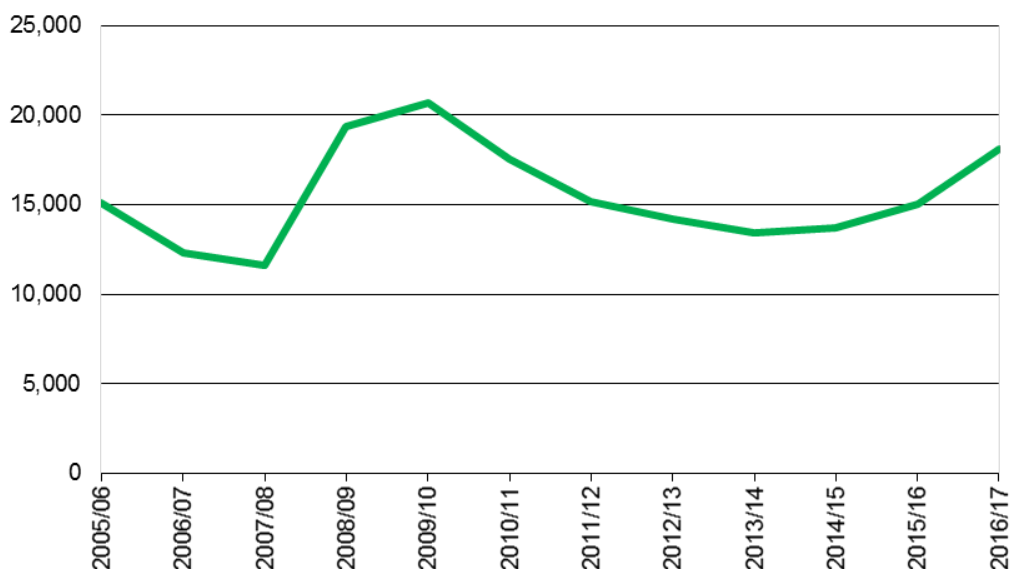


Although there will be a range of different reasons for people deciding to illegally dump their waste, the most likely is the avoidance of the true costs of dealing with waste. Trends will also reflect any changes by district councils and unitaries in the way they enforce their collection requirements, in particular whether they report incidents where waste is put out by householders on the wrong day or in the wrong way for collection as fly tipping or not.

### 2.2. Norfolk Trends

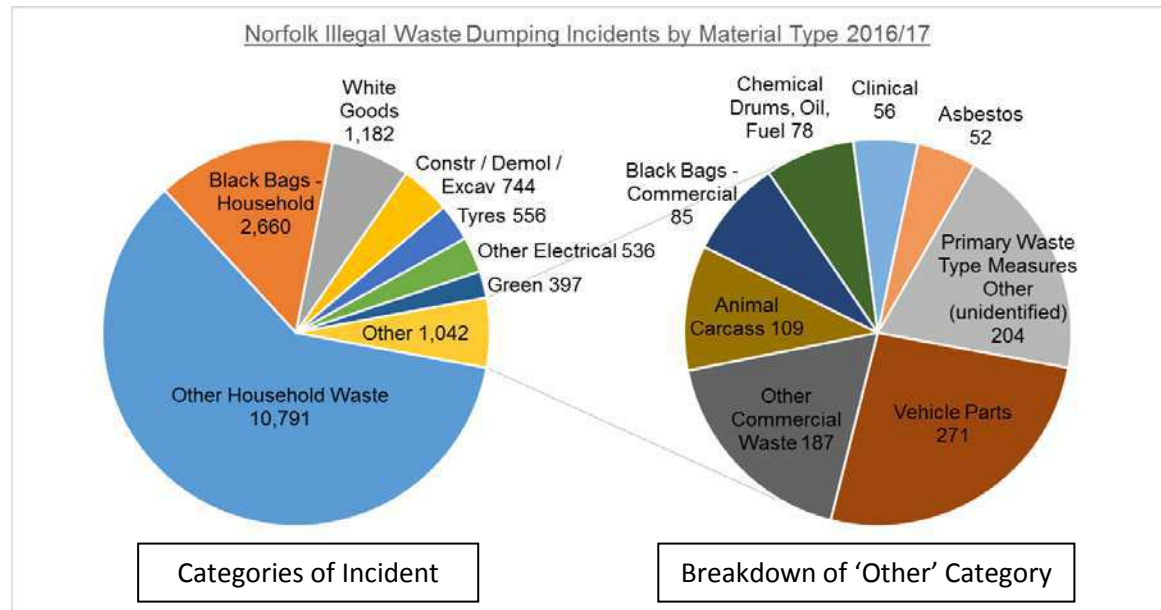
There has been a rising trend for incident numbers reported in Norfolk in recent years.

**Illegal Dumping Incidents in Norfolk**



### 2.3. Norfolk Breakdown by Material Type and Location

There were 17,908 recorded incidents of illegal dumping of waste in Norfolk in 2016/17 which includes all incidents dealt with by the District, City and Borough Councils and the Environment Agency, including incidents on private land where they have been involved. The breakdown of incidents by material is shown below.



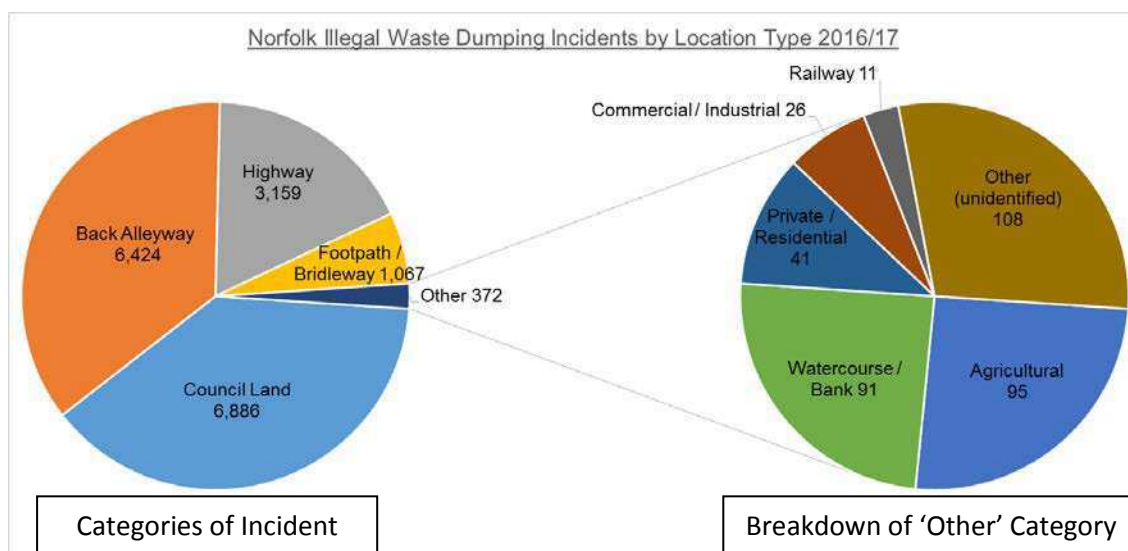
The three largest categories are:

- Household waste (10,791 incidents). This is defined as any household waste not covered in other criteria and which '*could include the results of house or shed clearances, old furniture, carpets and the waste from small scale DIY works*'.
- Black bags of household waste (2,660 incidents).
- White goods (1,182 incidents).

These are all items that the District, City and Borough Councils either collect free of charge or for a fee from householders and which can be accepted from householders either free of charge or for a fee at the County Council's Recycling Centres. Recycling Centres also accept electrical items (536 incidents) and green waste (397 incidents) for free from householders.

For other categories householders and businesses have a number of options depending on the material, which include paying for disposal at Recycling Centres in Norfolk or arranging a collection or skip removal service, or taking the material to an appropriately licenced facility.

The breakdown of the 17,908 recorded incidents of illegal dumping of waste in Norfolk in 2016/17 by location is shown below.



The three largest categories are:

- Council land (6,886 incidents).
- Back alleyways (6,424 incidents).
- The highway (3,159 incidents).

Some of these incidents will be waste put out by householders on the wrong day or in the wrong way for collection, as the District, City and Borough Councils can use this approach as part of their enforcement of the requirements for using their collection services.

### 3. Evidence Based on More Recent Non-Published Data

- 3.1. The national audited data for incidents of illegal dumping is released in October, however we are able to see the data in its unaudited form before it is released. This means we have an indication of what was happening in 2017/18 and also what has been happening since April this year – subject to the caveat that this data has not been validated.

The District, City and Borough Councils are obliged to submit their data for each quarter in to a national reporting system called 'Waste Data Flow'. For example for the period April to June submissions are required by 25 July each year, and to comply with this requirement some submit monthly data and some submit quarterly data.

This data then goes through a validation phase involving the Environment Agency and Defra which extends for over a month, the expected date of completion for this for the first quarter is 05 September. When the data has been checked and reviewed by the quality assurance processes of Waste Data Flow, the Environment Agency and Defra the data is then available for all.

- 3.2. The non-published data shows that last year in 2017/18 England saw a 7.25% drop in fly tipping incidents compared to the previous year, with the first quarter last year showing an 8.55% drop in fly tipping incidents compared to the same quarter in the previous year.

















#### Fly Tipping Incidents in England

Year	2015/16	2016/17	2017/18
Full year	891,397	946,455 <span style="color: red;">↑</span>	877,831 <span style="color: green;">↓</span>
First quarter only	225,920	238,691 <span style="color: red;">↑</span>	218,292 <span style="color: green;">↓</span>

Norfolk has followed a similar trend, with most but not all districts showing a

pronounced drop in 2017/18.

### Fly Tipping Incidents in Norfolk

Year	2015/16	2016/17	2017/18
Borough Council of King's Lynn and West Norfolk	1,905	1,980 	1,512 
Breckland Council	1,255	1,060 	804 
Broadland District Council	407	436 	421 
Great Yarmouth Borough Council	6,588	7,993 	6,407 
North Norfolk District Council	412	495 	521 
Norwich City Council	3,643	5,264 	4,804 
South Norfolk Council	689	680 	836 
<b>Total</b>	<b>14,899</b>	<b>17,908</b> 	<b>15,305</b> 

- 3.3. Comparing incident numbers in Norfolk for the period April to June, this year shows an increase of around 7% compared to the lower figures last year, but 13% lower than the first quarter of 2016/17, being higher in some council areas and lower in others.

### Fly Tipping Incidents in Norfolk April to June

Year	2015	2016	2017	3 year average	2018
Borough Council of King's Lynn and West Norfolk	426	484	405	438.3	444
Breckland Council	366	274	215	285	252
Broadland District Council	86	104	90	93.3	117
North Norfolk District Council	73	124	95	97.3	163
Norwich City Council	527	1,420	1,129	1,025.3	1,094
South Norfolk Council	195	189	166	183	184
<b>Total</b>	<b>1,673</b>	<b>2,595</b>	<b>2,100</b>	<b>2,123</b>	<b>2,254</b>

Note that in the table above data for Great Yarmouth Borough Council's area has been excluded, this is because of a change in its reporting methods which has led to a significant drop in incident numbers in 2018, which for the purposes of this report means that direct comparisons with previous years cannot be made.

Incidents assessed by type of material show that for construction and demolition waste in the first quarter there were 140 incidents in 2018 and 140 in 2017, with fewer incidents reported in Breckland, Norwich and South Norfolk and more in Broadland, King's Lynn and West Norfolk and North Norfolk (note that Great Yarmouth's data is excluded for this assessment as explained above).

Other waste types that have not been affected by any policy change accounted for 2,114 incidents in 2018 and 1,960 in 2017 (again this excludes data from Great Yarmouth, which shows a decrease to 356 in 2018 from 2,174 in 2017).

Incidents analysed by size show that small scale incidents (individual car boot

load or less) are down from 1,739 to 1,369 if Great Yarmouth's data is included and up if it isn't, from 948 to 1,075. For larger loads of van size or larger, incidents are down from 2,617 to 1,251 if Great Yarmouth's data is included and up if it isn't, from 1,152 to 1,179.

- 3.4. We will continue to monitor things closely as more detail becomes available and things may change, and if decisions need to be considered we will identify that clearly.

#### **4. DIY Policy Change**

- 4.1. Charging at Recycling Centres for all but the smallest amounts of DIY construction and demolition type waste has been in place since 2001. The recent change to charges was made in preference to looking at closing sites or reducing opening hours further as part of the drive to reduce the County Council's costs.

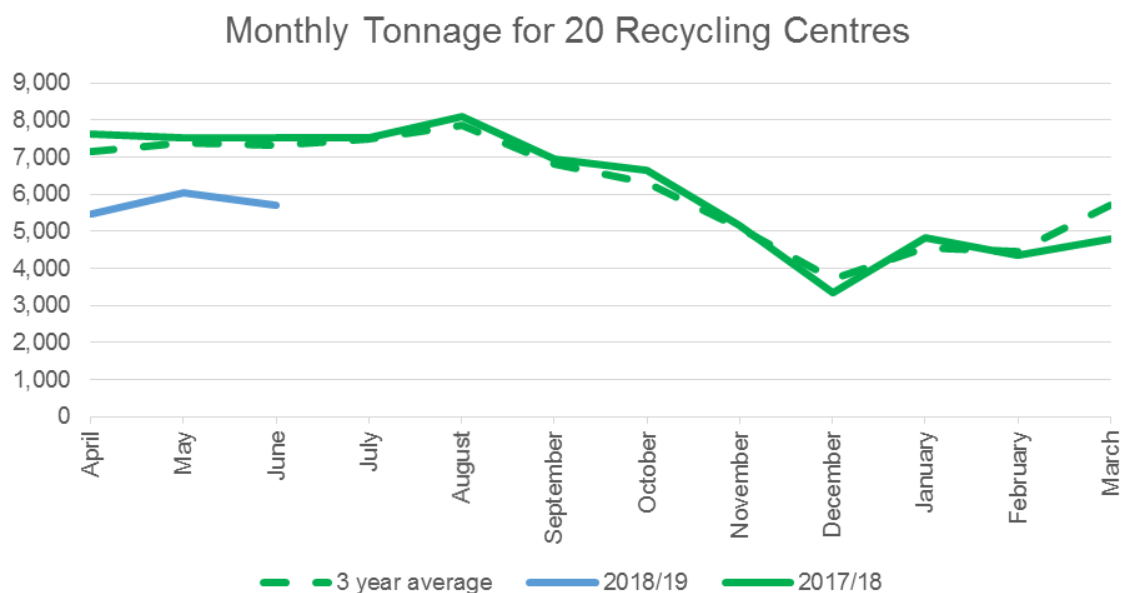
The approach is legal and was actually based on experiences elsewhere in the country where local authorities already charge for these types of materials and where charges have been introduced without seeing any long term increase in fly tipping.

- 4.2. The prices now are simpler and better value for money, for example £3 for a fence panel or bag of rubble and metals are now free. At the same time in April another part of the Recycling Centre service was expanded, as householders can now take larger volumes of DIY construction and demolition type waste to all 20 Recycling Centres for a fee, whereas previously this had required a visit to one of the eight main Recycling Centres at Caister, Dereham, Hempton, Ketteringham, King's Lynn, Mayton Wood, Mile Cross and Thetford. Other parts of the service have remained the same; the sites are free to visit and disposal of household waste items remains free of charge for all the normal household items such as fridges, furniture, electrical items, garden waste and recycling. The annual Household Hazardous Waste Day events continue and this year are taking place at Recycling Centres across several weekends in September and October.

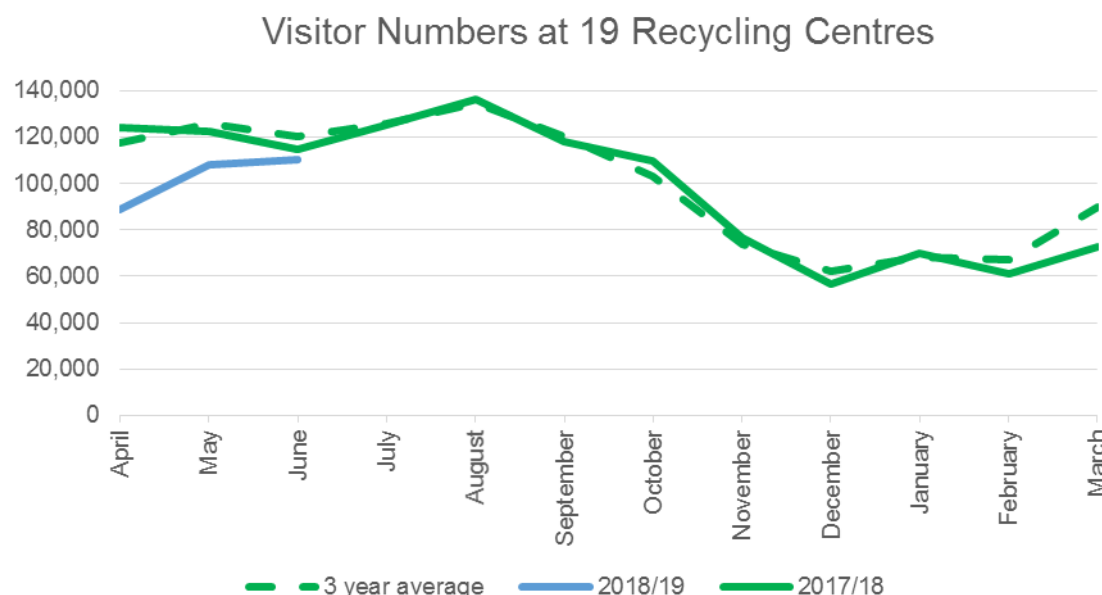
Concerns are frequently raised about links to illegal dumping of waste whenever changes are implemented by local authorities to the waste services they provide, for example charging for garden waste, changing collection arrangements from weekly to fortnightly, or changes to policies or opening hours at Recycling Centres or charging for bulky item collections. However, there is no apparent link between the long term trends of incident numbers and changes to local authority waste collection services.

- 4.3 The amount of material dealt with at the 20 Recycling Centres in the first quarter since the policy change is lower than previous years as shown in the graph below, a reduction was expected as a consequence of the change to the charging policy.





Visitor numbers from the 19 Recycling Centres for which there are details did fall earlier this spring, but by June they had bounced back to around 96% of the previous year's figures.



This year's data presents a limited picture as some customers will have changed how they use the sites and we need to see what the longer term effects of those changes are. For example, previously people may have been tempted to make repeated weekly trips with small amounts of construction and demolition waste to benefit from the free disposal for small amounts, whereas now they may decide to make less frequent visits or make alternative arrangements.

## 5. Financial Implications

- 5.1. If incidents of illegal dumping increase then the costs of local councils and landowners increase. For incidents on public land the District, City and Borough Councils pay the cost of collection and the County Council pays the cost of disposal; for incidents on private land the cost is met by the landowner.

For 2016/17 the estimated cost to local authorities in Norfolk of taking actions related to illegally dumped waste was £172,898 and the cost of clearance of 17,908 incidents by local authorities was £958,875, a combined total of £1,131,773. These estimated costs come from the national database of local authority incidents and use national standard assumptions of costs per incident.

The estimated disposal cost for the County Council in 2016/17 for dealing with around 3,800t of material was around £411,000.

Actions taken include investigations, inspections, warning letters and costs of issuing fixed penalties and prosecutions. Around 80% of clearance costs related to large incidents, ie small van, transit van, lorry load and multiple loads. The remaining 20% was for smaller incidents of a black bag, single item or car boot load or less.

It is notable that the Hertfordshire Waste Partnership saw a significant drop of 17.9% in the number of incidents in the first year of its co-ordinated campaign. In 2017/18 there were 2,730 fewer reported incidents compared to 2016/17, which gives a good indication of the scale of impact that can be achieved.

- 5.2. The benefits of securing a full set of campaign materials for free means costs of delivering a campaign in Norfolk can be kept very low if that material is used with minimal changes.

In terms of the costs of delivery this is not about adding additional costs or resources, the approach envisaged is about increasing the efficiency of existing processes by using existing resources in a more strategic, targeted and co-ordinated manner.

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

- 6.1. The Hertfordshire Waste Partnership has been very supportive in providing all its campaign material free of charge.

## **7. Background**

- 7.1. Fly tipping is the illegal dumping of material at a location with no licence to accept the waste. There are many legal methods of disposing of waste in Norfolk including collections for household or commercial waste, and delivery of waste to a licenced waste management facility such as a waste transfer station or Recycling Centre.

All incidents of illegal dumping of waste can be reported to the local district council for investigation, and larger scale incidents should be reported to the Environment Agency if they involve more than a lorry load of waste, any amount of hazardous waste or are suspected to be by organised gangs. If found guilty offenders can face fines of up to £50,000 on summary conviction and unlimited fines on indictment. The courts can also give out community service or custodial sentences in extreme cases.

For incidents on public land district the District, City and Borough Councils pay costs of collection, clearance and subsequent investigation and the County Council pays costs of disposal. Information from reported incidents is collated in a national database which is maintained by the Environment Agency and published by Defra each year (the latest data is available here <https://data.gov.uk/dataset/fly-tipping-in-england> ).

- 7.2. Some of the materials included in the toolkit provided by the Hertfordshire Waste Partnership are listed below:
- a) Dozens of images that can be used on social media and in council magazines, including images for fines issued, prosecutions and action taken.
  - b) A detailed six sided householder leaflet which can be used by multiple agencies at public engagement events.
  - c) Designs for vehicle banners - suitable for use on refuse collection vehicles and some street cleansing vehicles.

- d) Banners for use at Recycling Centres.
- e) Farm land banners for use in partnership with local National Farmers Union representatives.
- f) An A4 advert / poster for use in magazines, notice boards etc.
- g) A 4 page 'pull out' householder leaflet that can be used in Council magazines.
- h) Generic wording for recycling bring bank signs.
- i) Generic wording for dumped waste stickers.
- j) A presentation which includes all current artwork for stakeholder events.
- k) An advert poster for use in communal areas and/or to provide to local housing associations / landlords to remind residents about proper use of the bin areas.
- l) A sign that can be used where enforcement action has taken place to act as a deterrent.
- m) CCTV / no fly tipping sign – to show if CCTV is being used, may be being used and a general warning sign.
- n) Landowner leaflet – to advise landowners how to deter fly tipping, clearance information and where to report it.
- o) Charity shop poster.
- p) Two information films covering small scale (possible unintentional) fly tipping as well as larger scale deliberate fly tipping:  
 Film 1 – <https://www.youtube.com/watch?v=dLGfUGVD8NU>  
 Film 2 – [www.youtube.com/watch?v=1E8nQkOb3Eo](http://www.youtube.com/watch?v=1E8nQkOb3Eo)

7.3. As part of setting the 2018/19 Budget for the Recycling Centre service we expected to be able to deliver a £0.28m saving by changing the charges for DIY construction and demolition waste (and potentially more, once in operation and we could fully assess the impact). Based on the current information available we expect the reduction to be in the region of £0.5m less than if the change to the charges for had not been made.

#### **Officer Contact**

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

**Officer name :** Joel Hull

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# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Norwich River Wensum Strategy - Adoption</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> Working with Norwich City Council, the Broads Authority, Norwich Society and other stakeholders to maximise the potential of the River Wensum to drive economic, social and environmental improvements within the city.	

## Executive summary

This report feeds back on the recent public and stakeholder consultation on the draft strategy and sets out the revised strategy for endorsement by the Committee.

### Recommendations:

**To adopt the River Wensum Strategy on behalf of Norfolk County Council.**

## 1. Proposal

- 1.1. The River Wensum Strategy Partnership (RWSP) was created in December 2014 to develop a strategy for the River Wensum in Norwich in order to maximise its potential for regeneration, in particular by encouraging greater access to the river corridor, enhancing its natural and built environment and biodiversity value, and by stimulating business and economic activity. The RWSP is led and project managed by the City Council. Partners comprise the Broads Authority, Norfolk County Council, Environment Agency, and the Wensum River Parkway Partnership. One of the key aims of the strategy is identification of funding opportunities and potential to attract private sector investment in the City's river corridor.
- 1.2. The purpose of this report is to present the proposed final version of the River Wensum Strategy (Appendices 1 and 2) for adoption by the Committee. This is a long term strategy to facilitate positive change in the river corridor, by helping to change perceptions of the City as a visitor destination, improving the quality of life, and acting as an economic driver to attract external investment and contribute to the City's regeneration.
- 1.3. The next step for the Strategy is to widen the engagement to include more stakeholders and in particular the business community. This will include working with the Greater Norwich Area Chamber of Commerce to investigate creating business opportunities in the River Wensum within the City boundaries. There is potential for sponsorship of some of the planned projects by business.

## 2. Evidence

- 2.1. The strategy proposed for adoption is the culmination of sustained partnership working by the partners in the River Wensum Strategy

Partnership (RWSP) since late 2014. The city council has project managed the process, and all partners have contributed to the development of the strategy through regular Working Group and Project Board meetings.

- 2.2. Over the past couple of years the RWSP has consulted the public and stakeholders on issues and opportunities for the river corridor (in 2015) and on a draft strategy document (in 2017).
- 2.3. Following the most recent consultation a revised draft strategy was produced. In its production the RWSP considered feedback from the consultation and from the stakeholders. This has now been incorporated in the final strategy document.
- 2.4. The revised strategy has taken on board many of the consultation responses. Overall, the strategy is not proposed to be fundamentally changed from the draft version published in 2017. The revised strategy still has the same key themes as the draft: management and partnership working, access for walking and cycling, waterways access, and environment, with the overall aim of regenerating the river corridor. In terms of delivery, the revised strategy continues to stress the importance of working in partnership with key stakeholders to implement policies and proposals, and the importance of seeking external project funding.
- 2.5. However there are several changes of emphasis in the revised document, set out in detail in the Panel report. In particular, the strategy has been revised to clarify that its focus is not just on the city centre to east Norwich area but that it includes a number of potential projects in the area upstream of New Mills. Other changes highlight the importance of the natural and built environment, including the historic environment in the river corridor, and inclusion of assessment criteria for assessment of potential projects. Greater reference is also added into the strategy to encourage the active participation of local communities and stakeholders in project delivery where appropriate. The action plan has been amended by deletion of a project to complete the missing link of riverside walk between Fye Bridge and Whitefriars Bridge, although the principle of completing this link will remain a proposal in the local plan and an aspiration in the River Wensum Strategy.

### 3. Financial Implications

- 3.1. Funding is being explored for projects in the action plan and a number of them can be found in the Greater Norwich Infrastructure Plan. All will be delivered through securing new funding. Key potential funding sources include Community Infrastructure Levy (CIL), Anglian Water, Heritage Lottery Fund and sponsorship. The latter will include exploring civic crowdfunding initiatives such as [Crowdfund Norwich](#), set up by the City Council to support community groups, social enterprises and charities.

The River Wensum Strategy has many potential benefits for the city of Norwich and the County Council, its partners, residents, and visitors to the city. The Strategy's objectives are to help:

- **Attract external investment:** the strategy will act as a basis for funding bids; its emphasis on working closely with key partners and stakeholders is likely to improve access to funding opportunities.
- **Support growth:** Delivery of enhanced green infrastructure along the river corridor will support the major housing and employment growth planned for the city centre and east Norwich.

- **Support the local economy:** a more accessible river corridor with a high quality public realm will help boost the local economy, both by providing a backdrop more attractive to the relocation and creation of business in the creative sector and also by attracting tourists and visitors with benefits to Norwich's shopping, heritage and visitor attractions.
- **Reduce inequalities:** the strategy has potential health and recreational benefits for existing communities adjacent to the river, some of which suffer from high levels of deprivation and health inequalities.
- **Address management and maintenance of the river corridor:** The strategy will not add to the council's management and maintenance liabilities. Through more streamlined management of the river corridor, issues such as illegal mooring should be resolved more quickly and help reduce related costs. There is also potential for involving volunteers and local communities in delivery, which has the potential for reducing management and maintenance costs.
- **Generate income:** The strategy has potential to assist with income generation for the city, for example by creating the conditions to increase activity in the river corridor and support the use of council owned river infrastructure, thus leading to increased revenue.

## 4. Funding Conclusions and next steps

- 4.1. The revised strategy provides a clear vision and set of objectives for the area, and proposes a set of policies and projects that will help to bring about sustainable regeneration of the river corridor for the benefit of the city council, its partners, residents, businesses and visitors to the city. Following adoption by partners, a strategy launch event is planned for autumn 2018 to focus the attention of partners and stakeholders on the implementation of the strategy's policies and proposals.

### Officer Contact

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

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# River Wensum Strategy:

2018



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**Appendices are included in a separate Annex:**

- **Appendix 1: Roles and responsibilities**
- **Appendix 2: Policies and other guidance**
- **Appendix 3: Possible future action plan projects**
- **Appendix 4: Glossary**

## Executive summary

### About the River Wensum

The River Wensum runs through the heart of Norwich and was once the centre of city life and industry. However as the city has changed the focus of activity has moved away from the river. Now very little activity is currently evident on the river itself or on the open spaces beside it.

But the river is now cleaner and greener than in the past. It now enjoys much improved public access, with 11km of riverside walk created since the 1970s and three new bridges built since 2001. It is a short walk from one of the most vibrant city centres in the country, and adjacent to Norwich University of the Arts. It runs through the most historic part of the city centre with many nearby notable landmarks including Norwich Cathedral, The Halls, Fye Bridge and Bishop's Bridge.

A thriving riverside environment with improved access and a high quality public realm has the potential to greatly benefit the city and wider Norwich area. The River Wensum Strategy is a long-term strategy aimed at facilitating change and regeneration in the river corridor by helping to change perceptions of the city as a visitor destination, improving the quality of life, and acting as an economic driver to attract external investment and contribute to Norwich's regeneration.

### About the River Wensum Strategy Partnership

A new partnership has been established to develop a strategy to revitalise the River Wensum. The River Wensum Strategy Partnership (RWSP) is led by Norwich City Council working alongside the Broads Authority, Norfolk County Council, the Environment Agency, and the Wensum River Parkway Partnership.

The RWSP has consulted with other stakeholders and the public to help it shape a 10 year strategy and a 3 year action plan. It is anticipated that a final strategy will be adopted by the RWSP members in mid 2018.

### The strategy vision

The strategy covers the River Wensum corridor from the city council boundary at Hellesdon in the west to Whitlingham Country Park in the east. The vision is to:

***'Breathe new life into the river by enhancing it for the benefit of all and increasing access to, and greater use of, this important asset. An enhanced river corridor, with its unique natural and historic environment, will once again play an important part in the growth and vitality of the city, strengthening the visitor economy and helping to give the city a competitive advantage in attracting inward investment'.***

The objectives are for delivering the vision are:

- improving the management of the river corridor and its surroundings for the benefit of the city, residents of the wider Norwich area, and visitors;
- increasing access to, and use of, the area by all, including enhanced connectivity with the Norfolk Trails network;
- enhancing the natural environment, including water quality, biodiversity and green infrastructure;
- enhancing the city's environmental, cultural and historic offer in a manner which maximises the attractiveness of the area as a location to do business;
- enhancing the historic environment, ensuring its long term conservation where practicable, and making the most of the unique and significant heritage assets within the river corridor;
- addressing social deprivation and inequalities;
- maximising the efficiency of public expenditure in the river corridor, where possible reducing the pressure on stretched public sector budgets; and
- identifying and exploiting external funding opportunities including private sector investment.

### **The draft strategy proposals:**

#### **Management**

A well-managed river corridor, with effective joint working between partners, is a pre-requisite for the regeneration of the river corridor and to maximise benefits to the city and wider area. Management proposals (set out in section three) include:

- Clarification of Partners' roles and responsibilities to make it easier for stakeholders and the public to know who to contact.
- Establishment of delivery arrangements including a delivery board to oversee day-to-day management of the river, and a strategic board to oversee implementation and monitoring, involving joint working with key delivery partners.
- Working with local stakeholder groups and those who live and work in the vicinity of the river to help deliver the strategy.
- Ensuring that ongoing maintenance is addressed fully for all projects and proposals to make sure that they do not add to ongoing public maintenance expenditure.

#### **Access and leisure**

A key strategy theme is increasing access to the river corridor, including enhancing connectivity with the Norfolk Trails network (section four), and encouraging greater leisure and commercial use of the river itself (section five). Proposed access measures will encourage increased use of the river corridor by commuters and leisure users, and help to create the conditions for local businesses to thrive through increased footfall and activity including event and festivals, whilst supporting health initiatives which encourage activity.

Proposals include:

- Completion of the riverside walk between New Mills and Trowse Swing Bridge, including construction of the key 'missing link' of the Riverside Walk between Duke's Palace and St George's Street
- Improvements to the accessibility of the Riverside Walk downstream of New Mills making it accessible for people of all ages and abilities, and enhanced signage between the river and key tourist and visitor locations including the city centre
- An improved cycle crossing of the Barn Road roundabout to encourage greater commuting and leisure usage of the Marriotts Way and the Riverside Walk
- Enhanced links with the Broads network at Whitlingham Country Park in the longer term
- Enhancement of existing, and creation of new, river infrastructure. This includes an improved slipway at Friar's Quay and enhanced moorings at the Yacht station. New short-stay visitor moorings are proposed in a number of locations including Quayside and between Carrow Bridge and Lady Julian Bridge. The strategy also encourages improved canoeing infrastructure including new canoe access points at New Mills
- Enhancement of angling access and fish habitat
- Promotion of river events and trails including a proposed river festival.

## **Environment**

The strategy aims to improve the natural and historic environment, the public realm and open spaces near to the river (section six). The river is a wildlife corridor and its sensitive enhancement has the potential to improve ecology and biodiversity in the heart of the city. Proposals include:

- Improvements to water quality in specific stretches of the river including a proposal to reduce the levels of oils and fats entering the river from food related businesses in the Magdalen Street/Fye Bridge Street area
- Protection and enhancement of biodiversity of the river and riverbanks including proposals for floating vegetation platforms; a biodiversity enhancement and non-invasive species management plan to manage non-native species; and an eel pass at New Mills to assist with migration of this protected species (which has now been installed)
- Improvements to open spaces adjacent to the river to maximise their use for leisure and recreation as well as enhancing biodiversity and heritage features where appropriate.
- Conserve and where possible enhance the historic environment and individual designated and non-designated heritage assets along the riverbank.

## **Ideas for the future**

The strategy also identifies some potential projects as opportunities for the future (section seven), which may be developed in the strategy lifetime as opportunities arise. These include the historic New Mills pumping house, the medieval Boom

Towers and city walls/wooded ridge in east Norwich, Mary Chapman Court riverside site in the northern city centre, and Wensum Park. These potential opportunities require detailed investigation in order to establish feasibility and costings.

### **Action plan and funding**

The strategy aims to facilitate regeneration of the river corridor in the longer term, but includes an action plan with a number of projects considered capable of delivery in the short to medium term (approximately three years) to kickstart the process of positive change. The action plan also includes an assessment of potential project suggestions in order to identify additional projects for future delivery. It is a living document and will be updated as required.

The strategy proposes working with external partners and relevant stakeholders and community groups to attract funding to the river corridor. Potential sources of project funding for action plan projects include Community Infrastructure Levy (CIL), Anglian Water, and the Water Mills and Marshes Landscape Partnership. Other sources of funding will be applied for as projects develop.

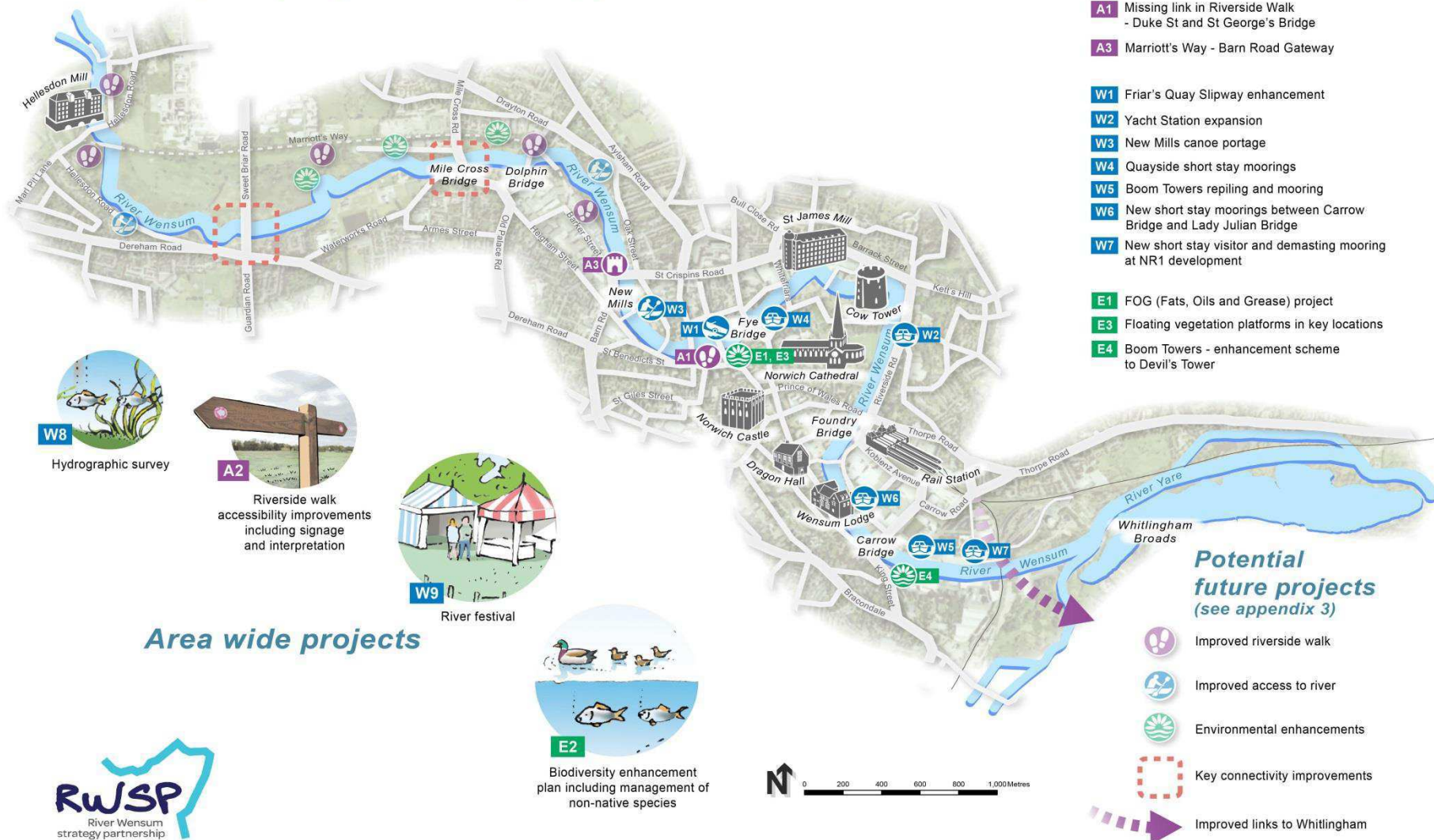
### **Strategy benefits**

The strategy will have a range of economic, social, environmental and heritage benefits including:

- Increased access to the river corridor and an enhanced public realm for the benefit of residents, businesses and visitors
- Boosting the local economy by providing an environment conducive to the establishment and growth of various creative businesses and by attracting tourists and visitors with benefits to Norwich's shopping, heritage and visitor attractions
- Improved green infrastructure to support the delivery of major housing growth planned for the city centre and east Norwich areas
- Providing health and recreational benefits for the existing communities adjacent to the river, some of which suffer from high levels of deprivation and health inequalities
- Improved natural environment and biodiversity in the river corridor, acting as a green lung in the heart of the city
- Identification of funding opportunities and potential for private sector investment, through focused attention on the river.



## Summary of projects & key opportunities



# 1 The need for a strategy

1.1 The River Wensum flows from its source in north-west Norfolk through the Greater Norwich area, to its confluence with the River Yare at Whitlingham to the east of the city. This strategy focuses on the section of the river within the city boundary and also includes the Whitlingham area.

1.2 The River Wensum has had a major influence on the development of Norwich over the centuries. As the city's oldest and most important highway, industry grew up on its banks and influenced the city's early development. Despite its location close to the attractions of this historic city the River Wensum generates little in the way of river-based businesses and leisure activity.

1.3 Over recent decades Norwich City Council has sought to maximise the potential of the river corridor for residents and tourists, resulting in the creation of over 11km of riverside walk through its planning policies, and the development of three new bridges since 2001 – the Novi Sad Friendship Bridge, Lady Julian Bridge and the Jarrold Bridge. The River Wensum is within the Broads National Park (up to the head of navigation at New Mills), and the Broads Authority has also had a key role in securing these bridges and improving public access to the river. In recent decades the city council has also encouraged major retail, residential and leisure developments on both sides of the river, with developments designed to face the river to encourage its attractiveness and leisure potential.

1.4 Despite recent achievements, much remains to be done to make the most of this key but under-utilised asset, both in terms of its management and through physical enhancements.

## Opportunities

1.5 The Greater Norwich area is the main focus in the east of England for growth, for new homes and jobs, leisure, cultural and educational development. The development of a strategy for the River Wensum is an opportunity to consider how the river can better contribute to and support the regeneration of the city centre and the Greater Norwich area, by maximising its potential for leisure, environmental, cultural and business opportunities for the benefit of all – residents, businesses and visitors. In particular, a revitalised river corridor with improved access to both the river and the Broads will complement the city's heritage and cultural offer, giving it a competitive advantage in attracting inward investment, and help to create an environment which attracts and retains creative, highly skilled and entrepreneurial workforce. The strategy will also help inform the development of new planning and other policy in the Norwich area including the Greater Norwich Local Plan.

#### 1.6 Key opportunities include:

- addressing the complex range of statutory roles and responsibilities and ownership issues for the river to encourage a more integrated approach to its management, with greater coordination between the RWSP partners in delivering their statutory responsibilities, and development of a shared approach to a range of river issues
- working with external partners, including the Business Improvement District (BID) which has recently expanded its area to include part of the River Wensum, and institutions like Norwich University of the Arts (NUA), as well as the wide range of stakeholder groups with an interest in the river
- enhanced green infrastructure and public realm in the river corridor, through improvements to the riverside walk, better signage and interpretation, and public art where appropriate, and by linking out to Whitlingham Country Park which is now a major leisure destination
- boosting the local economy by providing an environment conducive to the establishment and growth of various creative businesses and by attracting tourists and visitors with benefits to Norwich's shopping, heritage and visitor attractions,
- encouraging greater use of the river, through new and enhanced river infrastructure, to encourage a vibrant and thriving waterfront and help drive longer-term commercial activity
- encouraging greater activity through imaginative and sustainable new developments in the river corridor
- enhanced biodiversity in the heart of the city, and increased awareness of biodiversity issues
- the river also flows through some areas with high levels of social deprivation, so there are opportunities to address health inequalities and deprivation in the strategy
- attracting substantial additional investment: development of a set of projects for implementation in the short to medium term will form the basis for funding bids. Identification of projects in the draft strategy has already led to several funding bids.

### **The River Wensum Strategy Partnership**

1.7 This strategy has been produced by the River Wensum Strategy Partnership (RWSP) which is led and project managed by Norwich City Council, working in partnership with the Broads Authority, Norfolk County Council (also representing the Greater Norwich Growth Board - GNGB), the Environment Agency, and the Wensum River Parkway Partnership (WRPP – a voluntary body also representing the Norwich Society and key river stakeholders). Most of the partners have statutory



responsibilities for different aspects of the river and its environs, whilst the WRPP has been instrumental in highlighting river issues since its formation in 2007<sup>1</sup>.

1.8 The RWSP has consulted with the public and stakeholders to help it shape the strategy document. The details of the Issues and Options consultation are available on the city council's website, and the comments made through the consultation have helped to inform the development of the strategy<sup>2</sup>.

## **The strategy document**

1.9 The strategy will run for a 10 year period from adoption (to approximately 2028) and includes policies and proposals in a number of themed sections (management, access, environment etc), each of which also refer to cross-cutting issues such as heritage, and boosting the local economy. The proposals are site-specific and many address more than one theme. The strategy is not a statutory plan so its policies do not have the status of statutory planning policies. However the strategy represents the aspirations of the RWSP and is an important evidence base which will help inform the content of future planning and transport policy, the Greater Norwich Green Infrastructure Strategy and the Greater Norwich Growth strategy, and support potential funding bids.

1.10 The strategy is accompanied by an Action Plan containing proposals considered capable of implementation in the short to medium term (approximately 3 years) subject to feasibility and funding. The focus of current action plan projects is mainly within the city centre as this is where current opportunities and potential funding have been identified, however there are other projects that could be developed for the area upstream of New Mills, some of which have been identified through the consultation process. The intention is to review the Action Plan regularly as proposals are implemented and new ones developed. Potential future projects will be assessed and, subject to how they perform against the assessment criteria, may be included in a future version of the Action Plan. The strategy itself will be monitored and may be reviewed within its 10 year lifetime if appropriate.

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<sup>1</sup> The WRPP published an aspirational study 'Regenerating Norwich as a River City' in 2007.

<sup>2</sup>Issues and Options consultation: report of public consultation (published October 2015): [https://www.norwich.gov.uk/downloads/file/2841/report\\_summarising\\_the\\_consultation\\_responses](https://www.norwich.gov.uk/downloads/file/2841/report_summarising_the_consultation_responses)

## **2 Vision and scope**

2.1 From the start of the strategy development process, the partnership was keen to ensure public and stakeholder agreement on the basic scope of the strategy: its vision for the future, key objectives, and boundary. The scope of the strategy, set out below, reflects the views of the public and stakeholders expressed in two stages of public consultation in 2015 and 2017.

2.2 The updated vision and objectives are set out below.

### **Vision**

2.3 The strategy aims to breathe new life into the river corridor by enhancing it for the benefit of all and increasing access to, and greater use of, this important asset. An enhanced river corridor, with its unique natural and historic environment, will once again play an important role in the growth and vitality of the city, strengthening the visitor economy and helping to give the city a competitive advantage in attracting inward investment.

### **Objectives**

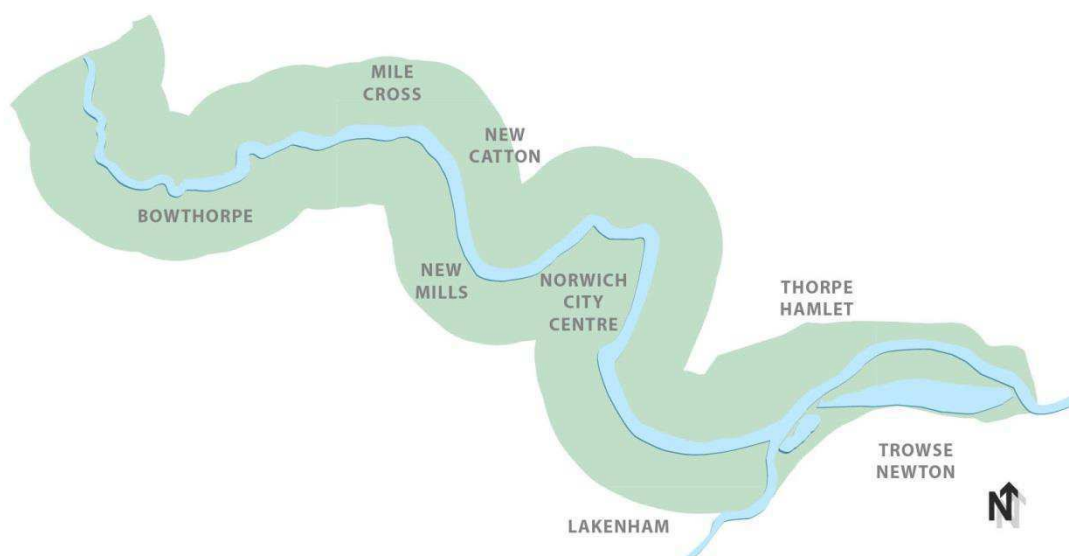
2.4 The following objectives are the broad underlying aims of the strategy, which the Partnership will seek to achieve through the proposed actions and projects set out in this document.

- Improving the management of the river corridor and its surroundings for the benefit of the city, residents of the wider Norwich area, and visitors;
- Increasing access to, and use of, the area by all, including enhanced connectivity with wider Norfolk Trails network;
- Enhancing the natural environment, including water quality, biodiversity and green infrastructure;
- Enhancing the river corridor's environmental, cultural and historic offer, in a manner which maximises the attractiveness of the area as a location to do business;
- Enhancing the historic environment, ensuring its long term conservation where practicable, and making the most of the unique and significant heritage assets within the river corridor;
- Addressing social deprivation and inequalities;
- maximising the efficiency of public expenditure in the river corridor, where possible reducing the pressure on stretched public sector budgets; and
- Identifying and exploiting external funding opportunities, including private sector investment.

## Boundary of strategy area

2.5 The strategy area includes the whole of the River Wensum in the city council area, starting at Hellesdon Mill in the west, and extending out to include Whitlingham Broad in the east, given Whitlingham's importance as a leisure destination for residents of and visitors to the wider Norwich area. The main focus of the strategy is currently on the city centre and east Norwich given the level of activity and potential opportunities in those areas, but this is likely to change as future projects are identified, as referred to in paragraph 1.10. The part of the strategy area outside the city council boundary falls within the administrative areas of Broadland District Council and South Norfolk Council, and is within the Broads Authority's area of responsibility for planning matters.

**Map 1: strategy area**



## 3 Management and Partnership Working

3.1 The development of a partnership strategy for the river presents a great opportunity to improve the management of the river corridor by clarifying roles and streamlining processes, encouraging more effective joint working between partners and other organisations on a range of river issues. The issues discussed in this section were identified through public and stakeholder consultation. Some management and maintenance issues are also addressed in other parts of the strategy, including section 4 (for example, maintenance of the Riverside Walk) and section 5 (for example, mooring and navigation).

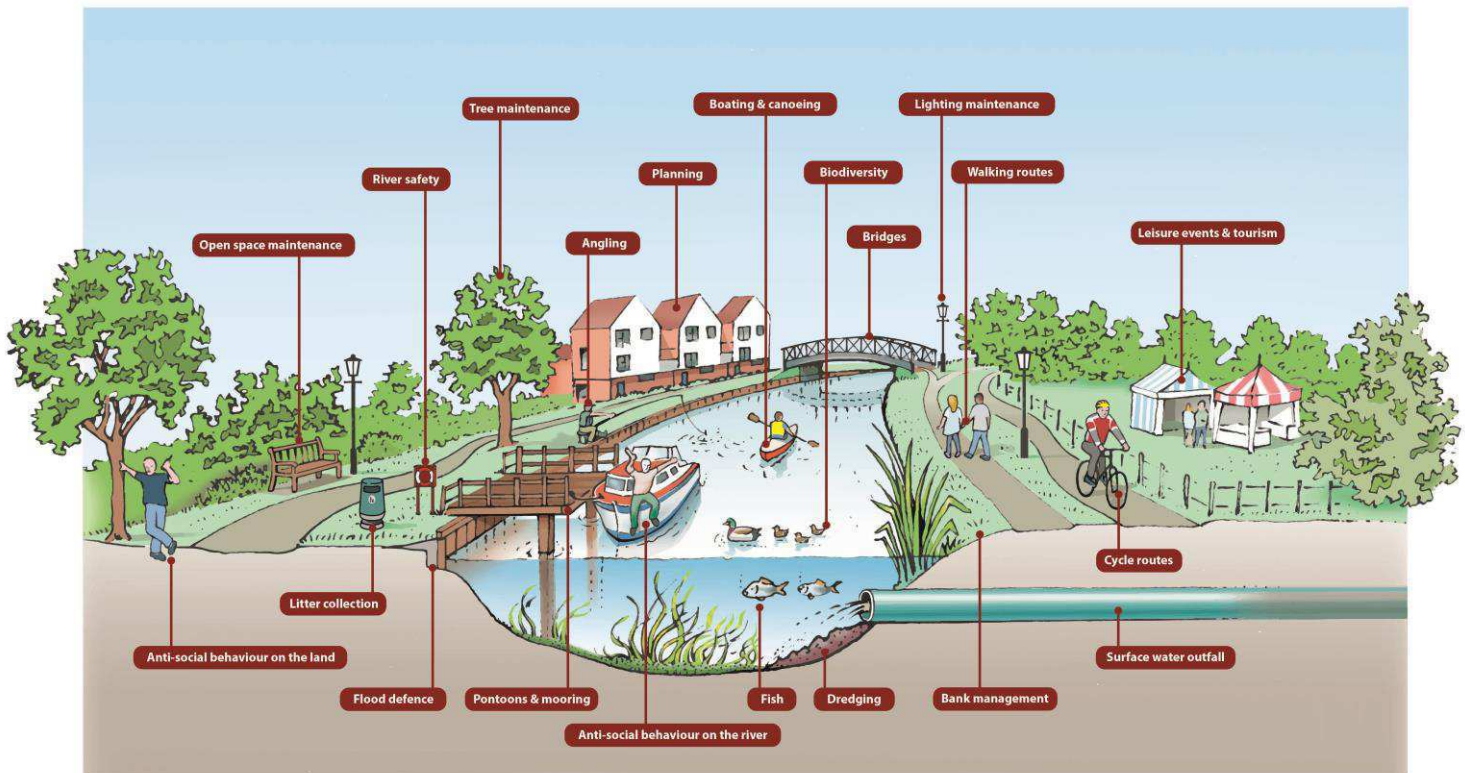
### Roles and responsibilities

3.2 One of the key barriers to change and regeneration of the river corridor, as identified through the previous consultation, is the complexity of roles and statutory responsibilities within the partner organisations for different aspects of the river and a consequent lack of clarity about who does what on a day-to-day basis. This is not only frustrating for the public and local authority staff but has the potential to lead to inefficiencies in service delivery. The key roles and responsibilities of partner organisations are summarised below, with further information in appendix 1.

3.3 **Norwich City Council** is the city's local authority which operates a wide range of functions. It is the local planning authority, except for the river itself for which the Broads Authority is the relevant planning authority. It also owns and maintains a number of property assets, including the riverbed of the River Wensum downstream of New Mills, stretches of riverside walk, open space adjacent to the river, New Mills yard and Norwich Yacht Station. The **Broads Authority** is a Harbour Authority and Navigation authority, with a duty to maintain the Norwich Navigation providing access to the Port of Norwich for commercial craft. The Authority's duties and responsibilities apply to the River Wensum downstream of New Mills. It is also planning authority for development proposed for the river and its banks. **Norfolk County Council** is the Lead Local Flood Authority (LLFA) for Norfolk and is responsible for managing local flood risk and advising on the Sustainable Drainage Systems (SuDS) proposed as part of new development. The county's bridge team has a duty to maintain bridge structures (apart from the surface of adopted highway bridges which remain the responsibility of the city council). The **Environment Agency's** responsibilities include regulating major industry and waste, treatment of contaminated land, water quality and resources, fisheries, and conservation and ecology. It is also responsible for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea and supports flood and environmental incidents. (In addition, there are other organisations with relevant responsibilities within the river corridor including, for example, Norfolk Constabulary which has responsibility for enforcement).

3.4 Figure 1 illustrates some of the key areas of responsibility of partner authorities for the river (see Appendix 1 for a summary of who does what) and helps to illustrate the level of complexity when it comes to either managing or bringing about change in the river corridor.

**Figure 1: Key areas of responsibility for the river corridor**



3.5 Appendix 1 includes a detailed summary of key roles and responsibilities, with hyperlinks to relevant websites for further information. This aims to clarify these complex roles and make it clear which organisation is responsible for what activity, including maintenance, and includes information on partners' legal responsibilities.

3.6 In addition it is proposed to develop a gazetteer on the RWSP website, to be in place by the time of adoption of the strategy, containing contact details within the partner authorities for all key areas of responsibility for the river corridor.

## **Day-to-day management and maintenance**

3.7 Closer working arrangements have been developed between partners during the process of developing the strategy, particularly between Norwich City Council and Broads Authority who have many responsibilities between them for the day-to-day-management of the river. For example a joint (internal) protocol has been developed by the Norwich City Council and Broads Authority to ensure an agreed approach to key management and enforcement issues including illegal mooring and sunken boats. This should lead to a more streamlined and effective approach to such issues in the future. Section 8 also proposes establishment of a Strategic Board and Delivery Board to ensure effective joint working on management issues, and effective communication and coordination on a range of management issues.

3.8 Appendix 1 shows that the primary responsibility for maintenance within the river corridor falls upon the city council. Its maintenance responsibilities include grounds maintenance, maintenance of trees on public land, of open spaces and of the riverside walk, maintenance of river structures (e.g. pontoons, moorings), litter picking, and lighting maintenance. Given recent reductions in the income of councils, funding for ongoing maintenance is constrained and represents a challenge to successful regeneration of the river corridor. In response, the strategy seeks opportunities to maximise volunteer and community input into maintenance and environmental improvements, and to explore potential for sponsorship for some ongoing maintenance where appropriate. The development of individual proposals must also fully address maintenance costs and identify how this will be funded so as not to add to existing council maintenance liabilities.

## **Clarification of existing policy framework and relevant guidance**

3.9 Appendix 2 includes a summary of, and links to, relevant policy and guidance notes and best practice relating to the river. This includes relevant planning policy (for Norwich City Council and the Broads authority – the BA executive area includes parts of Broadland District Council and South Norfolk Council for planning purposes); relevant conservation area appraisal documents; biodiversity guidance; and BA guidance on moorings and other matters. This information will be uploaded to the



RWSP webpage once the strategy is adopted which will enable it to be further developed and updated as policy and guidance changes.

## **Health and Safety**

3.10 The general approach taken to health and safety barriers by the City Council and Broads Authority is to locate barriers to the river in locations where there have been or are considered to be particular safety issues, most notably along Riverside. However a balance needs to be struck between the important aim of maximising safety adjacent to the river and the wish to maintain and improve accessibility to the river. The RWSP proposes that the need for new safety barriers will be considered on a case-by-case basis, balancing the need to address safety against the need to maintain or improve access.

## **Partnership working**

3.11 There is potential for joint working with relevant external organisations whose objectives complement those of the strategy partnership to develop projects and initiatives that can maximise benefits for the river corridor. This includes not only provision of better physical links to the river from the city, and from the river to the wider countryside both up- and downstream, but also the need for more ‘joined up thinking’ in the approach to issues like health and well-being, including mental health issues, and economic development.

3.12 More effective joint working with key partners may also help identify additional sources of project funding, and it is recognised that funding bids are more likely to be successful when supported by a range of partner organisations.

3.13 Current and potential partners will depend on the nature of the projects delivered in the strategy. They include the following (not an exhaustive list): the Greater Norwich Growth Board which agrees Community Infrastructure Levy spending; Norfolk Trails in relation to access related projects, in particular making connections between the riverside walk and Norfolk Trails network; Natural England where consent is required for specific projects; Historic England and potentially the Heritage Lottery Fund in relation to projects that have an historic environment element; the Norwich Fringe Project in relation to the delivery of environment and access projects; Visit Norwich in relation to delivery of leisure and tourism projects or activities; Norwich BID in relation to business development and promotion; Norfolk Wildlife Trust in relation to biodiversity related projects; Anglian Water and the Environment Agency in relation to water quality; Active Norfolk and Healthy Norfolk in relation to encouraging greater levels of activity and wellbeing; and Heritage Lottery Fund in relation to projects with heritage potential. The RWSP has already worked with some of these bodies in developing the strategy and will continue to work with key partners and organisations where this can add value to the strategy. Local community groups and stakeholder groups can also play an important role in

the design and delivery of projects and in some cases it may be appropriate for projects to be community led, dependant on the nature of specific projects.

## **Community and stakeholder participation**

3.14 There is also potential to work with local stakeholder groups and those who live and work in the vicinity of the river to help deliver the strategy. Opportunities will be taken where appropriate to encourage the active participation of these groups in the enhancement and management of the river corridor. Norwich City Council's 'Get Involved' programme coordinates community participation to address local issues, which can include litter reduction and environmental improvements for example. Such community activity can have multiple benefits, including improved health and wellbeing and community development for example, in addition to enhancing the local environment. The process of community participation also encourages local communities to identify important local assets, such as open spaces and heritage features, which can then be improved through targeted action. The RWSP will work with the council's Community Enabling Team to help focus such activity on the river corridor where possible, and to maximise the use of local volunteers with an interest in improving the river.

## **Social and health inequalities**

**Policy 1: The design of individual projects and implementation of the strategy will address health and social inequalities of local communities adjacent to the river where appropriate and feasible.**

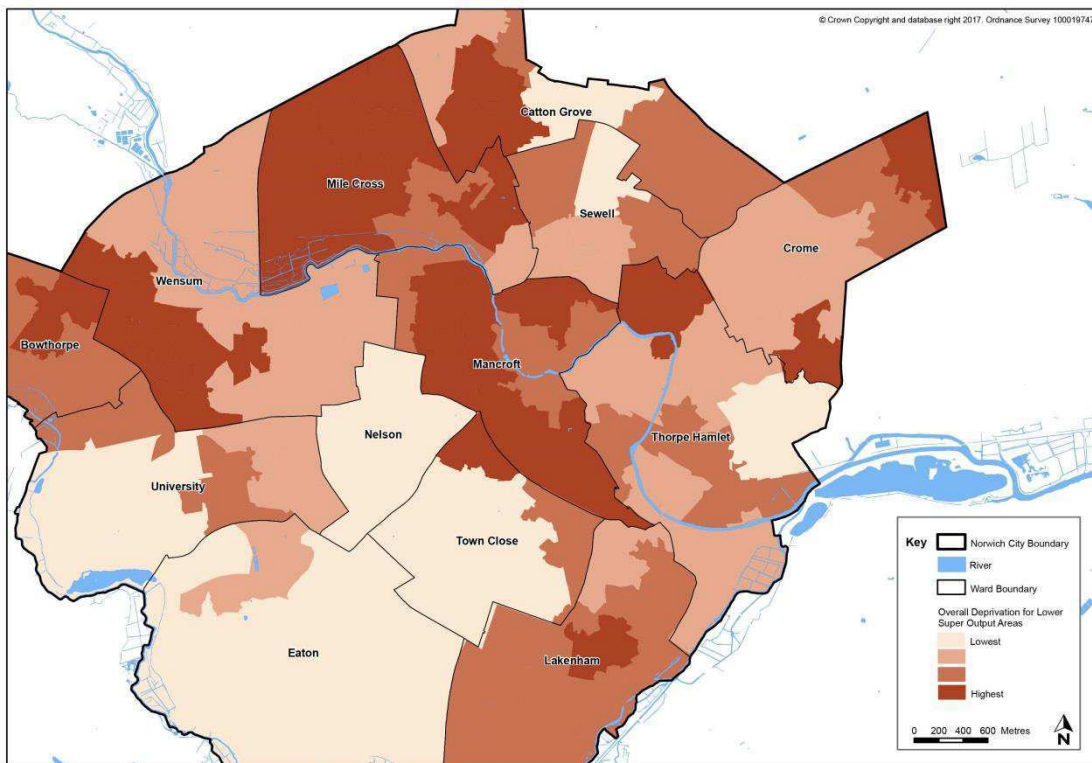
3.15 Norwich City Council's Corporate Plan<sup>3</sup> highlights the importance of addressing the needs of the city's disadvantaged communities, and includes priorities to reduce social inequalities and promote health and wellbeing. It notes for example that in the most deprived areas the average life expectancy of men is nine years shorter than in the least deprived areas. The River Wensum flows through some of the most disadvantaged communities in the city. It is therefore important that the development and implementation of individual projects addresses social and health inequality issues in these communities, where appropriate and feasible.

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<sup>3</sup> Norwich City Council Corporate Plan 2015-20: Refresh 2017-18



**Map 2: Deprivation map based on Indices of Multiple Deprivation data**

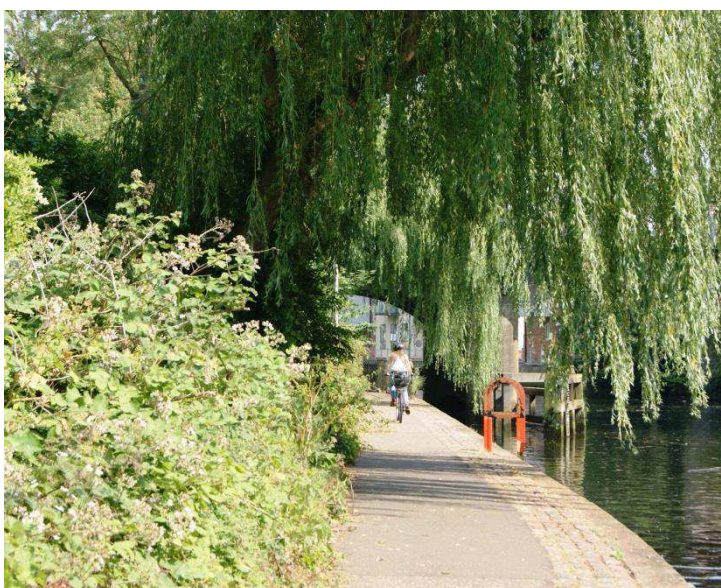


## 4 Walking and cycling access

4.1 The River Wensum corridor is an important piece of green infrastructure in the heart of the city and links to the strategic footpath and cycling network. The strategy presents an opportunity to improve the infrastructure for walking and cycling within the Wensum River corridor for all users, both alongside the river itself ('the Riverside Walk') and links to and from the riverside path from the wider hinterland. This should help ensure greater connectivity between the city and surrounding countryside and support greater activity on the river itself, resulting in recreational and health benefits, whilst also enhancing the green infrastructure network which will help to support growth in Greater Norwich. Additional footfall and activity will also benefit local businesses and help to stimulate the local economy.

4.2 The Riverside Walk was originally envisaged by Norwich City Council over 40 years ago, with the objective of stretching from Hellesdon Mill to Carrow Bridge, and it has been delivered as opportunities have arisen through the planning system in accordance with local planning documents. The city council's aim is for a publicly accessible walkway on both sides of the river where practicable and feasible, and is also reflected in the Broads Local Plan<sup>4</sup>. Most of the Riverside Walk within the city centre is on both sides of the river but upstream of New Mills the walkway is generally on one side of the river at any one point. An interactive map showing existing and proposed riverside walk, including improvements proposed in this strategy, can be viewed on the city council's website.

4.3 The Riverside Walk does not exist in isolation. It is a strategic access route, linking to the wider Norfolk Trails network including the Marriott's Way, Wherryman's Way and Boudicca Way. The Norfolk Trails network brings together over 1200 miles of walks, cycle and bridle routes throughout the county. The Riverside Walk also links with the Norwich cycle network (or [Pedalways](#)) at a number of key points including Dolphin Bridge, Barn Road, Fye Bridge, Foundry Bridge and Carrow Bridge. The Pedalways cycle network is a £14m investment in sustainable transport and accessi-

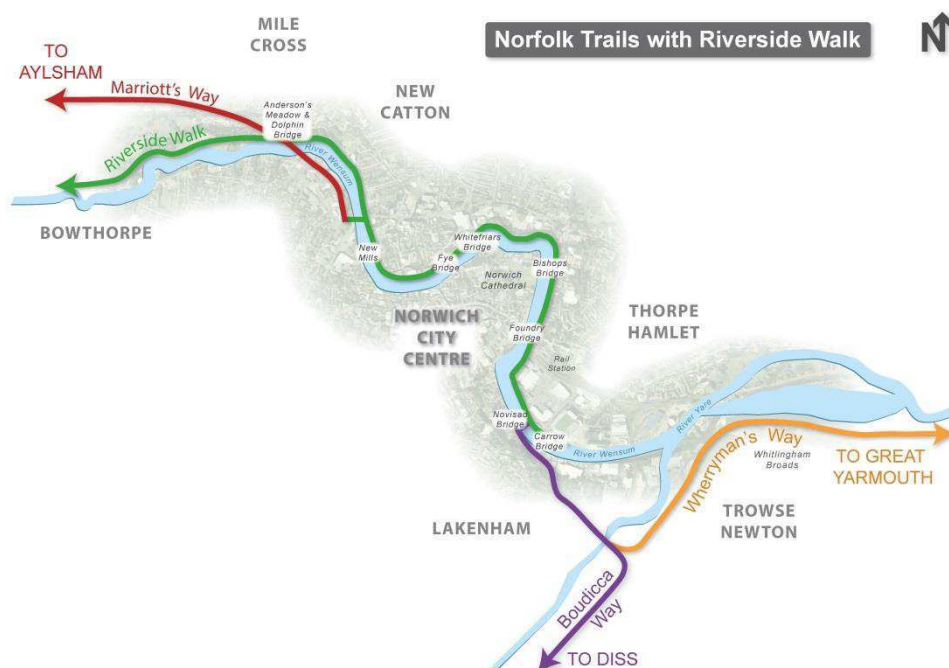


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<sup>4</sup> Policy DM28 in Norwich Development Management Policies Plan (2014) seeks to complete key missing stretches of the Riverside Walk through new development. The Broads Local Plan (2014) also requires riverside walk provision as part of the development of the Utilities site (policy NOR1).

bility in Norwich and it is important that links between it and the Riverside Walk are maximised and enhanced where appropriate. In addition, a 'Local cycling and walking infrastructure plan' is being developed by the city and county councils with Department for Transport funding. Once completed, this will be integrated into the Norwich Area Transportation Strategy (NATS).

**Map 3: The Riverside Walk and Norfolk Trails network**



## New connections: completing the Riverside Walk

**Policy 2: Key missing sections of the Riverside Walk between New Mills and Trowse Swing Bridge will be completed during the strategy period (by 2028). Opportunities will also be taken to complete the missing section of Riverside Walk out to Whitlingham Country Park, and the missing sections upstream of New Mills during the strategy period, where practicable and feasible.**

4.4 Despite significant progress being made since the establishment of the Riverside Walk in the late 1960s, it is not yet complete, and there are sections where it is not possible to walk alongside the river. Most has been achieved to date in the stretch of walkway from New Mills to Carrow Bridge, where pedestrian access is possible on at least one side of the river with the exception of one key 'missing link' between Duke Street and St George's Bridge. More recently the Riverside Walk has been extended beyond Carrow Bridge, as a result of new development in the vicinity

of Norwich City Football Club and planning consent is in place for the section of walkway up to Trowse Swing Bridge.

4.5 In recent times the vision for the Riverside Walk has expanded and it is the aim of the River Wensum Strategy Partnership, and that of the Greater Norwich Growth Board, to connect the walk out to Whitlingham Country Park. Although this is a strategically important link, its delivery timescale is less certain as it is dependent on major infrastructure investment. Norwich City Council is exploring funding and delivery options for this key link.

4.6 The Riverside Walk from the city centre out to east Norwich is the busiest part of the walkway within the city boundary. There is potential to provide greater benefit to residents and visitors in this area through linking to the Norfolk Trails network more effectively, which could in turn enhance the local green infrastructure network and support population growth. The completion of missing stretches of Riverside Walk from New Mills to Trowse Swing Bridge is therefore a key objective of the strategy reflected in policy 2, with the priority being completion of the 'missing link' in the vicinity of the Playhouse which is considered to be deliverable within the strategy period. Completion of the Fye Bridge to Whitefriars Bridge missing link is highlighted as a longer term aspiration. The missing section of Riverside Walk upstream of New Mills, near Sweetbriar Road, is also highlighted below; this may be deliverable in the strategy period subject to feasibility. Given its strategic importance the policy also refers to the aspiration to facilitate the connection to Whitlingham Country Park.

#### **Duke's Palace Bridge to St George's Bridge**

4.7 There is currently no direct access to the river on either bank between Duke's Palace Bridge and St George's Bridge, and a detour away from the river is necessary. Completion of this section of walkway is a priority for delivery given that it is the one 'missing link' of the Riverside Walk between New Mills and Carrow Bridge. This is a critical section in the heart of the historical centre of the city, the absence of which compromises the opportunities of the Riverside Walk to fully realise its potential benefits to visitors and residents, and its many opportunities for business and leisure. In 2010, Norwich Heritage Economic and Regeneration Trust (HEART) commissioned a study by Hudson Architects to look at the issue on behalf of a range of partners<sup>5</sup> including Norwich City Council, the Broads Authority and the Wensum River Parkway Partnership. For a number of reasons, including potential impacts on navigation, the project was not progressed any further. A recent review of options for this section of Riverside Walk has indicated that a new section of Riverside Walk may be deliverable on the southern bank of the river. The ideal scenario would be to complete the Riverside Walk on both sides of the river in this location in the longer term, however

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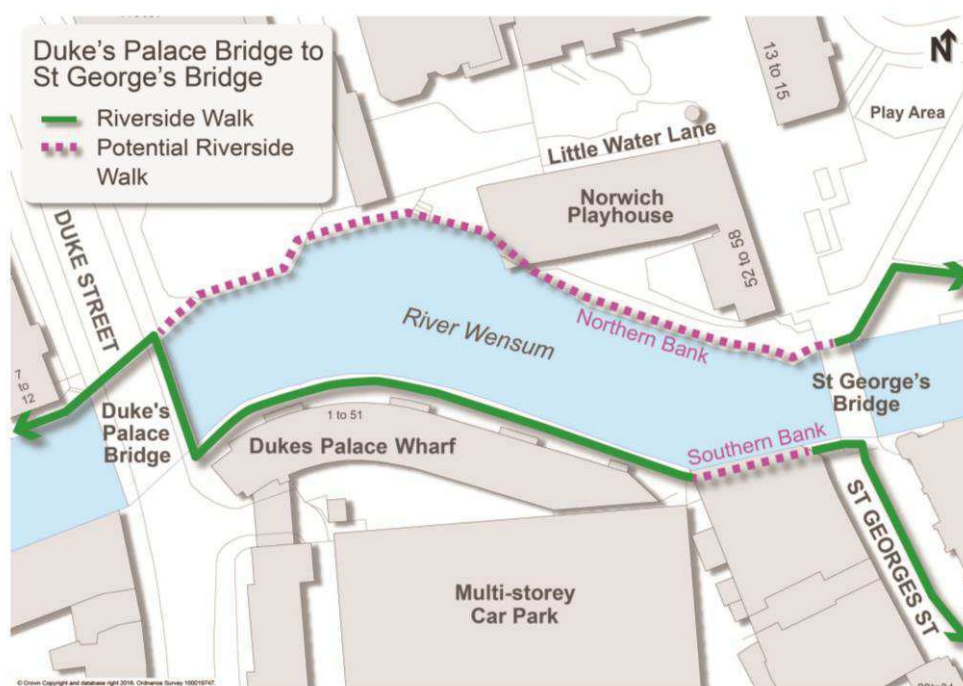
<sup>5</sup>Partners also included the Norwich Society, Norwich Theatre Royal, Norwich University College of the Arts (now Norwich University of the Arts), and the Greater Norwich Development Partnership.



both options require detailed feasibility in order to determine their relative deliverability.

4.8 The action plan at section 9 includes a proposal (**A1**) to deliver this significant element of infrastructure. Funding is likely to be sought primarily from the pooled Community Infrastructure Levy (CIL), however if opportunities arise to seek developer contributions these will be explored. The completion of this stretch of Riverside Walk is a high priority for CIL funding by Greater Norwich Growth Board partners<sup>6</sup> given its potential to benefit public access to green infrastructure (GI) from the city centre. If this bid is successful, and subject to further feasibility work, it is anticipated that this section of Riverside Walk could be completed in 2019/20. Completing the Riverside Walk in one of the busiest locations along the river will help support the current and expanding population of the city centre as well as help to fulfil the publicly accessible GI requirements of proposed growth in wider Norwich. This is a sensitive site in the heart of the historic city so the design of the proposed walkway must respect and enhance the character of this part of the city centre, and limit its impact on the historic townscape and riverscape.

**Map 4: Duke's Palace Bridge to St George's Bridge missing link (Action plan project A1)**



### Fye Bridge to Whitefriars Bridge

4.9 Within the city centre the ambition to create a continuous walk on the northern bank between Fye Bridge and Whitefriars Bridge, delivered through development,

<sup>6</sup> GNGB partners are Norwich City Council, South Norfolk Council, Broadland District Council, Norfolk County Council, and New Anglia Local Enterprise Partnership.

has yet to be fully realised. This would have connectivity benefits for local residents, businesses and visitors, providing an attractive route linking the busy shopping area of Magdalen Street with the businesses and organisations located in the vicinity of Whitefriars, including Dragonfly House and Kingfisher House. Some sections of this stretch of Riverside Walk have already been completed, namely sections through Old Miller's Wharf and St Edmund's Wharf developments. In addition, the permission for three properties within Bridges Court development carries a covenant that states a strip of land 12ft wide can be used by Norwich City Council to construct and maintain a section of the Riverside Walk. However, a gap remains in the route where access has yet to be secured, at Hansard Lane.

4.10 It is anticipated that delivery of this link will be achieved through provision of a short stretch of new walkway as part of the redevelopment of a site at Hansard Lane, dependant on the nature of that scheme, and through CIL funding for the section of route exercising the covenant through gardens of the Bridges Court development. This link is considered capable of implementation in the longer term dependent on detailed investigation of feasibility and deliverability. Once delivered this project would unlock the remaining section between Fye Bridge and Whitefriars Bridge on the north bank, providing more options for pedestrian movement in this area and enhancing access to strategic green infrastructure in the city centre. It is important that the new Riverside Walk in this location is managed to reduce and not exacerbate any potential negative effects on residents who live along this section of the river.

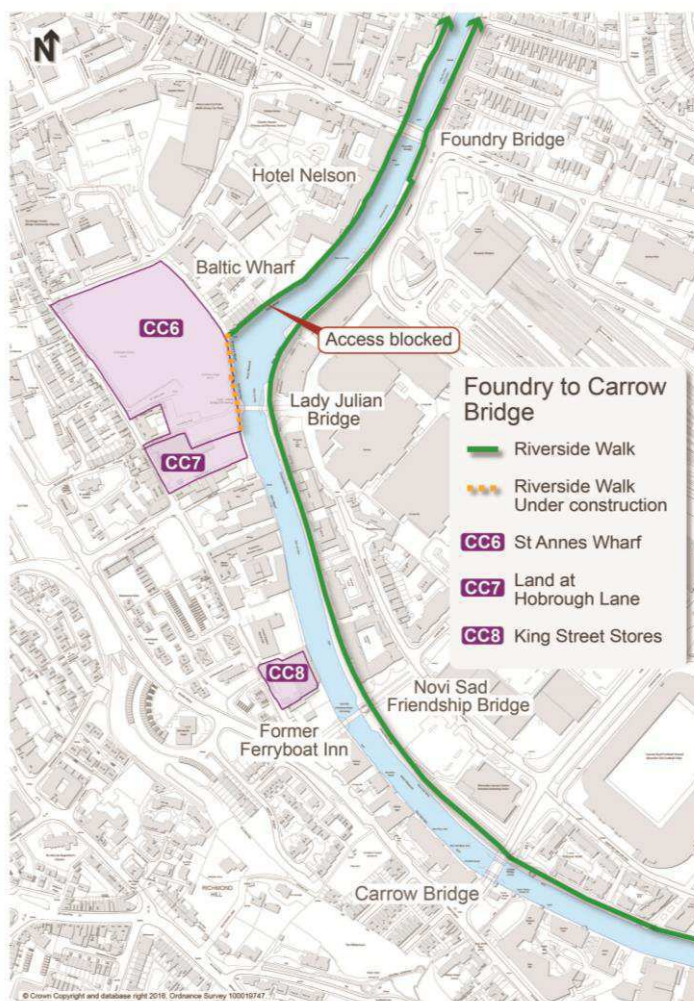
#### **Foundry Bridge to Carrow Bridge**

4.11 The section of path from Foundry Bridge (the Hotel Nelson, Prince of Wales Road) to St Anne's Wharf/Lady Julian Swing Bridge (St Ann's Lane) on the western side of the river will be completed as development comes forward. Sections of Riverside Walk are already in place alongside both the Hotel Nelson and Baltic Wharf, however access is currently blocked between these sections of walk. Opportunities should be taken to link these sections and connect them with the new section of Riverside Walk currently under construction as part of the St Anne's Wharf development. In addition the Norwich local plan identifies a section of Riverside Walk as being required in site allocation CC7: Land at Hobrough Lane, King Street which will be delivered through new development as it comes forward. Feasibility work may be required to include impact on the navigation of the river at this point.

4.12 The Norwich local plan policies map does not identify proposed Riverside Walk beyond site allocation CC7, although it allocates a site further south on King Street (CC8: King Street Stores) which includes a requirement for Riverside Walk which will link with another new section to be provided in front of the Ferryboat Inn, anticipated to be delivered within the next couple of years. This section of waterfront between sites CC7 and CC8 has a special historic character with many listed and locally listed buildings adjacent to the river. Access to the river is via historic narrow lanes, and as a result there is little potential for provision of Riverside Walk that

would be in keeping with its special character (as detailed in the City Centre Conservation Area Statement: King Street character area).

### Map 5: Foundry Bridge to Carrow Bridge



### Carrow Bridge to Whitlingham

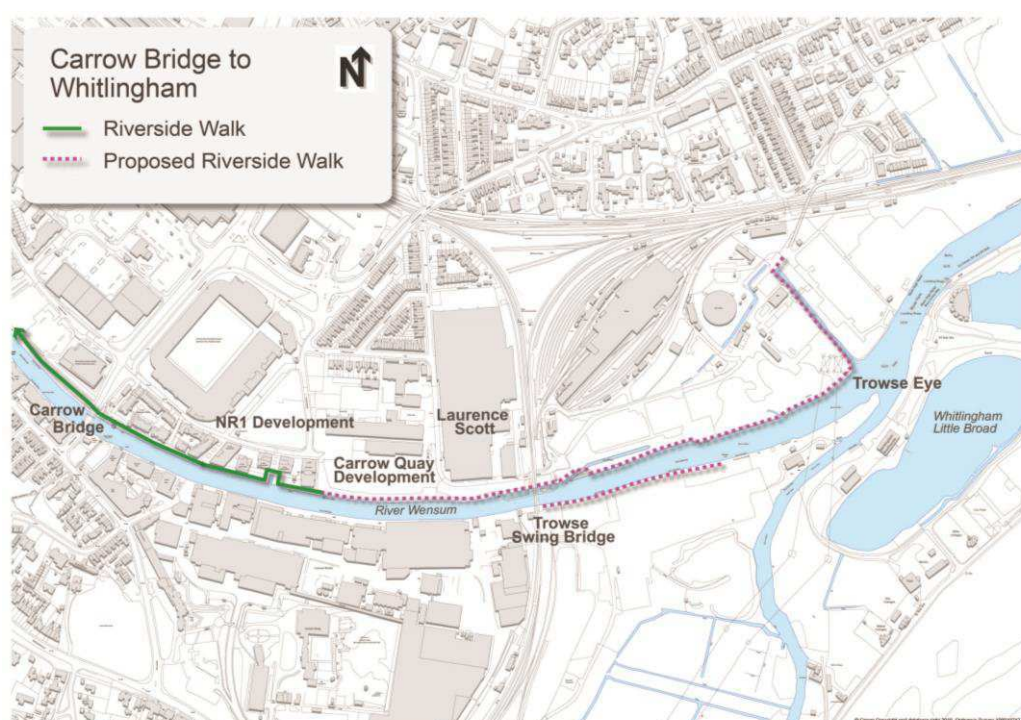
4.13 Connection of the Riverside Walk through the city downstream to Whitlingham Country Park is a strategic priority. Whitlingham Country Park is a popular attraction for informal recreation and water sport activities, delivered through former gravel extractions, with over 500,000 visitors per annum. Although very close to the city centre, pedestrian and cycling access is far from easy; currently pedestrian and cycling access (including National Cycle Route 1) to the Country Park from the city centre is along Bracondale towards Trowse and then along Whitlingham Lane. This is not a direct route and includes several difficult road crossings. In the future it is hoped that a more direct route will be possible via a number of development sites including the Deal Ground and Utilities sites in east Norwich and will enable the re-routing of National Cycle Route 1.



4.14 The continuation of the Riverside Walk from Carrow Bridge to Trowse (railway) Swing Bridge is being delivered through development south of the football ground with funding support from Sustrans and the Community Infrastructure Levy<sup>7</sup>.

4.15 The next sections of the route may be delivered through new development at the Utilities site and/or the Deal ground site as proposals come forward including a new bridge over the River Wensum between the Deal Ground and the Utilities site as required by the Norwich Local Plan policy for these sites (CC10 and CC11). However, even if this bridge is delivered, there will still be a need for a bridge link over the River Yare from the Deal Ground at the confluence of the Rivers Wensum and Yare, connecting to the Country Park at the back of the Little Broad at Whitlingham, which will require funding. This bridge continues to be a high priority for GI in Greater Norwich, having been originally identified in the Green Infrastructure Strategy<sup>8</sup>. The bridge will form a crucial link between the city and major recreation area to the south, however its delivery is dependent on the development of the Utilities sites and Deal Ground. It therefore does not currently appear in the action plan, but partners will continue to work with the Greater Norwich Growth Board to keep this as a high priority for CIL funding and to bring forward this key piece of infrastructure when appropriate.

**Map 6: Carrow Bridge to Whitlingham Broad**



<sup>7</sup> The Riverside Walk adjacent to NR1 development is in place; the section at Carrow Quay will be delivered through new development; and the section in front of Laurence Scott is expected to be delivered by Norwich City Council using Sustrans/Community Infrastructure Levy funding already in place.

<sup>8</sup> Greater Norwich Development Partnership: Green Infrastructure Strategy (Chris Blandford Associates, 2007)



### Sweet Briar Road Bridge to Hellesdon Bridge

4.16 There is currently no access to the river's edge between the road bridge at Sweet Briar Road, and the public open space adjacent to The Gatehouse Public House on Hellesdon Road. Instead, users have to join the footway alongside Sweet Briar Road, cross the ring-road roundabout and follow the Dereham Road onto Hellesdon Road before being able to re-join the river. A new section of Riverside Walk is identified for this area in the Norwich Local plan (Policies Map North, 2014). There is currently no identified funding for this stretch of walkway therefore a project is not included in the Action plan, however opportunities will be sought to attract funding to deliver this missing link. This project is included in the list of possible future action plan projects in Appendix 3.

## Accessibility improvements

4.17 This section of the strategy considers what **infrastructure improvements** are required to ensure that the Riverside Walk is accessible to all, the **signage improvements** needed to support and encourage greater accessibility, and the **connectivity improvements** required to ensure that the Riverside Walk links effectively to the wider walking and cycling network.

### Infrastructure improvements

**Policy 3: New sections of Riverside Walk will be accessible for people of all ages and abilities. The same standard will also apply to the enhancement of existing sections of the Riverside Walk, where practicable.**

4.18 A number of issues and opportunities have been identified, through consultation and other work, relating to the physical infrastructure of the existing Riverside Walk for pedestrians and cyclists and for disabled access. Improvements are needed on several sections of the Riverside Walk, particularly to make the walk accessible by all, including those with mobility difficulties.

4.19 Some sections of the existing Riverside Walk are accessible for cyclists. Opportunities should be sought to enable cycle access on more of the route, including the removal of barriers to bike access (such as steps), enhanced surfacing, and segregated sections for pedestrians and cyclists. A particular opportunity concerns realigning the Red Pedalway – which is also National Cycle Route 1 (NCR1) – alongside the north bank of the river to Whitlingham, rather than its current route along busy trafficked sections of King Street and Bracondale. When a bridge link to Whitlingham is delivered, NCR1 would pass through Whitlingham Country Park and continue along the river to Norwich Railway Station.

4.20 An audit of the Riverside Walk from Hellesdon Road to Carrow Road was completed by Norfolk County Council in early 2016 as part of the work of the River

Wensum Strategy Partnership<sup>9</sup>. This identifies the need for site specific improvements along the Riverside Walk to make it accessible for all. The audit identifies the need for path surface improvements in a number of locations, provision of dropped kerbs, and provision of steps and ramps.

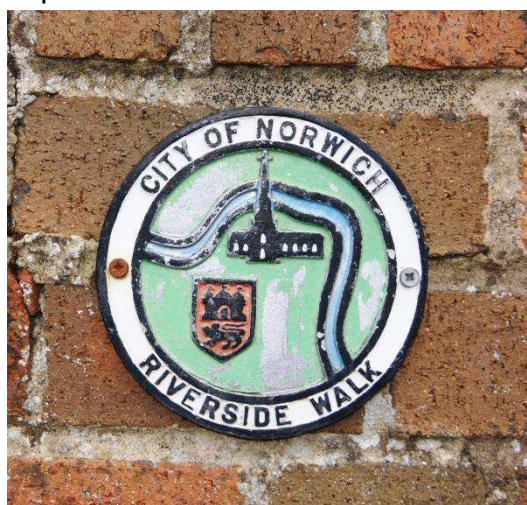
4.21 Action plan project (A2) proposes improvements to the accessibility of the Riverside Walk downstream of New Mills (i.e. between it and east Norwich) and This is currently being delivered - see paragraph 4.28 below.

4.22 Funding for accessibility improvements to the Riverside Walk upstream of New Mills will be sought in the future from CIL. Particular issues raised for that area in consultation and in the audit include: drainage issues on the Riverside Walk; signage improvements to/from Marriott's Way; to/from New Mills/Barns Road roundabout; improvements to lighting on Dolphin Path and the southern section of Marriott's Way; and the need for improvements to signage and maintenance of the Riverside Walk (see appendix 3: possible future action plan projects).

## Signage Improvements

**Policy 4: New signage provided in the vicinity of the river will conform to the River Wensum signage strategy once developed.**

4.23 The Riverside Walk provides an easy, quiet and safe route through the city centre passing many cafes, shops and points of historical and natural interest. However, the presence of the Riverside Walk and the points from which it can be accessed from commercial and tourist areas are not clearly signed; and signage along the Riverside Walk also needs improvement in a number of locations. Improved and coherent signposting of the Riverside Walk from attractions, commercial and day-time leisure areas, and transport hubs is likely to help deliver economic as well as social and cultural benefits. Access to the natural environment has been found to bring health and well-being benefits, and the Public Health agenda requires actions to encourage greater activity, thus improving access to the river is also likely to contribute to a healthier society. There is also an opportunity to improve signage along the river to make clear where particular activities are authorised or deemed appropriate, for example mooring and angling, which will reinforce effective management of the river and riverbanks.



<sup>9</sup> River Wensum Strategy Riverside Walk Audit (Foo T. 2016)

4.24 The need for improved legibility has been identified through the public consultation and the Riverside Walk audit. This identifies a need for signage between the river and the commercial, day-time leisure and transport hubs including the Cathedral complex / Tombland, Riverside, the Lanes, the Forum, Norfolk Trails, Whitlingham Country Park, the railway station and bus station; and signposting of historical features in the vicinity of the river including the Cathedral, Boom Towers, Blackfriars Hall / Elm Hill, Cow Tower, New Mills, Pulls Ferry, the Great Hospital and St James' Mill. The consultation also identified the need for better signposting of the Riverside Walk itself in several locations where the route is not obvious including:

- Ribs of Beef / Fye Bridge Street where the path is not obvious from the bridge;
- At Whitefriars Bridge where access to the Riverside Walk on the north side of the river, by St James' Mill, is not obvious;
- From/to Tombland to Pulls Ferry through the Cathedral precinct;
- To/from the Marriott's Way at St Crispin's Road/Barns Road roundabout (see Action plan project A4 below).

4.25 Having evolved over many years, it is unsurprising that the Riverside Walk is considered by some to be lacking a clear identity, partly due to the range of signage used. The Riverside Walk would therefore benefit from having its own identity with specific signage, including a logo and a coherent sign-posting system.

4.26 A signing strategy should be considered in combination with infrastructure improvements, as improved signage should direct people to a route that is easily accessible for all users, and therefore the delivery of both signage and infrastructure improvements ideally should occur in parallel. This is addressed below in Action Plan project A2.

4.27 New directional signage could tie in with existing wayfaring signage either through utilising existing infrastructure, or transference of existing design features into new signage. For example, Norwich City Council has an existing integrated sign system which comprises finger posts and monoliths designed to reflect the different areas of the city. The finger posts feature alternate finials; an ornate design, taken from the city's historic architecture which differentiates from the historic "Lanes" area where a simple design with a natural copper finish is used. It is recommended that a similar approach is taken with regards to directions to/from the Riverside Walk.

4.28 The action plan includes a project (A2) to address the key accessibility issues of physical infrastructure and signage improvements. The project involves development of a branding and identity for the whole Riverside Walk, and implementing a series of infrastructure improvements to the Riverside Walk in the city centre (downstream of New Mills), based on the audit referred to above. This project has been awarded CIL funding and is being delivered over a 2 year period (2017/18 - 2018/19). Delivery of the project will address many of the signage and accessibility issues

raised above. Through improved signage, branding, and by making key parts of the route more easily accessible, the potential wider social and economic benefits of the Riverside Walk can be realised.

## Connectivity Improvements

**Policy 5: Connectivity between the Riverside Walk and other Norfolk Trails will be enhanced, to encourage greater usage of all the trails / walks by leisure users and commuters of all ages and abilities.**

4.29 The Riverside Walk links with the wider Norfolk Trails network as referred to above. The Marriott's Way is a 26 mile pedestrian and cycle path which starts immediately upstream of the Barn Road roundabout linking Norwich to Aylsham. The first section of the Marriott's Way runs parallel to the River Wensum, effectively a continuation of the Wensum Riverside Walk. The gateway to the Marriott's Way is not sign-posted from the Wensum Riverside Walk and the crossing of St Crispin's Road includes a traffic island which can be difficult for cyclists to use.

4.30 Downstream, two of the Norfolk Trails, the Wherryman's Way (Norwich to Great Yarmouth) and the Boudicca Way (Norwich to Diss) are concurrent with the River Wensum Walk between Norwich Railway Station, the start point for both these routes, and Carrow Road Bridge. Opportunities for interpretation boards and additional signage would be desirable, and signage at Norwich Railway Station or other locations along the river should be further explored as part of Action Plan project A3.

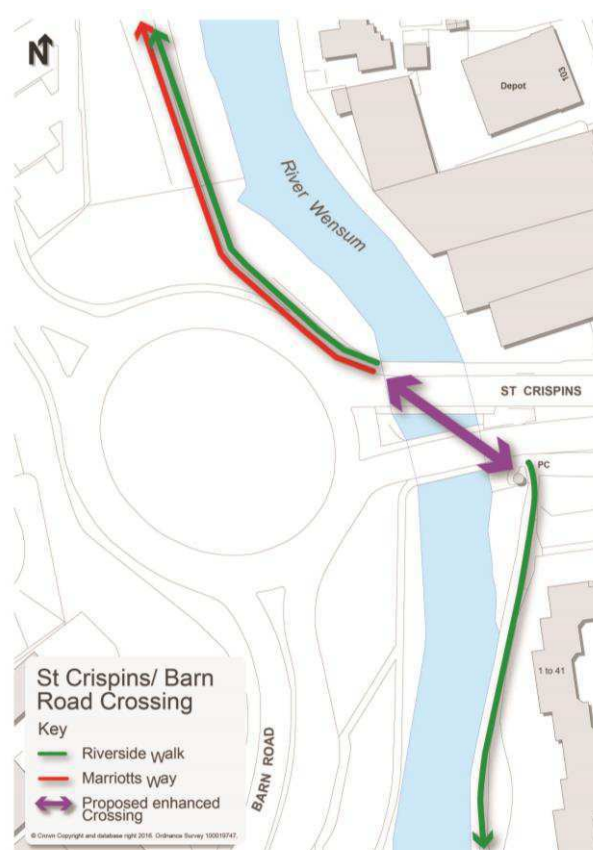
4.31 In combination, the Wherryman's Way and the Marriott's Way form part of the Cross-Norfolk Trail from Kings Lynn to Great Yarmouth of which the Wensum Riverside Walk through the city is an integral part. Overall, the connectivity to the Norfolk Trails network from the Riverside Walk is in need of improvement, both in terms of physical infrastructure and signage.

4.32 There are a number of opportunities to improve linkages between the Norfolk Trails network and the Riverside Walk (see Appendix 3 for some potential projects). Improvements through better and co-ordinated way-marking, improvements to some sections of Riverside Walk, and provision of formalised linking routes between the Riverside Walk and Norfolk Trails have been mentioned in this strategy already. Another means of improving these linkages is the celebration of gateways and the meetings of the Riverside Walk and Norfolk Trails.

4.33 Improvements are also proposed to the Marriott's Way link with the Riverside Walk at Barn Road. The crossing of St Crispin's Road presents some challenges, particularly for cyclists, and the fact that the Riverside Walk can be continued north or south of Barn Road is not obvious and inhibits its use. The planned improvements include enhancing the 'gateway' to Marriott's Way with signage, paving, removal of

vegetation to improve visibility, and improving the crossing of the inner ring road linking Marriott's Way with the Riverside Walk in the city centre. This project has been developed by the Marriott's Way Green Infrastructure Group<sup>10</sup> with input from the River Wensum Strategy Partnership. It will be delivered in phases with CIL and Heritage Lottery funding, with initial works to enhance the gateway anticipated to commence in 2017/18 followed by commencement of works to the inner ring road the following year. The project will not only improve connectivity between the Riverside Walk and Marriott's Way, with recreational, health and sustainable transport benefits, but will also enhance a key gateway site with heritage interest, and will complement / enhance the potential future project to enhance the existing circular walk at Train Wood referred to in Appendix 3.

### Map 7: Marriott's Way – Barn Road Gateway (Action Plan project A3)



4.34 The Marriott's Way Green Infrastructure Group has produced an up-dated Vision and Implementation Plan for the Marriott's Way (NCC, August 2015). Liaison with the Marriott's Way group will be necessary to ensure coordination of plans and projects in the River Wensum Strategy and there is potential for several of the pro-

<sup>10</sup>The Marriott's Way Green Infrastructure Group is part of the Greater Norwich Growth Board and consists of representatives from Norwich City Council, Norfolk County Council, Broadland District Council and South Norfolk Council.



posals relating to the area upstream of New Mills to be delivered through or with the Marriott's Way Group.

### Riverside Walk status

4.35 Norwich's Riverside Walk is not a dedicated Public Right of Way. Although much of the Riverside Walk through the main urban area is contained within designated Public Open Space and some is highway land, some sections have no formal public right or status. This lack of clarity about the Walk's status may have implications in some cases for providing certainty of public access in perpetuity. There may be benefits from formal dedication as a Public Right of Way (for example, footpath, bridleway, and shared use cycle and footway) in terms of promotion, including publication of routes on Ordnance Survey maps, and subsequently the internet and other publications, therefore making any route accessible to a wider audience.

4.36 Given the Riverside Walk's links to the strategic walking and cycling network, the RWSP is currently working with Norfolk County Council to explore whether the Riverside Walk could be dedicated as part of the Norfolk Trails network, albeit it with its own unique identity and branding. This would significantly raise the Walk's profile through greater promotion, and provide a valuable publicised link between it and the existing Trails, helping to highlight access to the city's tourist and leisure attractions, encouraging sustainable transport and supporting healthy lifestyles for example. It could also enable greater coordination between the Riverside Walk and the other Norfolk Trails in terms of management, for example linking into the Norfolk Trails' established volunteer network for litter picks and for reporting maintenance issues.

4.37 The initial exploratory work will include identifying any existing status and landownership for the Riverside Walk, and to understand the implications of Norfolk Trails status, prior to any change on its status being formally proposed. If Norfolk Trails status is sought and achieved, this may have implications for Action Plan project A2, which includes signage proposals.

## 5 Waterways access and leisure

5.1 The strategy aims to breathe new life into the river corridor, and to increase access to, and greater use of, the river. This section's key focus is on enhancing access to the river for recreational purposes, including encouraging greater activity on the river by a variety of small craft, but it also addresses wider opportunities for attracting visitors and tourists to the river corridor.

5.2 The development of a strategy has the potential to contribute significantly to the vitality of the city centre and the local economy than is presently the case. Increased activity will also bring a range of benefits including health and recreational benefits, will provide opportunities for small leisure businesses, and help to reconnect communities to the River Wensum.

5.3 The public and stakeholder consultation identified a number of issues including the need for provision of new or improved slipways and launch facilities for small craft, provision of new canoeing infrastructure and moorings, the opportunity to encourage new business development connected to the river, the need for more effective management and maintenance of the river, and the opportunity to develop the river as a location for events and trails.

### Enhanced waterways infrastructure

**Policy 6: New river infrastructure will be provided, and existing river infrastructure enhanced where appropriate, to encourage greater recreational use of the River Wensum.**

5.4 The strategy aim of bringing new life to the river can be achieved by improving providing new, and enhancing existing, waterways infrastructure, including slipways, canoe launches, and moorings provision. A number of action plan projects are proposed below (summarised in section 8) which when delivered will significantly enhance existing provision. Funding opportunities are currently being explored for these projects.

#### Provision of launching points/slipways for small craft and River Taxi/Bus infrastructure

5.5 The lack of slipways and other launching facilities on the river limits the ability for people to launch small craft and consequently restricts business opportunities for boat hire in the City. With the canalised nature of the river corridor and the majority of the banks in the City being either concrete or steel sheet piled there are limited sites available for constructing new slipways. The availability of road access and car parking nearby is essential for slipway development as boat trailers have to be parked in close proximity to launch sites. There is an existing slipway at Friar's Quay

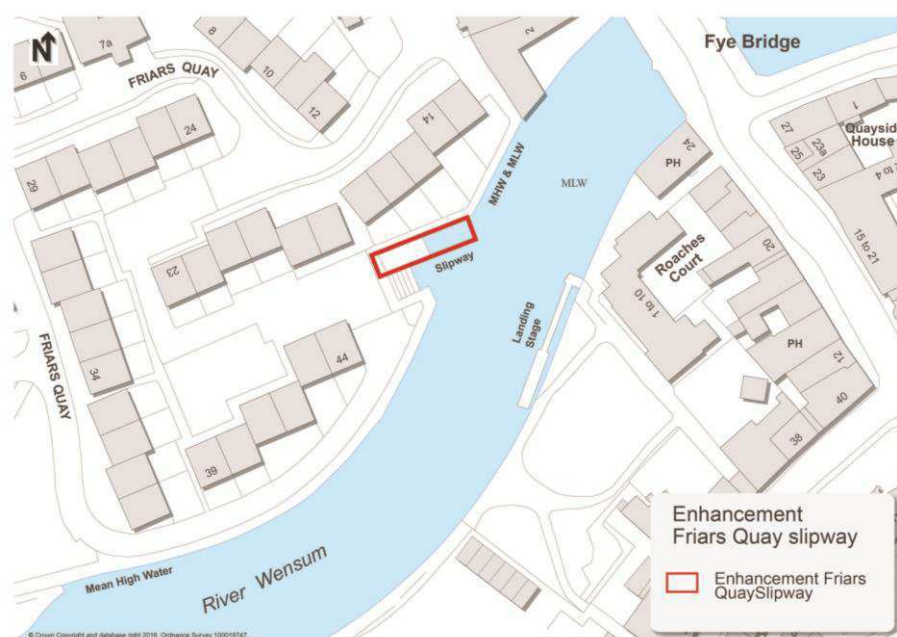
and several comments were received about this site suggesting that it should be adapted to improve its incline and safety. A project to improve the Friar's Quay slipway would also have the benefit of providing a launch facility for Broads Authority maintenance vessels and the emergency services.

5.6 There are a number of sites which have potential for the development of launching facilities such as at the Yacht Station. The removal of the timber jetty and public access at the upstream end of the Yacht Station presents an opportunity to redesign the frontage including the installation of pontoon mooring and launching facilities. This would also potentially provide a location to operate a small electric hire boat business. Equally there are sites in the project area where slipways could be constructed both in the Broads Authority's Executive area and upstream of New Mills but this would require feasibility work to be carried out and discussions with adjacent landowners.

5.7 Further opportunities for additional river access may arise as and when development comes forward, for example at the Utilities site and the Deal Ground.

5.8 The strategy proposes an action plan project to upgrade the existing slipway at Friar's Quay to slacken its slope and make it suitable for the safe launching of small boats on trailers and canoes. This will involve installing new sheet piling to extend the length of the slipway and enable the concrete slope to be re-profiled. Signage will also be installed to give advice on considerate use of the slipway and where to park nearby. This proposal will help maximise the use of an existing piece of waterways infrastructure which is currently under-utilised.

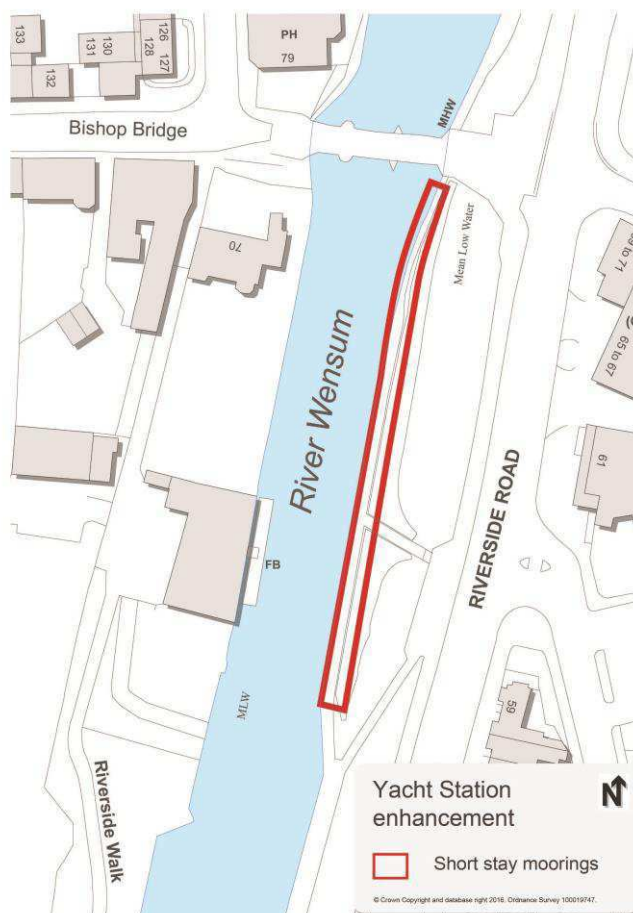
**Map 8: Friar's Quay Slipway upgrade (Action Plan project W1)**





5.9 It has recently been necessary to remove a dilapidated timber jetty at the upstream end of the Norwich Yacht Station and this presents an opportunity to redesign the mooring facilities in this location. The action plan includes a project to install pontoons to replace the jetty which will increase opportunities for mooring and launching of small craft, and provide the scope for a small electric hire boat business to operate from the site. Again this proposal aims to enhance an existing facility to help extend its use.

**Map 9: Yacht station enhancement (Action Plan project W2)**



## Canoeing infrastructure

**Policy 7: Canoeing infrastructure will be enhanced in appropriate locations on the River Wensum.**

5.10 By far the largest number of comments received during the consultation process about a specific waterways issue related to canoeing. These included comments about the need for the strategy to provide more canoe access points or improve existing ones, improve the information available about canoeing opportunities, encourage canoe hire at various sites and also to link the Broads navigation to the Wensum upstream of New Mills Yard.

5.11 Canoeing is becoming increasingly popular in the Broads with a 60% increase in the number of

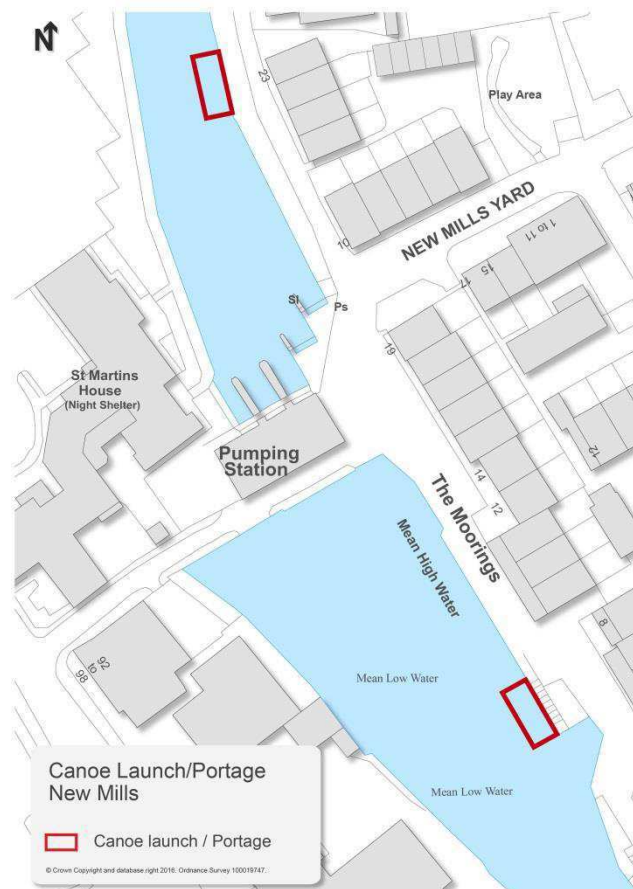


canoes using the Broads navigation area over the period 2010 to 2014<sup>11</sup>. The Broads Authority has responded to this trend by working closely with British Canoeing<sup>12</sup> to promote the Broads as one of the UK's premier family friendly canoeing destinations and has recently published a range of canoe trails throughout the Broads including a trail for the City of Norwich.

5.12 A number of sites for new canoe launching facilities were suggested through the public consultation, and project partners have also identified a number of sites where new facilities could be installed or existing structures upgraded to provide improved access. Factors that need to be considered include the proximity of car parking facilities to the proposed launch site, existing bank structure and height above mean low water level and the potential for conflict with other river users. Particular consideration has been given to linking the Broads to the upper Wensum across New Mills, providing canoe access points at the upstream and downstream extent of the strategy area and the provision of city centre launch sites.

5.13 The action plan includes a project to install low freeboard pontoon canoe access points upstream and downstream of New Mills. This will enable canoeists to move between the upper and lower reaches of the River Wensum and will greatly increase the opportunities for recreational enjoyment of the river.

**Map 10: New Mills Canoe portage (Action Plan project W3)**



<sup>11</sup> Broads Authority: 2014 Boat Census

<sup>12</sup> British Canoeing is the national governing body for canoeing in the UK.

5.14 There may be other opportunities for canoe launches including adapting and extending the existing pontoons at Elm Hill Quay for canoe launching, and by enhancing provision upstream of New Mills, including at Wensum Park, Anderson's Meadow and near Hellesdon Mill. In order to promote and develop recreational paddling and provide business opportunities for canoe hire in Norwich, there is a need to increase the number of safe launching facilities available in the project area, and where possible to improve existing facilities. Such opportunities will be explored and may require feasibility work to enable them to be progressed.

#### **Provision of moorings (marinas, short stay, permanent, de-masting and residential)**

5.15 If there is to be a resurgence of boating activity on the Wensum there is a need for the provision of new mooring facilities in the strategy area. A number of factors have to be taken into account when considering developing new mooring facilities. These include the available river width and depth, the height of the existing banks, the current use of banks and how the bank opposite the proposed mooring site is being used. The design of new moorings facilities should address safety and management issues (including minimising the risk of associated anti-social behaviour, for example in various recognised problem locations such as at Cow Tower and Quayside).

5.16 On a number of sites mooring provision has already been assessed as being feasible, and several new moorings are proposed below. Further, there is scope for continued discussion with developers and landowners regarding the potential for marina development in east Norwich.

5.17 Provision of residential moorings (permanent moorings for houseboats) on the Wensum could deliver a range of benefits and thus represents an opportunity for the Strategy. Permanent houseboat sites with proper on-site facilities would bring life back to the riverbanks in the form of revenue-generating affordable housing in a pleasant environment, contribute to meeting housing need, and benefit the local economy. Houseboat communities will also have a personal and financial stake in keeping the river free from anti-social behaviour, both bankside and waterborne. The tidal Wensum lacks the marinas and basins that would make it relatively easy to set up residential moorings, and opportunities to encourage may be greatest on the edge of the city, in east Norwich, potentially through new development. The strategy seeks to encourage marinas and residential mooring where appropriate. The Broads Authority's current policy (DP25) seeks to locate residential moorings in marinas, basins and boatyards, which would preclude their location in appropriate locations within the city council area. The RWSP aims to influence the emerging Broads Local Plan to allow for residential moorings in other locations so long as they meet the basic criteria for such provision set out in existing policy DP25. Any proposals for residential moorings will require planning permission and will need to be

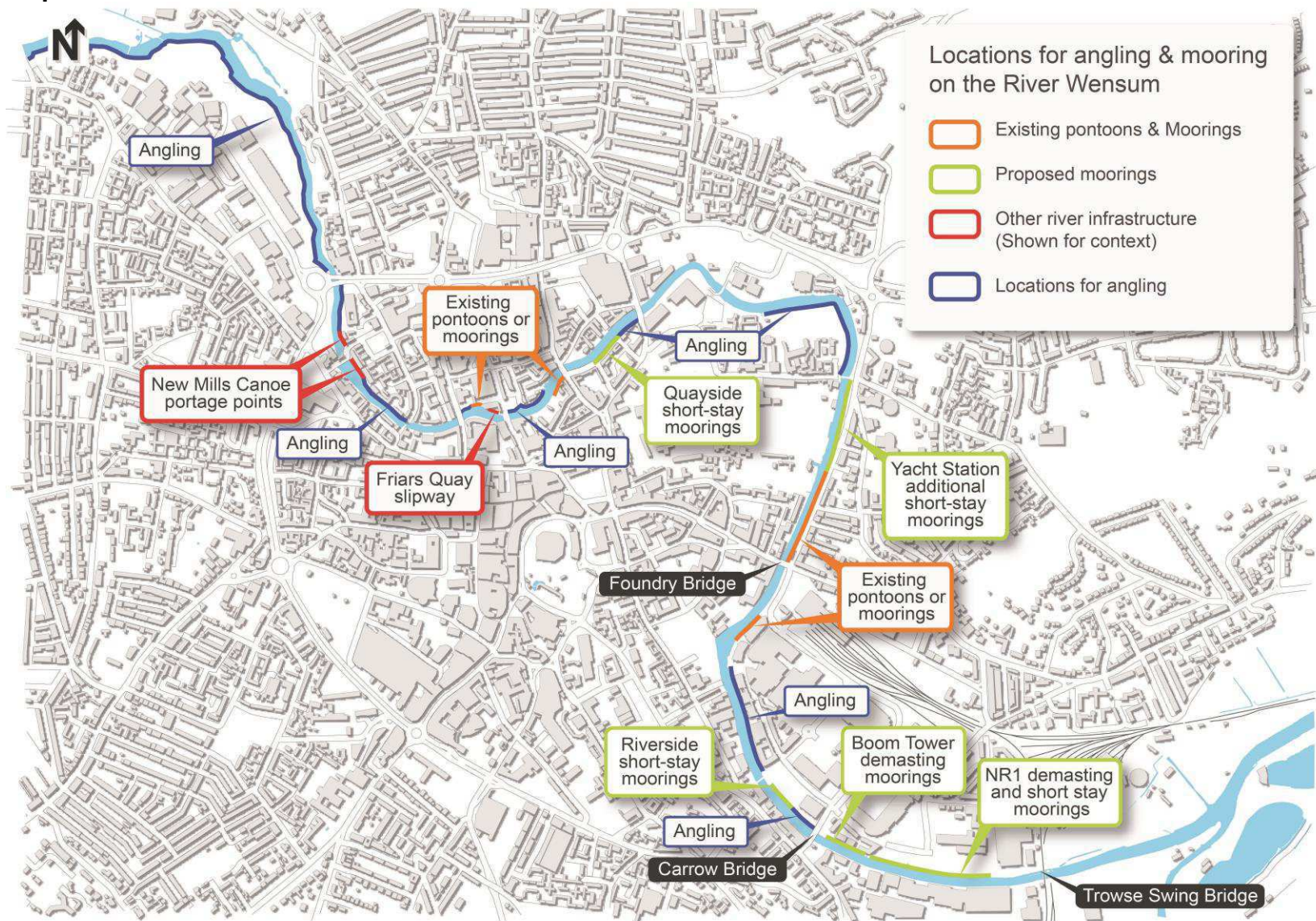
accompanied by a full Flood Risk Assessment and other supporting documentation (see Appendix 2: Relevant policies and guidance).

5.18 The Broads Authority has an ambition to see de-masting moorings provided at all four quadrants of bridges that span the navigation, which will encourage unpowered vessels to use the river. However the requirements for specific bridge sites vary, given their location on the river and the nature of their design. The RWSP priorities for provision of de-masting moorings are at Trowse Railway Bridge and Carrow Bridge and are shown on Map 11.

5.19 Map 11 also identifies existing moorings and proposed new moorings. One of the benefits of adopting the approach of formalising mooring activity at recognised sites is that it presents an opportunity for better management of the sites that are identified, and allows for enforcement of unauthorised mooring at those sites. This could have a positive effect on managing unauthorised overstaying by vessels and dealing with antisocial behaviour.



Map 11



5.20 Any mooring development (private or public) should adhere to accepted design standards and provide safety features in accordance with current best practice (see appendix 2). Additionally, shared use of sites should be encouraged in order to maximise public benefit from new developments.

5.21 The action plan includes a project to develop a short stay visitor mooring at Quayside, managed by the Broads Authority, to encourage small craft to visit the city centre. This would involve the installation of pontoons along the frontage which would be accessed by ramps to the existing steps through the Quayside wall. Residents in this area have experienced anti-social behaviour in the past arising from boat users in the river and from unauthorised mooring. The fact that the proposed moorings will be managed will reduce the potential for anti-social behaviour, which should be beneficial to both local residents and visitors.

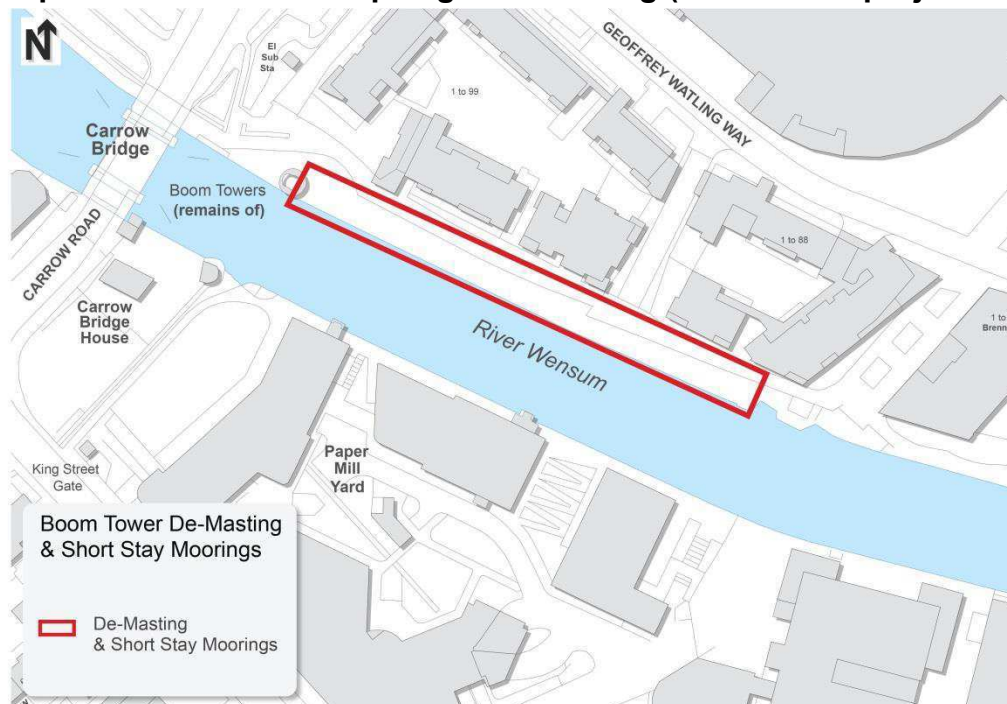


**Map12: Quayside short-stay moorings (Action Plan project W4)**

5.22 The action plan also includes a project to develop a short stay visitor mooring at the Boom Towers site immediately downstream of Carrow Bridge, and will also involve repiling of the riverbank in this location which is currently failing. This project will have a number of benefits including encouraging greater visitor activity in this historic gateway site, renewing river infrastructure that has become degraded, and complementing action plan project E4 (enhancement of the historic Boom Tower – see section 6). It also has the potential to link in the longer term to the opportunity to enhance the green infrastructure link between this part of the river to the city walls and Ber Street (see section 7).

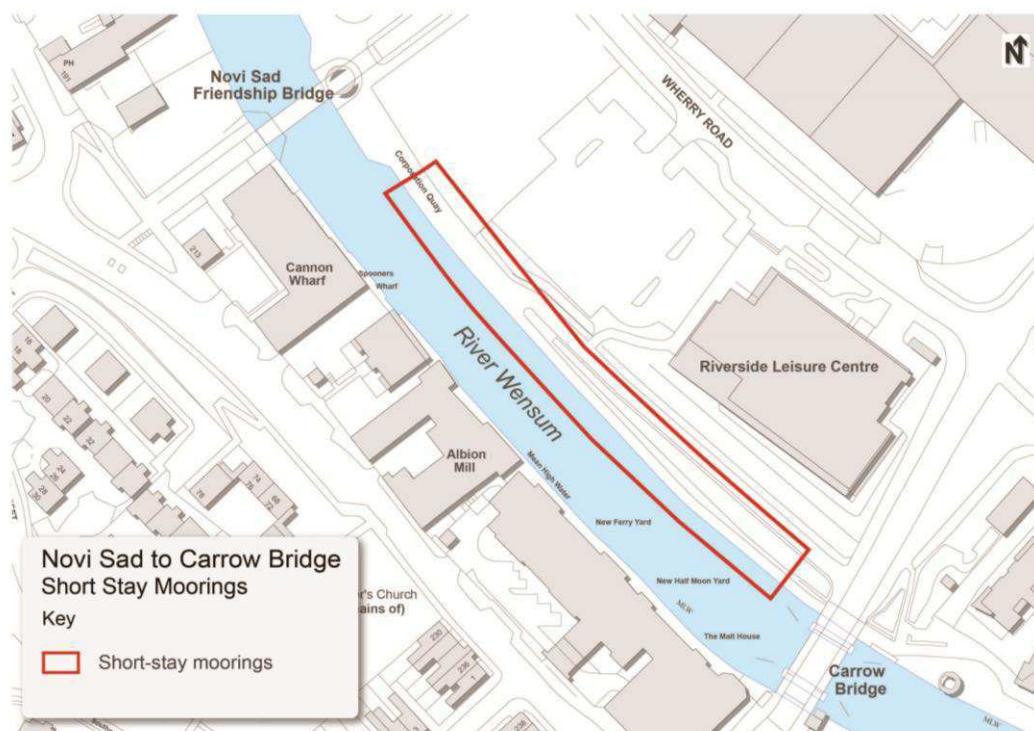


**Map 13: Boom Towers repiling and mooring (Action Plan project W5)**



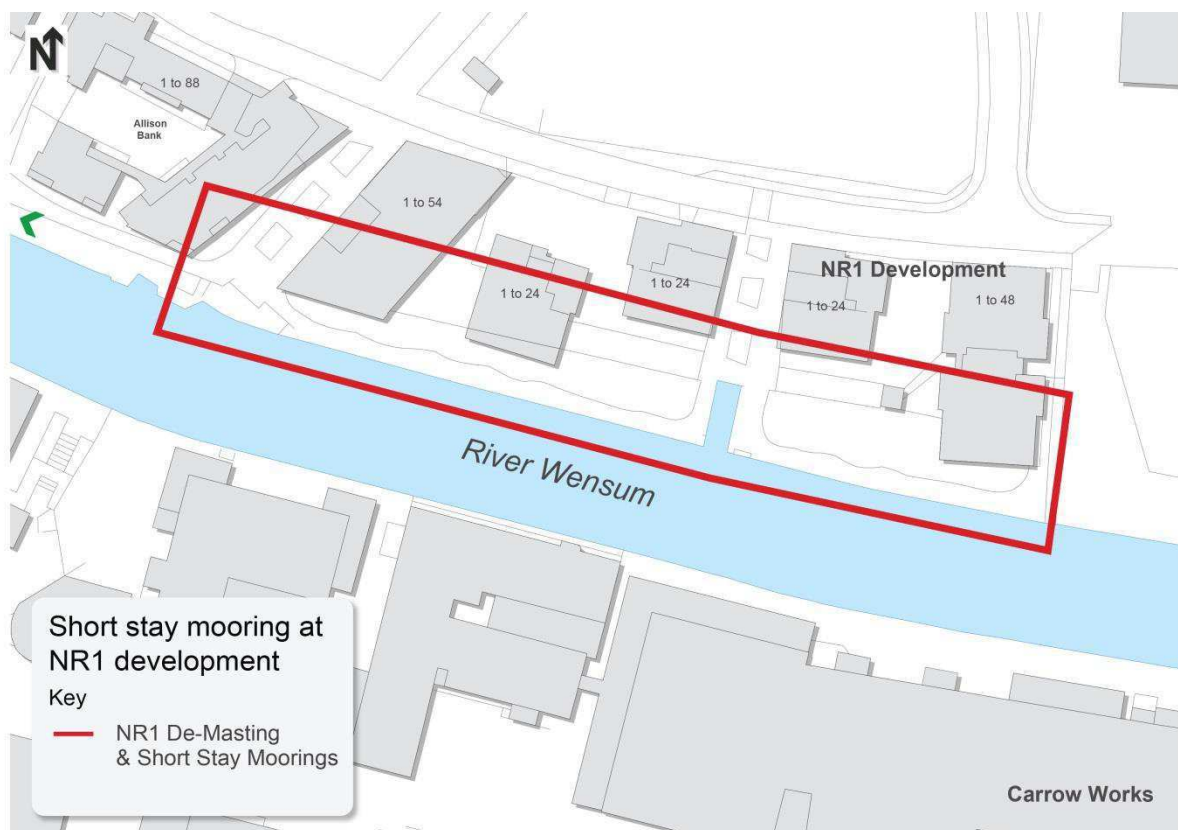
5.23 It is proposed to develop a formal visitor mooring between Carrow Bridge and Lady Julian Bridge on the east bank of the river (ie adjacent to the Bridge development) in order to provide access for boaters to the Riverside Retail Park. This will require minimal work and has been assessed taking into consideration requirements for angling in this part of the city.

**Map 14: New moorings between Carrow Bridge and Lady Julian Bridge (Action Plan project W6)**



5.24 New short-stay visitor moorings and de-masting moorings are required through a Section 106 Agreement with Norwich City Football Club connected to the NR1 development. These are to be provided by the developer on the north bank of the river adjacent to the NR1 development, between Trowse Swing Bridge and Carrow Bridge.

**Map 15: New short stay visitor and de-masting mooring at the NR1 Development (Action Plan project W7)**



## Angling

**Policy 8: Angling access and fish habitat will be enhanced at appropriate locations along the River Wensum.**

5.25 The River Wensum through Norwich forms part of the Norfolk and Suffolk Broads, one of the most famous freshwater fisheries in the country. The small open sections of riverbank through the city reaches provide important opportunities for anglers to fish in an urban environment where there is easy access.



5.26 The city reaches also provide important habitat for fish. This is an important natural resource for both wildlife and people. The quality and diversity of fishing on offer in the Broads attracts anglers from far and wide and this in turn means angling plays a hugely significant part in the local economy, with anglers estimated to influence expenditure worth in excess of £100 million every year<sup>13</sup>. The importance of the Broads fishery, including the Wensum through Norwich, ensures a close working relationship between the Environment Agency, Broads Angling Strategy Group (BASG), Broads Authority and the Angling Trust in order to manage fish stocks and fishing.



5.27 The River Wensum Strategy recognises the importance of angling as a recreational activity in Norwich. The urban fishery provides leisure opportunities for residents and visitors alike and the strategy therefore seeks to ensure that angling activity can take place alongside boating and other leisure activity throughout the project area where appropriate (some areas may not be suitable for access, for health and safety and other reasons) as shown on Map 11. Much of the river downstream of New Mills is already accessible to anglers from the banks and in boats but there are significant opportunities for improving access for anglers upstream of New Mills where the river is quieter and more natural. The Strategy partnership will therefore work with the BASG, local angling clubs, landowners and community groups to identify opportunities for improving fish habitat and angling access in the strategy area.

## Opportunities for business development

**Policy 9: Greater commercial activity will be encouraged in the river corridor, including the establishment of new businesses where appropriate, and the commercial use of existing river infrastructure will be maximised where feasible.**

5.28 The river supports many businesses, both directly and indirectly. The attractive riverside environment already benefits the tourism and leisure industry

<sup>13</sup> Environment Agency: The Value of Angling in Essex, Suffolk and Norfolk (May 2015)

(hotels, pubs, cafes, fishing, and pleasure craft for example), is home to a number of small digital and creative media companies (in St James's Mill and on St George's Street for example), and is the location for Norwich University of the Arts. An enhanced riverside area, with a high quality public realm, attractive open spaces and high quality heritage, provides great potential to further enhance the local economic benefits of the river corridor and to contribute to the city's regeneration. Digital and creative media companies in particular are attracted by a characterful, high quality environment with spaces to meet, rather than more conventional office accommodation, so the strategy provides an opportunity to stimulate this form of activity in the river corridor.

5.29 The strategy's policies and proposals to increase access to the river corridor, encourage greater use of the river itself, and enhance the riverside environment, will encourage increased use of the river corridor by commuters and leisure users, as well as help to create the conditions for local businesses to thrive through increased footfall and activity.

5.30 It will be important to work with partners, existing businesses and community organisations, on project development and delivery. For example, by working with pubs and restaurants that are close to launch sites or moorings it may be possible to negotiate access to car parks for users and at the same time provide additional custom for the businesses on the river. There may also be opportunities to work with the BID on river-based events, investigation of project sponsorship, and to develop a business partnership focused on the river.

5.31 Where appropriate the strategy will encourage greater commercial activity in the river corridor including floating restaurants, hotels and other suitable leisure uses.

5.32 Proposals to provide new and enhanced river infrastructure (moorings, slipways and canoe launches as mentioned above) will help to support rowing boat, punt or canoe hire businesses and could encourage guided river tours to operate both in the City and upstream of New Mills Yard.

5.33 The City Council owns several key pieces of river infrastructure, including the pontoons at Elm Hill Quay and Riverside, which have the potential to encourage greater activity on the river. Although these have experienced periods of vacancy in recent years, the strategy aims to ensure that they are fully utilised in the future so that they can contribute to a more active waterfront whilst also providing a commercial return to the council.

5.34 This will be assisted through closer working arrangements between Norwich City Council and Broads Authority and could involve pro-actively seeking out commercial opportunities to maximise the use of river infrastructure, as well as responding to proposals from the business community. Provision of additional

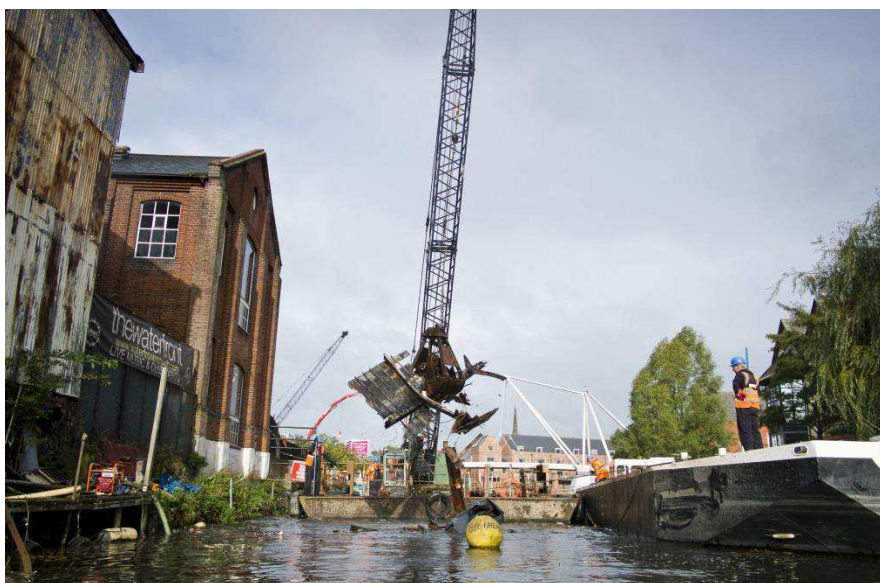
moorings and launch facilities will help to deliver the RWS objective to encourage greater activity on the river, by creating the right conditions to support and generate additional demand for the future use of these key pieces of infrastructure.

## **River management and maintenance**

5.35 Some river management and maintenance issues have already been referred to in section 3 of the strategy. This section (supplemented by Appendix 1) addresses other specific management and maintenance issues including dredging, conflicting river uses, and navigation.

- Maintenance of banks is generally the responsibility of landowners. The BA has the power available to serve notice on landowners to require them to carry out repairs. Further advice is provided in Appendix 1.
- Dredging of the river is the responsibility of the BA; dredging operations are informed by the BA's Sediment Management Strategy (SMS) which contains a waterway specification for the river, defining the depth and bed profile required for recreational navigation. The Action Plan in section 8 includes a proposal (ref W8) for a hydrographic survey of the river to assess current dredging requirements and carry out a dredging operation to ensure compliance with the waterway specification set out in the SMS. This will be funded and undertaken by the Broads Authority, in 2017-18.
- The BA also has powers to serve notice on the owners of sunken or abandoned vessels and works with boat owners to ensure wrecks and hazards are removed. In Norwich the removal of sunken vessels can be complicated and expensive because of the need to move large plant and equipment by river into the city. As referred to in Section 3, the City Council and the BA have developed a joint protocol relating to matters of river management which includes a joint approach to the removal of sunken boats.

### **Removal of sunken boat in the River Wensum 2016**



- The issue of conflict between river users is one that is best managed by ensuring appropriate provision is made for the various user groups, for example by allocating adequate bank space for angling when new mooring sites are developed. Angling access can also be improved by the provision of platforms and pads which may also give protection for natural banks particularly upstream of New Mills. In addition there is a need for good signage to make it clear where various activities are authorised or deemed to be appropriate; this should be addressed in the signage proposals as part of Action Plan project A3, referred to in section 4. Map 12 provides clarification about the location of particular uses along the river, including moorings and angling provision. This will help to address potential conflicts of interest and should therefore assist with management of the river corridor.
- There is a public right of navigation in the Broads navigation area which includes the River Wensum up to New Mills. The BA has a legal duty to maintain the navigation and to take such steps to improve and develop it as it thinks fit (see Appendix 1 for further detail). Any development adjacent to or within the navigation area must therefore be assessed as regards its potential impact on the navigation. As part of the development of the strategy, the BA has produced an Advice Note (see appendix 2) to summarise its approach to assessing proposals for development in or adjacent to the navigation area.

## Events and trails

**Policy 10: The River Wensum will be promoted as a venue for events and trails to maximise its potential for tourism and the local economy.**

5.36 Although Norwich has a thriving tourist industry and is a popular short stay destination, there is great potential to maximise the tourism and leisure opportunities offered by the River Wensum. Given the wealth of historic properties and cultural venues in the city there is great potential for the city to increase its tourism economy with further investment and promotion, particularly as heritage tourism is one of the most significant draws for inbound visitors to the UK. There is also an opportunity to encourage visitors to the Broads to venture into Norwich.

5.37 Recognition of the river as an asset for tourism and leisure is an integral part of this strategy, and its promotion will complement the other policies and proposals in the strategy with benefits for the local economy, residents and visitors. It is important that the river's promotion addresses the needs of all residents of the city and the Greater Norwich area, for example by ensuring that any events and/or trails are accessible to those living in areas with high social deprivation, and those suffering from health inequalities.



5.38 A Norwich River Festival should be considered as a means of raising the profile of the Wensum. This would provide an excellent means of showing how the river could enhance the life, health and well-being of residents, visitors and the City itself. There is also the potential to develop trails linked to historic buildings /structures, and other features of interest in the vicinity of the river. The River Wensum Strategy Partnership will work with its partners in relevant tourism and heritage bodies to facilitate the development of such events and trails.

### **Olympic torch event, 2012**



5.39 The action plan includes a proposal (W9) for a river festival in Norwich, and an initial funding bid has already been submitted by the RWSP to the Broad's Authority's Water Mills and Marshes Landscape Partnership. In 2015 the Broads Authority successfully bid for Heritage Lottery Funding under the HLF Landscape Partnership Scheme for a total of £2.6m (with match funding this will rise to around £4.5m). The Water Mills and Marshes Landscape Partnership Scheme aims to further conserve and enhance the built and natural heritage of the area between Norwich, Great Yarmouth, Lowestoft, Acle and Loddon following the course of the rivers Yare, Bure and Waveney, also including the River Wensum within the city as a key gateway to the Broads landscape. The proposed river festival aims to reconnect the city to the river through a range of water based activities, encouraging local involvement through drama and art events. If the funding bid is successful it will result in a river festival being held within the next couple of years focused on the River Wensum in the city centre. This would be an important first step in promoting

the river as a leisure and tourism destination and will also raise the profile of the River Wensum Strategy.

## 6 Environment

6.1 This section deals with issues related to the environment of the River Wensum through Norwich. In this strategy the term ‘environment’ covers a broad range of topics including biodiversity, the physical and chemical condition of the river water, visual appearance and open space.

6.2 The character of the river corridor is highly varied with Whitlingham Country Park to the East, a historic urban core, and a suburban setting to the west. There is a wide variety of uses and natural processes that take place on and around the river, with many opportunities for enhancement as well as some conflicting interests with leisure, development and business uses. Balancing these issues for wildlife and people is a complex challenge and the end result must also protect those natural processes that maintain the health of the river.

6.3 The easterly, low-lying and coastal nature of the Broads landscape makes it particularly vulnerable to the predicted impacts of climate change and sea level rise, including coastal and river flooding. The length of river covered by this strategy includes both tidal and fluvial influenced sections, as New Mills pumping station is considered the tidal limit. The strategy should underpin climate change adaptation to ensure that flood, environmental and economic resilience is improved as a result of actions taken. The flood risk planning responsibilities of the Environment Agency consider the risks posed by climate change. More information on climate change in this area can be found through the Broads Climate Partnership at <http://www.broads-authority.gov.uk/looking-after/climate-change>.

### Water quality

**Policy 11: A good quality of water will be maintained and where possible enhanced in the River Wensum.**

6.4 The water quality of the River Wensum through Norwich has been identified by both the partner organisations and responses from the public consultation as a key issue. Water quality is monitored by the Environment Agency. The River Wensum’s water quality is generally good<sup>14</sup>, and has significantly improved in recent years partly due to cessation of industrial activities in its vicinity and improved sewage treatment, and also to specific initiatives by the EA and other agencies. We want to see clean water flowing through Norwich as this supports a diverse and

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<sup>14</sup> Good water quality is that which meets the needs of the plants and animals that should thrive in a lowland river that flows through our city. It will be free of significant uncontrolled pollution events and meet the expected environmental quality targets for a river of this type (which are monitored and reported by the Environment Agency).



healthy ecology, including fish. We want to ensure that drainage waters entering the river within and upstream of Norwich are as clean and free of pollutants as possible. We also want to improve the habitat within the river itself to better support a thriving ecology where this does not conflict with current uses of the river.



6.5 The greatest risks to the quality of the river water through Norwich come from:

- Foul water/ surface water sewers misconnections, which can then outfall to the river;
- Pollution, including substances wrongly emptied into drains, from businesses and homes as well as road and impermeable paving run-off draining to surface water sewers;
- Pollution from craft on the water;
- Sediment run-off upstream of Norwich; and
- Uncontrolled litter and bankside vegetation on the water surface.

6.6 The Environment Agency, Anglian Water and Norwich City Council have a range of approaches to ensure polluted water cannot enter the river and will enforce unlawful breaches where necessary (see appendix 1), and planning policies address surface water run-off and flooding issues (see appendix 2).

6.7 It is also important to consider what happens upstream of Norwich, since this has an impact on the quality of the river through the city. There are a number of initiatives currently underway to ensure this quality is safeguarded. These include a programme investment by Anglian Water in phosphorus removal from a number of their water recycling centres on the Wensum. Anglian Water is also working to ensure sustainable water abstraction for Norwich by upgrading the Heigham Water Treatment Works allowing environmental improvement further upstream at Costessey. Natural England is undertaking work through the Catchment Sensitive Farming initiative to support farmers to reduce the chance of diffuse pollution from their activities. The upper Wensum is host to one of three DEFRA demonstration test catchments conducting farm trials to assess whether it is possible to cost-effectively reduce the impact of agricultural diffuse water pollution on ecology while maintaining food security. All these measures aim to ensure the quality of river water flowing through Norwich is as good as possible.

6.8 The River Wensum Restoration Strategy has been developed by Natural England, in partnership with the Environment Agency and the Water Management Alliance, to restore the physical functioning of the river in order that it can sustain the wildlife and fisheries characteristic of a Norfolk chalk river. Working in partnership with landowners, the Norfolk Rivers Internal Drainage Board, fishing clubs and other interested groups, 12 kilometres of the River Wensum have so far been restored, including major restoration schemes at Bintree, Great Ryburgh Common, Ryburgh End, Swanton Morley, Tatterford and Sculthorpe.

6.9 The River Wensum upstream of Norwich is designated a Special Area of Conservation (SAC), in recognition of its environmental value, and feeds into the many designated sites of the Norfolk Broads downstream of Norwich. Whilst the river through Norwich is not designated, it is a vital link within the larger river system and remains sensitive to environment pollution.

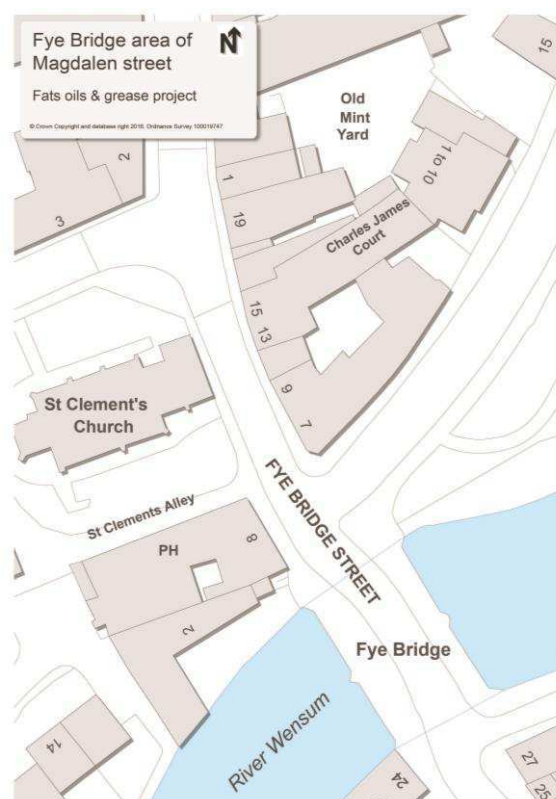
6.10 Surface water runoff drains to the river at numerous points through Norwich. The city centre still has a combined sewer system in many places, including parts of a Victorian system from the 19th century, which cannot separate surface water from foul water flows. During emergency situations when the system's capacity is reached, for example during heavy rainfall or when foul water pipes become blocked, these combined surface overflows are designed to discharge foul and surface waters into the river to prevent flooding of homes, businesses and streets.

6.11 Certain areas of Norwich have a high number of restaurants and take-away businesses that have an associated risk of discharging fats, oils and grease (FOG) into sewer systems. Once congealed, these substances can block pipes causing discharges to the river. This has been evident in past years with incidents of foul water in the River Wensum, although Anglian Water has a jetting regime and routinely jets the system around Magdalen Street. FOG and foul water discharges have an obvious visual impact on river water, but also introduce nutrients and solids which have an environmental impact on the river's ecology. There are also potential health impacts for recreational users of the river in Norwich with the potential to affect tourism revenue.

6.12 The Action Plan includes a proposal (E1) to improve water quality in the River Wensum by reducing the levels of fats oils and grease (FOG) entering the river in the Magdalen Street / Fye Bridge area. This will be achieved by a focused campaign targeted at all food establishments along Magdalen Street and Tombland to increase awareness of the issues of FOG on their local environment, which should lead to a reduction in the required frequency of sewer maintenance and improved water quality. The project will be delivered by the Environment Agency, anticipated in 2019/20.

## Map 16: Fats Oils and Grease project (Action Plan project E1)

6.13 There are other ways to enhance and maintain water quality, including monitoring, and keeping the river clean and free from litter. These are management issues and it is proposed that they can best be addressed through the proposed Strategy and Delivery Boards, referred to in Section 8. This could also involve working in partnership with relevant organisations and agencies to investigate the potential for future enhancements to water quality.



## Biodiversity and habitat

**Policy 12: The biodiversity value of the River Wensum corridor will be protected and enhanced, and opportunities will be taken to improve its habitat.**

6.14 The changes that have been made to the river's quality and physical shape over the centuries have greatly affected the habitats and species found today. The river does not benefit from any specific designations through the city but it still supports a wide variety of species and habitat, as well as areas for nesting and spawning. The river runs adjacent to several designated sites of importance for biodiversity and nature conservation including Marlpit, Hellesdon Meadows and Train Wood County Wildlife Sites, and Andersons Meadow Local Nature Reserve.

6.15 Enhancing the biodiversity of the river is valuable to people in many ways; it generally has a positive effect on property values, it supports many strategies for health and wellbeing and provides a draw for tourism, in the same way cultural and historical assets can. There is also the potential to enhance the habitat of the river corridor through a number of specific measures.

6.16 A Biodiversity Action Plan was produced by Norwich City Council in 2002 which identified a series of actions to protect and enhance biodiversity in the city. There is a need to address biodiversity issues in the river corridor which could be achieved through a targeted biodiversity enhancement plan. This is addressed through project E2 in the action plan which proposes a Biodiversity Enhancement

and Non-native Species Management Plan. This would draw upon the 2002 document but it is proposed to have a broader remit, to include the management of non-native species which has become a significant issue in recent years.

6.17 Due to the urban nature of the River Wensum through Norwich, the multiple interests within this part of the river and this being a time of economic restraint, it is not considered appropriate to develop a full biodiversity programme for a non-designated part of the river. Instead, the focus for this project is to develop a plan that will maximise biodiversity along the whole river corridor through intervention at critical points, and manage and/ or eradicate non-beneficial, non-native species.

6.18 The biodiversity plan should complement, not repeat, existing plans that provide guidance on biodiversity in Norwich and should set deliverable targets for biodiversity enhancement and non-native species reduction that can be monitored over time. The plan will focus on specific intervention sites to deliver high value-added outcomes along the whole river corridor through Norwich, identify key species and habitats to deliver biodiversity gain, develop a non-native species management plan for management and/ or eradication of identified species, and include a monitoring plan to ensure the effectiveness and feedback improvements for future delivery by partners. It is anticipated that the Biodiversity Enhancement and Non-Native Species Management Plan will be developed in partnership with appropriate organisations and conservation bodies.

6.19 The action plan proposes two specific projects to address habitat enhancement issues, set out below. Other potential habitat improvements have also been identified through the public consultation and through discussion with partners, which will require feasibility work and identification of funding (see appendix 3 for further details of potential projects). These projects will be assessed against a set of criteria for inclusion in the action plan (see paragraphs 8.3 – 8.5). The action plan is intended to be a living document to be updated over time with input from relevant stakeholders.

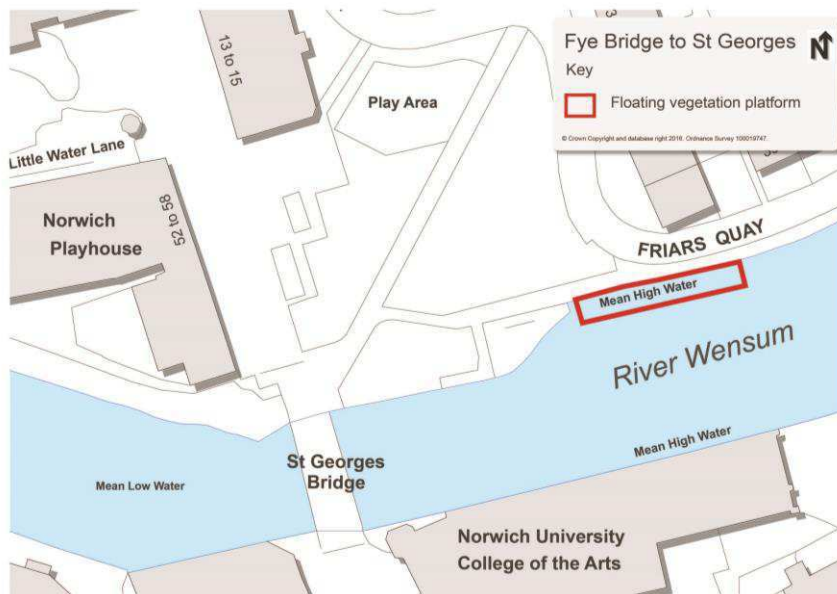
### **Floating vegetation platforms**

6.20 The River Wensum through Norwich is heavily modified for the identified purposes of flood protection, navigation and recreation. These essential uses mean that the form and function of the river are constrained by artificial features, in particular sheet piling. Such features give the river, particularly through the central core and Riverside areas, a unique appearance but also constrain ecological potential and visual interest. Certain sections of river have little or no bank-side vegetation due to the vertical piled walls, which cannot support healthy populations of fish and other biology. They are also less aesthetically pleasing to water/ riverside users and property developers. The poor condition of plant communities and predominance of hard engineered banks has been identified as a particular obstacle in meeting the Water Framework Directive (WFD) for the Wensum.



6.21 Project E3 is a pilot project to install a floating vegetation platform in the section of river between Fye Bridge and St George's Bridge. This will be funded by the Environment Agency with implementation likely in the current financial year.

**Map 17: floating vegetation platform between Fye Bridge and St George's Bridge (action plan policy E3)**



6.22 It is proposed in the longer term to identify other locations for floating vegetation platforms: existing pontoons and piled river banks are likely to be the main focus. These platforms would be installed as part of a rolling programme to improve existing stretches of low environmental value infrastructure. The feasibility of these locations will be investigated, and options for funding and maintenance explored, including business sponsorship and new development where appropriate. Floating vegetation platforms are supported by Norwich City Council's Landscape and Trees Supplementary Planning Document (adopted June 2016), which was informed by the emerging River Wensum Strategy. It states (at paragraph 2.5.4):

*"...Sites that have boundaries with rivers or other water courses also present opportunities for habitat enhancement. This could include for example provision of floating vegetation platforms, where appropriate, which will increase and diversity vegetation along the river, and include native and high yield pollination species."*

**Eel pass**

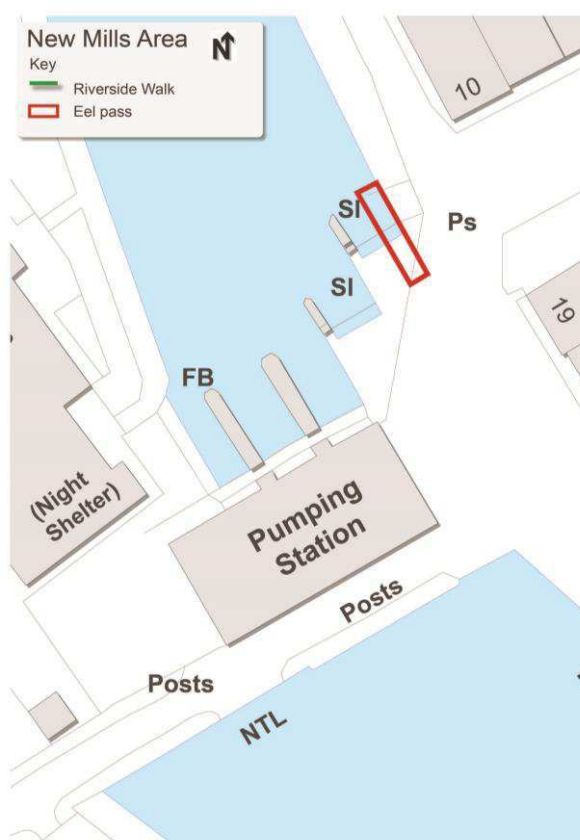
6.23 During the development of the draft River Wensum Strategy a project was proposed to enhance the habitat for the river's eel population and to address the decline in eel stocks which is a matter of international concern. Eels are a protected species; the "Eels (England and Wales) Regulations 2009" gives the EA powers to

protect eels and require improvements in passage to assist their migration over barriers and wiers.

6.24 New Mills Yard is the tidal limit of the Wensum and was identified as a critical barrier to fish movement, being totally impassable for any fish species present in the catchment, including migratory salmonids (sea trout) and eel.

6.25 The project proposed installation of a single eel pass over the gate on the 'true left' (east) bank of the river, to replace a small primitive elver trap which was insufficient in scale for the number of elver suspected to be present, and the installation of an automatic monitoring system to count eels as they pass through the structure.

6.26 Installation of the eel pass was funded by the Environment Agency and carried out in spring 2017. The EA is responsible for ongoing maintenance of the eel pass and will continue to monitor the numbers of elver passing through the structure. The eel pass enables eel to access 4.6 km to Hellesdon sluice and then on into the Wensum and Tud, with benefits for biodiversity and ecology



Map 18: New Mills Eel Pass

## Flood risk reduction

**Policy 13: Opportunities will be taken, where practicable and feasible, to re-naturalise the profile of the River Wensum and to create additional floodwater storage along river banks.**

6.27 The River Wensum through Norwich is an urban river that has been modified many times during the history of the city. In some places, particularly downstream of New Mills, it has been widened and straightened to aid the passage of boats, support industry and help control flooding. In the 21st Century most industrial uses of the river, together with its role as a port, have diminished or stopped entirely. As a



result there is an opportunity to consider again how the shape of the river (its profile) and its banks can best support the city, its people and the natural environment. In particular there is an opportunity to use the development and infrastructure that is planned for Norwich to reduce the risk of flooding and to maximise habitat for key plants and animals.

6.28 Potential opportunities include ensuring that the design of new development and infrastructure along the river encourages creation of new features by changing the shape of the banks (its profile) where appropriate, and encourages good practice by existing riverside property owners. New Mills has been identified as a location where changing the river's profile could provide benefits in terms of reducing flood risk reduction and improving habitat and biodiversity, however there are no plans to undertake changes to the structure at this time.

6.29 Specific flood risk reduction measures would vary in scale and purpose and could be delivered through new strategic-scale initiatives or individual project proposals, such as building on the recent £10m programme led by Norfolk County Council to resolve surface water drainage identified within the Norwich Surface Water Management Plan to provide new multifunctional spaces to existing areas of poor or over-capacity drainage; or they might be smaller and delivered by individual projects such as continuing to ensure that appropriate Sustainable Drainage Systems (SuDS) are provided by developers through new development (as required by Norwich Local Plan policy DM5 for example). Using the latest flood risk modelling from the Environment Agency and Anglian Water to explore how the river profile can help further mitigate the risk from flooding provides an opportunity to consider how new and existing open areas along the river corridor are used to maximise the storage they provide during times of flooding. Creation of additional storage along river banks when they are to be repaired or developed, especially if they are currently piled, will be encouraged.

## Renewable Energy

**Policy 14: The use of renewable forms of energy generation, in particular water source heat pumps, will be encouraged for new development in the river corridor, where practicable and feasible.**

6.30 The strategy seeks to encourage renewable energy generation in the river corridor, including water source heat pumps (WSHPs). This is in line with the planning policies of both Norwich City Council (policy DM4) and the Broads Authority (DP8), although WSHPs are not specifically referred to in either policy. The city council recently commissioned a study examining the technical and financial feasibility of WSHPs for the River Wensum. The study concludes that this technology

is likely to be feasible compared to some of the more conventional forms of energy generation, and that it has potential for application in the river corridor.

## Open Spaces and Development that supports the River

**Policy 15: Opportunities will be sought to enhance and increase green infrastructure and areas of open space within the river corridor.**

6.31 The River Wensum provides the largest area of continuous open space within the city. Responses to the public consultation indicate that retaining, enhancing and celebrating the natural and cultural value of the river is important to people.

### Cow Tower

6.32 A key aspect of this strategy is to provide greater connectivity with the river, which is likely to result in greater direct use. At the same time the strategy also sets out to protect important environmental and heritage assets. This will be achieved by ensuring a balance between natural spaces and greater river infrastructure, whilst ensuring that riverside development is designed to be sympathetic to its surroundings.



6.33 A longer term opportunity has been identified through the strategy to enhance the existing open space between Bishops Bridge and Whitefriars. This aims to maximise biodiversity potential, improve recreational access and develop the tourism offer for this part of the River Wensum and is discussed further in section 7. Upstream of New Mills, there is also potential to enhance access to the river from Wensum Park which again is referred to in section 7.

6.34 There are other areas in the city centre, for example along Riverside and at Elm Hill Gardens, where there may be opportunities to seek to enhance open space provision adjacent to the river which will help to meet the recreational needs of the existing and growing population in the city centre and east Norwich. Opportunities should be taken where possible to maximise such open spaces and ensure that they are designed to complement and enhance the river frontage.

6.35 The river already possesses several areas that afford quiet and more naturalised spaces, such as along the Marriott's Way approaching Hellesdon Mill, including the Marlpit Paddocks, Anderson's Meadow, Train Wood, and around the Cow Tower. Whitlingham Country Park and the historic Wensum Park also provide open space along the river corridor. As many of these areas are designated as

County Wildlife Sites, Local Nature Reserves or public parks they represent the best opportunities to develop a recognised series of long term open spaces that support wildlife and peoples use of the river.

#### Historic environment

6.36 The strategy aims to enhance heritage by making the most of the historic environment in the river corridor. Current planning policy documents for Norwich and the Broads include policies to preserve and enhance the historic environment. For example Norwich's Development Management Policies Local Plan (policy DM9) requires all development proposals to have regard to the historic environment, both above and below ground, and take account of the contribution that heritage assets make to the character of an area and its sense of place, while the Broads Authority Development Management Policies Local Plan (policy DP5) requires new development to protect, preserve or enhance the fabric and setting of historic, cultural and architectural assets that give the Broads its distinctive character (see Appendix 2).

6.37 Given the existing planning policy context no specific policy is included within this strategy in relation to heritage issues, however individual projects will be expected to seek opportunities to preserve and enhance the historic environment where appropriate.

6.38 The river runs through the most historic part of the city centre including the original Saxon settlement in the vicinity of Fishergate and Fye Bridge, and as a result the character and historic environment within the river corridor is rich and varied. Its special character is described in the City Centre Conservation Area Appraisal (a link is provided in appendix 2). The river flows through the following character areas: northern riverside, Cathedral Close, Prince of Wales and King Street. This area includes a wealth of historic buildings, associated spaces and archaeological assets, many of which are protected through listed or scheduled monument status. Map 19 illustrates that location of key heritage assets in or close to the river corridor, some of which have the potential to contribute significantly to the successful delivery of the River Wensum Strategy. These include:

- **Norwich Cathedral** was founded in the 11th century. Most of Norwich Cathedral's Norman architecture is still intact and it forms one of the most complete examples of the Romanesque style in Europe.
- **Norwich Castle** was originally built as a royal palace for the Norman King Henry I. The Castle mound (motte) is the largest for a stone castle in the country. The Castle was converted into a museum in the late nineteenth century. Norfolk Museums Service is currently working to deliver a major development of the Keep, which forms part of Norwich Castle Museum, by 2020. The project aims to elevate Norwich Castle into the top tier of visitor attractions locally and nationally. It will also improve the presentation and interpretation of the building's history as a 12<sup>th</sup> century royal palace, along with a new British Museum partner-

ship Gallery of the medieval period. Once complete, the Keep development will complement the aims and objectives of this strategy; in particular, interpretation in the new medieval gallery will help to tell the story of the River Wensum and its role in establishing Norwich as an important mercantile centre and its importance historically to the life of the city's communities.

- **The Halls** - St Andrew's and Blackfriars halls - is the most complete medieval friary complex surviving in England. St Andrew's Hall is the centrepiece of several magnificent flint buildings, known as The Halls, which form the most complete friary complex surviving in England. The first Dominican Black Friars' priory was destroyed by fire and St Andrew's Hall formed the nave of the new church, completed in 1449. The Halls are owned by Norwich City Council and are a venue for conferences and a range of events.
- **Museum of Norwich at the Bridewell and Strangers' Hall:** These museums are housed in listed buildings and offer existing high-quality visitor experiences and interpretation on the City, its history as a centre for trade, including the historical importance of the River Wensum.
- **Wensum Lodge:** The Music House part of Wensum Lodge on King Street is the only remaining well-preserved 12th century building that was originally a private residence. It was the home of the Jurnet family. Today Wensum Lodge is central to the County Council's adult learning offer and a well-established community resource, and in future it is likely to play a more active role as a heritage asset and hub for creativity.
- **Dragon Hall** is a medieval trading hall, built in the fifteenth century by Robert Toppes, a wealthy local merchant, for his business. The first floor of the 27-metre timber-framed hall has a crown post roof with a carved dragon, which gives the building its name. Today Dragon Hall is the home of the Writers' Centre Norwich.
- **St James Mill** is an archetypal English Industrial Revolution mill. It was built on a site occupied by the White Friars (Carmelites) in the 13th century, and an original arch and undercroft survive. St James Mill was bought by Jarrold & Sons Ltd for use by its printing department in 1902. Today it is an office complex and also houses the John Jarrold Printing Museum.
- Other heritage assets include Cow Tower, the Boom Towers and City Walls which are referred to in section 7 (Longer Term Opportunities), and several historic bridges, including Fye Bridge and Bishop's Bridge.



**Map 19 :Key Heritage Assets in the vicinity of the River Wensum**



### Boom Towers enhancement

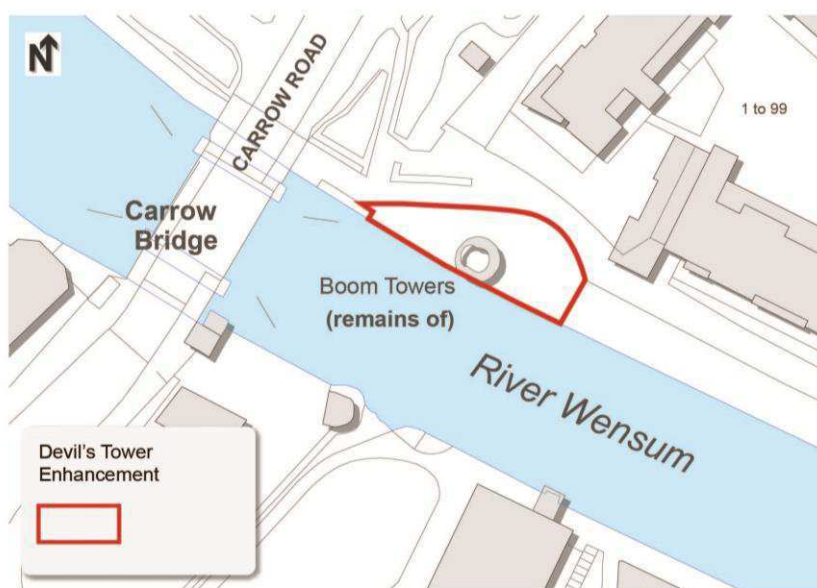
6.39 The action plan includes a project (E4) to enhance the setting of the one of the Boom Towers, adjacent to Carrow Bridge. The Boom Towers are unique heritage assets adjacent to the River Wensum and riverside walk and form part of the historic city walls. This area was historically a gateway to the city of Norwich. Despite this, there is no heritage interpretation of these structures and no sense of their historic significance and gateway function. The Devil's Tower on the south bank of the river is a scheduled monument. It is located close to recently developed flats adjacent to the

river and has the potential for an enhanced public open space, which will benefit the rapidly expanding residential population in this area as well as tourists and visitors.

6.40 The proposed project comprises enhancement to the setting of the Devil's Tower through landscaping (including cutting back of trees obscuring the structure), biodiversity enhancements, seating, interpretation, signage, and by some minor repairs to the structure itself. This will result in an enhanced open space beside new development and the river, contributing to the better enjoyment of this heritage asset and the river corridor. This is also an important gateway to the city which will be emphasised by this enhancement scheme.

6.41 This project would also complement a longer term proposal (Boom Towers to Ber Street woodland park – see section 7) by effectively forming the starting point for a possible new urban woodland park, linking the river Wensum to the city centre along the city walls and Ber Street wooded ridge.

#### **Map 20: Boom Towers enhancement project (Action Plan project E4)**



6.42 There are a number of potential development sites in the vicinity of the River Wensum. Sites allocated in the Norwich Site Allocations Plan are set out in Appendix 2, some of which have already been referred earlier in this strategy document, for example the Deal and Utilities sites in east Norwich.

6.43 These site allocation policies seek to secure potential benefits to the river corridor, for example provision of Riverside Walk. However other sites which are not included in the local plan may come forward for development within the strategy period, some of which may have the potential to greatly enhance the riverside environment. These may include several sites that were allocated in the Northern



City Centre Area Action Plan which expired in March 2016, for example Mary Chapman Court on Duke Street (referred to in section 7 – Longer term opportunities), and land at 123-161 Oak Street which is proposed for housing development with potential to include an extension to the riverside walk.

6.44 It is important that the opportunity is taken to ensure that new development in the vicinity of the river is sensitive to its riverside setting and will enhance the setting of the river where possible. Development should not only be in accordance with the policies and proposals in the relevant planning policy documents as referred to in Appendix 2, but should also be in accordance with the detailed design advice in the City Centre Conservation Area Appraisal . St Matthews Conservation Area Appraisal and Bracondale Conservation Area appraisal may also be relevant.

6.45 The River Wensum Strategy area does not exist in isolation, and developments outside its boundary may have implications and opportunities for the regeneration of the river corridor, such as the proposed Western Link from the Northern Distributor Road to the A47. If this major development goes ahead it is important that its environmental impacts on the Wensum are fully addressed and mitigated.

**Quayside**



## 7 Longer term opportunities

7.1 Several longer term opportunity sites have been identified during the development of the strategy which, if developed, could contribute greatly to the regeneration of the river corridor with many benefits for residents, businesses and visitors to the area. All would require investigation of feasibility and funding opportunities to be taken forward.

### New Mills Pumping Station

7.2 New Mills Pumping Station is an impressive Grade II listed Victorian pumping house, owned by Norwich City Council, situated in a prominent position on the River Wensum north-west of the city centre. It stands on the site of medieval watermills and was first used for pumping a water supply in 1583. Inside the current building is a restored pneumatic ejection sewage pump, the only other example of which is in the Houses of Parliament. The building has been unused for many years, however in recent years there has been some interest in exploring the site's potential for power generation. The site is currently leased by the council to an operator (New Mills Energy Centre Limited) which is developing plans for a renewable energy project on the site with associated commercial uses, although no firm proposals have come forward to date.

7.3 The pumping station effectively partitions the Wensum: the upper reach of the river is a freshwater system, whilst the lower reach is tidally influenced. This has had a significant effect on the species and habitat found either of the pumping station. Neither boaters nor aquatic species can navigate past New Mills which is detrimental both to biodiversity and to recreational opportunities.

### New Mills Pumping Station



7.4 Partner organisations and feedback from the public consultations indicate that there is a desire to see greater use of New Mills for leisure purposes and to enhance connectivity between the upper and lower reaches of the river. Although the site has a number of significant constraints which may affect its development viability, including its location in a conservation area, Grade II listed status, and its historic pumping equipment, it has a range of potential opportunities that could make it attractive to an investor. These including the potential for power generation, subject to further investigation, and the potential to act as a leisure hub linking the upper and lower reaches of the Wensum, which could involve equipment hire, and historic and environmental interpretation. There is also potential to enhance the ecology of the river through any redevelopment, which should be explored, potentially including fish passage to enable migratory fish to pass upstream. There is a range of possible uses for the building which include leisure uses, educational / museum use, exhibition space, café and restaurant uses, business uses, and live-work units. There are currently no firm proposals for the pumping station site, however it is important that any future proposals address these considerations in order to maximise its potential to contribute to regeneration of this part of the River Wensum and the northern city centre area. An action plan project is proposed for New Mills which addresses some of the opportunities set out above: the proposed canoe portage point (W3) can be implemented in advance of a more comprehensive scheme for the site.

## **Boom Towers / wooded ridge**

7.5 The Norwich Local Plan Policies map identifies a wooded ridge near Ber Street, linking the River Wensum with the city centre. This is also part of the green link network identified in the Green Infrastructure Strategy (2007<sup>15</sup>). The wooded ridge links to the best preserved sections of the medieval city wall including the only surviving boom towers in England. Few people are aware of this asset due to the lack of visibility of the structures, lack of promotion and interpretation, and poor path conditions.

7.6 There is the potential to explore the feasibility of an urban woodland park in this location which would enhance and link the woodland walks that connect the Boom Towers next to Carrow Bridge to Ber Street via the best preserved sections of city wall and the wooded ridge overlooking the Wensum Valley. The project could include path surface improvements, new path connections to link up routes, a pedestrian crossing to enable safe access from King Street to the city wall, tree management on the wooded ridge to improve views and habitat, robust interpretation and wayfinding signage, and vegetation clearance to reveal the city wall. This is considered to be a longer term aspiration within the strategy's lifetime (to 2028) given the site constraints (including the need to cross third party land, and the cost of future maintenance) and is likely to be very expensive. Constraints also include

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<sup>15</sup> GI Strategy 2007, Annex A, Figure 4.18 Access and Movement: Norwich Urban Area.

issues with anti-social behaviour in the vicinity of the Boom Towers and City Walls which need to be addressed. However the proposal could deliver great benefits for the city's green infrastructure network, helping to serve major anticipated housing growth in east Norwich and the city centre, and with a range of positive benefits for biodiversity and health and wellbeing. Feasibility work is required to investigate the practicalities of creating this link, identify and address constraints, and estimate costings.

## **Bishops Bridge to Whitefriars Green Space enhancement**

7.7 This is a potential multi-faceted enhancement project for the area of riverside walk and open space between Bishops Bridge and White Friars Bridge, centred on the open space around the Cow Tower. It has the potential to maximise biodiversity potential, improve recreational access and develop the tourism offer for this part of the River Wensum. Key elements are proposed to include:

- Biodiversity enhancements to improve the transition between land and water through greater diversity of planting, provision of floating vegetation platforms in suitable locations, and provision of additional landscaping and pond / inlet creation to provide a refuge for developing fish species;
- Heritage enhancements to maximise the area's heritage potential. This area played an important role in Kett's Rebellion of 1549. Connectivity between the Cow Tower and Kett's Heights in Thorpe Hamlet would also be considered to re-establish the relationship of these sites through environmental and interpretive enhancement.

7.8 These enhancements will help support greater recreational access to this green area. Additionally, there is a significant open space, Hospital Meadow, to the rear of the Cow Tower which forms part of the Great Hospital. This area is currently inaccessible but would provide valuable recreation space if it could be opened to the public on occasions for example for a river festival. Following consultation with the Great Hospital, the Master of the Great Hospital has indicated in-principle support for occasional use of the Hospital Meadow as part of a river festival or similar event, subject to further detailed discussions.

## **Mary Chapman Court redevelopment**

7.9 The Mary Chapman Court site is owned by the Norwich City Council and currently leased to UEA for student accommodation. It was previously allocated for housing development in the now expired Northern City Centre Area Action Plan. Although it is not yet clear when this site will be redeveloped it is important that future development at this important riverside location maximises the site's contribution to the vitality of this part of the river through its design and range of appropriate uses. The development should be designed to relate closely with its river frontage, potentially facing the river at this point. The potential and range of uses on

the river frontage could include a café or restaurant and open space. Provision of access to the river would also be beneficial.

## **Wensum Park**

7.10 Wensum Park is a historic Grade II listed park which was designed to take advantage of its sloping site to the River Wensum. It is formally laid out with shrub and flower beds, children's play areas and a paddling pool. The main entrance incorporates a viewing platform with long views down to the river. A decked walkway runs alongside the river's edge and there is some access to the river via concrete steps which used to lead to paddling pools within the river. An open-air swimming pool set back from the river was once a very popular recreational attraction; however this has been out of use for a long time and has been left to develop as a natural woodland area important for wildlife. There is potential to maximise the potential offered by Wensum Park's location by creating an access point to the river for canoes (although this may be restricted due to limited parking provision) and potentially by provision of mooring points. In the longer term there may be potential to open up the site for swimming, subject to water quality issues being addressed.

## 8 Implementation and Action Plan

8.1 The River Wensum Strategy is a long term strategy aimed at facilitating positive change in the river corridor, and has been developed against a backdrop of highly constrained local authority and other public body budgets. In the longer term it is anticipated that the strategy will deliver physical improvements and greater activity to the river corridor and will, in combination with other proposals and initiatives, help change perceptions of the river and the city as a visitor destination, and act as an economic driver to attract significant external investment into the river corridor. However in order to help ‘kick-start’ the regeneration process, the strategy has identified a number of individual proposals judged capable of delivery within an approximately 3 year period - the ‘action plan’.

8.2 The action plan projects have been informed by previous consultation and through discussion with partners and stakeholders where appropriate. The action plan identifies project lead partners where possible and anticipated timescales for delivery, and will form the basis for funding bids. Projects range across the key themes of the strategy, and when delivered will result in improved access for walking and cycling, improved access to the river itself, improved leisure opportunities, and an enhanced environment, and should help create the conditions needed to attract additional external investment to the river corridor. The action plan will be updated as projects are delivered and new projects are developed.

### Action plan

Theme	Reference	Project	Anticipated delivery	Lead authority
<b>Walking and Cycling Access</b>	A1	Missing link in Riverside Walk between Duke St and St George’s Bridge	2019/20	Norwich City Council (NCC)
	A2	Riverside walk accessibility improvements including signage and interpretation	Ongoing (2017/18 – 2018/19)	NCC
	A3	Marriott’s Way - Barn Road gateway	Ongoing (2017/18 – 2019/20)	Norfolk County Council
<b>Waterways Access and Leisure</b>	W1	Friar’s Quay slipway enhancement	2021/22	Broads Authority (BA)/NCC
	W2	Yacht station expansion	2020/21	BA/NCC



Theme	Reference	Project	Anticipated delivery	Lead authority
	W3	New Mills Canoe portage	2020/21	BA/NCC
	W4	Quayside short stay moorings	2021/22	BA/NCC
	W5	Boom towers repiling and mooring	2019/20	BA/NCC
	W6	New short-stay moorings between Carrow Bridge and Lady Julian Bridge	2019/20	BA/NCC
	W7	New short stay visitor and demasting mooring at the NR1 Development	2019/20	BA/NCC
	W8	Hydrographic survey for dredging	2019/20	BA
	W9	River festival	2019/20 (at earliest)	NCC
<b>Environment</b>	E1	FOG (Fats Oils and Grease) project	2019/20	Environment Agency (lead) and Anglian Water
	E2	Biodiversity enhancement plan including management of non-native species	Ongoing (2018/19)	EA / NWT
	E3	Floating vegetation platforms in key locations (and as part of new development)	Pilot – 2018/19	Environment Agency
	E4	Boom Towers - enhancement scheme to Devil's Tower	2019/20	NCC
<b>Project assessment</b>		Assess all proposed projects against assessment matrix	2018/19	RWSP

8.3 All projects proposed in the 2017 draft plan were assessed against a standard set of criteria during the process of developing the strategy, based on how they satisfied the strategy objectives, and likely deliverability (including feasibility and anticipated funding). Other potential projects, including those suggested through the 2017 consultation, are set out in Appendix 3 and will be assessed using an updated version of this methodology as set out below.

8.4 Individual projects will be assessed on the extent to which they:

- Improve management of the river corridor;
- Increase walking or cycling access, including enhanced connectivity;
- Increase waterways access;
- Increase leisure opportunities;
- Enhance the natural environment, biodiversity and green infrastructure;
- Enhance the cultural offer;
- Enhance the historic environment;
- Provide business opportunities;
- Reduce inequalities and social deprivation;
- Represent value for money; and
- Likely deliverability.

8.5 A basic prerequisite for additional projects will be to demonstrate that they can attract external funding, and that they fully address maintenance costs so as not to add to existing council maintenance burdens.

## **Funding**

8.6 Funding is currently being explored for the projects in the action plan. Key potential sources of project funding include Community Infrastructure Levy (CIL), Anglian Water, and Heritage Lottery Funding (through the Water, Mills and Marshes Landscape Partnership); other sources of external funding are likely to arise as projects develop. Project partners will also contribute staff resources for project development and project management where appropriate.

8.7 Other sources of funding will also be explored, including civic crowdfunding initiatives where appropriate. For example [Crowdfund Norwich](#) has been set up by the city council to support community groups, social enterprises and charities to carry out a range of projects, most of which are likely to be small scale. The strategy also addresses funding for ongoing maintenance of some of its proposals, exploring sponsorship where appropriate (for example for floating vegetation platforms), and the development of a volunteer network of interested stakeholders and residents willing to get involved in delivering change to the river which could involve assisting with maintenance and enhancements to public spaces for example.

## **Management and delivery arrangements**

8.8 It is important that the implementation of the strategy and individual projects is managed effectively. A Strategic Board will be set up to oversee implementation of the strategy and monitoring of outcomes, to be chaired by Norwich City Council as lead partner and with a member from each of the partner organisations, plus representation from other key external partners as appropriate. Its proposed functions will include oversight of progress on individual projects, identifying future project and funding opportunities, identifying issues or risks to strategy delivery that may require action, monitoring progress, and providing progress updates to the relevant committees of each partner authority on an annual basis.

8.9 It is also proposed to establish a Delivery Board to ensure effective co-ordination and communication between key partners with management and delivery responsibilities on the day-to-day management of the river. Its proposed remit includes addressing enforcement issues such as anti-social behaviour and illegal moorings, and environmental issues such as litter reduction and water quality. Other organisations may be invited to attend the management board on occasion as appropriate, dependant on issues under discussion. The board will be chaired by Norwich City Council and the chair will report to the Strategic Board on a regular basis to ensure an effective link between strategic and operational issues.

## **Annex:**

- **Appendix 1: Roles and responsibilities**
- **Appendix 2: Policies and other guidance**
- **Appendix 3: Possible future action plan projects**
- **Appendix 4: Glossary**

## Appendix 1: Roles and Responsibilities

### Summary by activity

Activity	Responsibility
<b>Angling &amp; fish</b>	The Environment Agency issues rod licenses and also works to improve fish habitats. Norwich City Council issues permits for angling on stretches of bank it owns. Anyone who wishes to fish from any stretch of bank should also contact the relevant landowner.
<b>Anti-social behaviour</b>	Anti-social behaviour (i.e. noise complaints) can be reported to the Police if it takes place in a public place. Emergencies should be reported to the Police using the number 999. <a href="#">Further information is available on Norwich City Council's website.</a>
<b>Bank management</b>	It is up to the landowner of any stretch of bank to maintain it. The Norfolk and Suffolk Broads Act 1988 Schedule 5 s11 gives the Broads Authority the power to require landowners to put landing places, embankments, private moorings or structures into a good state of repair.
<b>Biodiversity, ecology &amp; water quality</b>	The Broads Authority has a statutory duty to complete Water Framework Directive assessments. The BA also administers river works licences while the Environment Agency gives separate consents for works on the Wensum. Natural England can provide advice on projects which may affect designated sites. The Environment Agency collect water quality monitoring data which the Broads Catchment Partnership interprets. The Broads Authority also collects water plant data.
<b>Boating on the river</b>	As the Navigation Authority, the Broads Authority is responsible for navigation safety on the river and for the signing and marking of waterways, maintaining the network of 24 hour moorings and providing a ranger service to assist the public and enforcing byelaws (such as speed limits)
<b>Boat mooring - illegal mooring</b>	Incidents of prolonged illegal mooring should be reported to NPS Norwich Ltd which manages the council's property assets.
<b>Boat mooring - installation, management &amp; navigation</b>	The landowner should be the first contact in discussions about the management of existing moorings or any proposals for new moorings. Norwich City Council owns the bed of the River Wensum. The Broads Authority has a duty to maintain navigation so will also have an interest in mooring and obstructions along the river. A Navigation Works licence is required for any works which will affect the navigation of the Wensum. The Broads Authority ensures boats are compliant with the requirements of the Boat Safety Scheme and have insurance and manages the network of 24-hour moorings including the Yacht Station



<b>Activity</b>	<b>Responsibility</b>
	during the summer season
<b>Dredging and de-silting</b>	It is primarily the responsibility of the Broads Authority to dredge and de-silt the River Wensum downstream of New Mills. The Environment Agency is responsible for the dredging and de-silting of the Wensum upstream of New Mills.
<b>Flooding, flood defence &amp; Sustainable Urban Drainage Systems (SUDS)</b>	The Environment Agency can advise on appropriate mitigation and adaptation for most development proposed within flood zones 2 and 3. Any works on or near a main river or flood defence structure, in a flood plain, or on / near a sea defence may require a permit for flood risk activities. The EA can also advise on many other issues related to flood risk from fluvial and coastal sources and provides support and co-ordination during significant flood incidents. The County Council is the Lead Local Flood Authority (LLFA) for Norfolk and they have responsibility for managing local sources of flooding from surface-runoff, groundwater and small watercourses. The LLFA has a duty to develop, maintain and deliver a strategy for the management of local flood risk, to investigate significant flooding and to advise on the suitability of Sustainable Urban Drainage Systems (SuDS) proposed as part of new major developments.
<b>Hire boat licencing</b>	The Broads Authority administers licences for boat hiring companies.
<b>Leisure &amp; tourism</b>	Norwich City Council and Visit Norwich are the primary leaders on tourism in Norwich, while the Broads Authority takes an active interest in tourism opportunities with relation to the river.
<b>Maintenance of bridges</b>	Norfolk County Council is primarily tasked with the maintenance of bridge structures and landing points while Norwich City Council is tasked with the maintenance of the surface of adopted highway bridges. Some bridges are not in public ownership and are maintained by private owners (i.e. Network Rail are responsible for the maintenance of the Trowse railway bridge)
<b>Litter collection</b>	Norwich City Council collects litter both in the river and on the riverbank. This is undertaken by a monthly boat collection; the boat goes upstream and downstream of New Mills on alternate months so each section of the river gets cleaned six times per annum. The Broads Authority has no specific responsibility for litter collection but in practice they carry out a litter sweep at the beginning of each year and then pick litter up as and when necessary when the rangers are out and about.
<b>Maintenance of lighting</b>	Norwich City Council maintains lamp-posts on public land.

<b>Activity</b>	<b>Responsibility</b>
<b>Maintenance of public open space</b>	Norwich City Council maintains areas of open space which are adopted, leased or owned by the city council.
<b>Maintenance of Riverside Walk</b>	Norwich City Council maintains stretches of Riverside Walk which are adopted public highway or are owned or leased by the city council. Any other stretches of Riverside Walk are maintained by their owner.
<b>Maintenance of trees on public land</b>	Norwich City Council maintains trees on public land. Trees on private land are maintained by the landowner.
<b>Planning</b>	Most forms of development will require planning permission. The Planning Portal ( <a href="#">hyperlink</a> ) can help with most enquiries. Speak to Norwich City Council about development on the land and the Broads Authority about development on the river (downstream of New Mills Yard).
<b>Surface water outfall</b>	Anglian Water manages water services and water recycling. Some recycled water enters the River Wensum.
<b>Tolls and boat registration</b>	The Broads Authority collects tolls for vessels kept or used within its navigation area or adjacent waters.

## Summary by organisation

### Norwich City Council

- 1.1 Norwich City Council is the city's local authority and is responsible for the operation of a wide range of public services within its administrative area. Key functions and responsibilities relating to the river are set out below.

**Table 1**

<b>Planning function</b>	Norwich City Council is the local planning authority for Norwich, so most forms of development within the river corridor will require planning permission from the council, excluding development on the river itself for which the Broads Authority is the relevant planning authority (see below). As part of its planning function the council provides pre-application advice to landowners and developers, processes planning applications, and produces local planning documents including the local plan and supplementary planning documents. The river corridor includes many historic buildings and structures; the planning function includes processing applications for conservation area consent and listed building consent.
<b>Landowner</b>	The city council owns the riverbed south of New Mills (out to Hardley Cross, Loddon), and the Port of Norwich - the area between Foundry Bridge and Carrow Bridge (Riverside and Corporation Quay). The council therefore has an interest in mooring and development on the river. The council also owns significant land and buildings close to the river, including New Mills Yard and Norwich Yacht

	Station, Wensum Park, Anderson's Meadow, and Mary Chapman Court. Where buildings are owned by the council there are often leaseholds or partnerships in place which means that they are managed and maintained by others. Completion of the Riverside Walk is a long-standing council ambition and the council has acquired extensive sections of riverbank in pursuance of this objective. Whilst this is publicly available land, the council has the responsibility to maintain it (and other Riverside Walk land that it leases) and deal with any other issues that arise such as anti-social behaviour.
<b>Walking and cycling</b>	The council promotes enhanced walking and cycling routes throughout the city area. The Norwich cycle network (or Pedalways) links with the Riverside Walk in a number of locations.
<b>Maintenance responsibilities</b>	The city council has a wide range of maintenance responsibilities related to its landholdings within the river corridor. Maintenance responsibilities include grounds maintenance, maintenance of trees on public land, maintenance of open spaces and of the riverside walk, maintenance of river structures (eg pontoons, moorings), lighting maintenance, and litter picking. Highways maintenance is also a city council function as the council acts as an agent for the Highway Authority (Norfolk County Council).

- 1.2 Other city council roles and responsibilities include promotion of the city's tourism, events and sporting opportunities including any such opportunities relating to the river, economic development, housing, and community engagement. Further information on the city council's roles and responsibilities can be found on the [Norwich City Council website](#).

### **The Broads Authority**

- 1.3 The Broads Authority is a Special Statutory Authority established under the Norfolk and Suffolk Broads Act 1988 with similar responsibilities to those of the English National Parks. It is the Local Planning Authority for the tidal River Wensum through Norwich up to New Mills Yard and the Harbour and Navigation Authority. The Broads Authority has three duties as set out in the Norfolk and Suffolk Broads Act 1988 and the Broads Authority Act 2009: conserving and enhancing the natural beauty of the Broads, promoting the enjoyment of the Broads by the public, and protecting the interests of navigation.
- 1.4 The Authority is also a Harbour Authority and has a duty to maintain the Norwich Navigation providing access to the Port of Norwich for commercial craft. The Authority's duties and responsibilities apply to the River Wensum downstream of New Mills. Development which is proposed for the river and its banks will require planning permission from the Broads Authority. The Broads Authority is a statutory consultee on planning applications affecting

land adjacent to the river which are dealt with by Norwich City Council and provides advice on design of developments and use of the river and its banks (up to the mean high water mark). The Broads Authority also has a number of responsibilities and functions associated with boating on the river including: mooring; hire boat licensing; boat registration and tolls; operating Norwich Yacht Station during the summer season; dredging the riverbed; maintaining and improving the navigation area to a suitable standard; health and safety and boat safety scheme; and signage on the river. The Broads Authority promotes the enhancement of biodiversity, ecology & water quality. Along with the city council, the Broads Authority also has a role in promoting tourism across their whole area including the River Wensum. Further information on the roles and responsibilities can be found on the [Broads Authority website](#)

1.5 Further information on roles and responsibilities is set out in Table 2 below:

**Table 2**

<b>Navigational Powers</b>	<p>The Authority's navigation duties and powers were originally defined in the Norfolk and Suffolk Broads Act 1988. The Broads Authority Act 2009 conferred further powers on the Authority. The Authority has the duty to:</p> <ul style="list-style-type: none"> <li>(a) Maintain the navigation area for the purposes of navigation to such standard as appears to it to be reasonably required; and</li> <li>(b) to take such steps to improve and develop it as it thinks fit.</li> </ul> <p>In relation to the River Wensum Strategy the navigation area comprises the stretches of the open water of the rivers Yare and Wensum in the project area and their banks below mean high water spring tide level.</p> <p>The navigation area is open to any person (upon payment of all navigation charges) for:</p> <ul style="list-style-type: none"> <li>(a) navigation;</li> <li>(b) the shipping and unshipping of goods; and</li> <li>(c) the embarking and landing of passengers.</li> </ul> <p>With reference to Norwich, the Norfolk and Suffolk Broads 1988 Act further defines an area as the "Norwich navigation". This means the part of the River Wensum which is downstream of Foundry Bridge together with the part of the River Yare which is both downstream from its confluence with the River Wensum and within the navigation area. It is under this part of the 1988 Act that the Authority has responsibility for maintaining and managing the port of Norwich for sea going vessels.</p> <p>The Broads Authority also has powers to make byelaws in order to ensure best management of the navigation. The Authority has therefore made byelaws which control things like the speed of vessels, the registration of vessels, their dimensions and the way they are navigated on the river.</p> <p>The full byelaws are available at:  <a href="http://www.broads-authority.gov.uk/boating/navigating-the-broads/byelaws-and-speed-limits">http://www.broads-authority.gov.uk/boating/navigating-the-broads/byelaws-and-speed-limits</a></p>
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	<p>Any boat used, moored or navigated on the river must be registered by the Broads Authority, have a current toll, have appropriate insurance and hold a Boat Safety Scheme Certificate. Information on insurance and Boat Safety Scheme requirements are available at:</p> <p><a href="http://www.broads-authority.gov.uk/boating/owning-a-boat/tolls/insurance-and-adjacent-waters">http://www.broads-authority.gov.uk/boating/owning-a-boat/tolls/insurance-and-adjacent-waters</a></p> <p>There are also a range of other powers available to the Authority under the two Acts to carry out its functions in relation to the navigation area. These include:</p> <ul style="list-style-type: none"> <li>• powers to provide new facilities and construct, alter or renew such works e.g. moorings;</li> <li>• power to carry out dredging operations;</li> <li>• power to temporarily close waterways;</li> <li>• power to serve notice on the owners of landing places, embankments, private moorings or structures to require them to be made secure or repaired if they are a danger or hindrance to navigation;</li> <li>• power to remove sunken, stranded, abandoned or unsafe vessels from the navigation area or require the vessel's owner to do so.</li> </ul> <p>Additionally the Authority is obliged to appoint a Navigation Officer. The Navigation Officer may give special directions to the masters of vessels regulating things like how they are navigated, moored, take in or discharge cargo or take in and land passengers. The Navigation Officer may also give general directions which apply to a specific geographic area or class of vessel. For example a general direction has been given prohibiting hire craft from navigating upstream of Bishop's Bridge.</p> <p>In order to facilitate the efficient management of the navigation the Broads Authority provides a Ranger Service to give advice to boaters, patrol the navigation area and the Broads Authority's Executive Area and carry out enforcement activity.</p> <p>Link to Navigation Advice Note prepared by the Broads Authority for the River Wensum Strategy:</p> <p><a href="#">Broads Authority Navigation Advice Note July 2017</a></p>
<b>Works in the Navigation Area</b>	<p>In order to be able to carry out any works in the navigation area it is necessary for landowners or developers to apply for a navigation works licence from the Broads Authority. Licences are required for the construction, alteration, renewal or extension of any works, or undertaking any dredging within or adjacent to the navigation area. Full guidance on undertaking works in the navigation area and the application form for a works licence is available at:</p> <p><a href="http://www.broads-authority.gov.uk/planning/Planning-permission/works-licences">http://www.broads-authority.gov.uk/planning/Planning-permission/works-licences</a></p> <p>Additionally planning permission will usually be required for any development in the navigation area as the Broads Authority is the planning authority for the river. Guidance on whether planning permission is required for proposed works, the Broads Authority's</p>



	<p>planning policies and access to the planning portal are available at this link:</p> <p><a href="http://www.broads-authority.gov.uk/planning">http://www.broads-authority.gov.uk/planning</a></p>
<b>Licensing of hire and passenger boats</b>	<p>The Broads Authority obtained powers to license hire craft and passenger vessels under provisions made in the Broads Authority Act 2009.</p> <p>In order to operate hire boats or small passenger vessels carrying no more than 12 passengers on the Broads owners and operators must obtain a hire boat operators licence, hire boat licence or small passenger boat licence from the Broads Authority.</p> <p>The Passenger Boat licensing conditions have been developed in consultation with the Passenger Boat Association and are primarily based on the Inland Waters Small Passenger Boat Code and the Code for the Design Construction and Operation of Hire Boats Part 1 “The Hire Boat Code” published by the Maritime and Coastguard Agency (MCA) through joint development with the British Marine Federation (BMF) and the Association of Inland Navigation Authorities (AINA). The Inland Waters Small Passenger Boat code and the Hire Boat Code are available at:</p> <p><a href="https://www.gov.uk/government/publications/inland-waters-small-passenger-boat-code">https://www.gov.uk/government/publications/inland-waters-small-passenger-boat-code</a></p> <p>and</p> <p><a href="https://www.gov.uk/government/publications/the-hire-boat-code">https://www.gov.uk/government/publications/the-hire-boat-code</a></p> <p>Hire Boat Licencing and Small Passenger Boat Licencing guidance and application forms for licences are available from the Broads Authority at:</p> <p><a href="http://www.broads-authority.gov.uk/boating/owning-a-boat/Hired-powerboat-licensing">http://www.broads-authority.gov.uk/boating/owning-a-boat/Hired-powerboat-licensing</a></p>

## The Environment Agency

- 1.6 The Environment Agency is an executive non-departmental public body, sponsored by the Department for Environment, Food and Rural Affairs (Defra). It has a number of responsibilities relating to the river including: regulating major industry and waste; treatment of contaminated land; water quality and resources; fisheries; and conservation and ecology. Further information on the roles and responsibilities of the Environment Agency can be found on the [Environment Agency website](#). Key details on the main areas of responsibility are set out in Table 3 below.

**Table 3**

<b>Regulatory Role</b>	Duty to administer and manage the consenting regimes for Flood Defence Consents, Water resources, impoundment licences, water abstraction, Water Framework Directive assessments, Water quality, fisheries and rod licences). To discharge our role on these issues efficiently we need to be informed/ consulted on related plans and strategies being developed to ensure any consenting issues are identified early.
<b>Monitoring</b>	Whilst not a duty on the EA, it monitors water quality and ecology in the River Wensum and so has data available should it be required for specific purposes. Whilst management of the sewer network is not an Environment Agency responsibility it also works closely with Anglian Water with regards to misconnections, overflows and water quality issues from sewers as, ultimately, much of the surface water drainage network drains to the river. Please note the catchment management work being undertaken as part of the River Wensum Restoration Strategy and the Wensum Demonstration Test Catchment and potential links to Broadland Catchment Partnership.
<b>Planning</b>	The EA is a statutory consultee to the planning system, and a named authority under the Duty to Cooperate.
<b>Water Framework Directive</b>	The EA's role is to ensure that mitigation measures are identified to reach the required 'good' status which includes: fish passage, removal of obsolete structures, floodplain connectivity, sediment management, remove or soften hard banks, improve in-channel morphological diversity and working with landowners. NB. There are two water bodies that are relevant to the RWS (the river upstream and downstream of New Mills). Both are classed as heavily modified for flood defence reasons.
<b>Fisheries</b>	The EA has a duty to improve fisheries. This may include improving access to the river, but also will includes sensitive management of the river and riparian trees.
<b>Flood Risk</b>	The EA is responsible for managing the risk of flooding from main rivers, reservoirs, estuaries and the sea and supports flood and environmental incidents. It also undertakes flood risk modelling on main rivers, including the River Wensum.

## Norfolk County Council

- 1.7 Norfolk County Council has a wide range of responsibilities for the delivery of public services across the seven Norfolk district council areas. These include education and learning, children and families, roads and transport, and economy and business, for example.
- 1.8 Some of the county council's responsibilities relate specifically to the River Wensum, summarised in Table 4 below.

**Table 4**

<b>Lead Local Flood Authority</b>	The county council is the Lead Local Flood Authority (LLFA) for Norfolk and so it is responsible for managing local flood risk from surface water, ground water and ordinary watercourses and for advising on the Sustainable Drainage Systems (SuDS) proposed as part of new development. The LLFA also has powers to regulate third party activities on small watercourses outside of Internal Drainage Board ("IDB") Internal Drainage Districts.
<b>Gypsy and Roma</b>	The Norfolk and Suffolk Gypsy & Roma Traveller Service, hosted by Norfolk County Council, can advise and assist other authorities in matters relating to the travelling community, including unauthorised encampments on the river or its banks.
<b>Bridge structures</b>	The Bridges team at Norfolk County Council has a duty to maintain bridge structures (apart from the surface of adopted highway bridges which remain the responsibility of the city council).
<b>Green infrastructure</b>	The county council works with the Greater Norwich Growth Board to co-ordinate provision of green infrastructure in Greater Norwich including implementing the green infrastructure priorities in the adopted Joint Core Strategy (2014) which includes the River Wensum Corridor. The County Council also manages the Norfolk Trails network; parts of the Marriott's Way, Wherryman's Way and Boudicca Way fall within the river corridor.

- 1.9 Further information on the roles and responsibilities can be found on the [Norfolk County Council website](#).

## Appendix 2: Policies and other guidance

### Norwich City Council planning policies relevant to River Wensum Strategy

<a href="#"><u>Joint Core Strategy for Broadland, Norwich and South Norfolk (2014)</u></a>	
Policy Number & Title	Description
Policy 1: Addressing climate change and protecting environmental assets.	To address climate change and promote sustainability, all development will be located and designed to use resources efficiently, minimise greenhouse gas emissions and be adapted to a changing climate and more extreme weather.
Policy 2: Promoting good design.	All development will be designed to the highest possible standards, creating a strong sense of place.
Policy 3: Energy and water.	Development in the area will, where possible, aim to minimise the reliance on non-renewable high-carbon energy sources. The release of land for development will be dependent on there being sufficient water infrastructure to meet the additional requirements.
Policy 4: Housing delivery.	Allocations will be made to ensure at least 36,820 new homes can be delivered between 2008 and 2026, of which 33,000 will be within the Norwich Policy Area.
Policy 5: The economy.	The local economy will be developed in a sustainable way to support jobs and economic growth both in urban and rural locations.
Policy 6: Access and transportation.	The transportation system will be enhanced to develop the role of Norwich as a Regional Transport Node, particularly through the implementation of the Norwich Area Transportation Strategy.
Policy 7: Supporting communities.	All development will be expected to maintain or enhance the quality of life and the well being of communities and will promote equality and diversity, and protect and strengthen community cohesion.
Policy 8: Culture, leisure and entertainment.	Existing cultural assets and leisure facilities will be maintained and enhanced.
Policy 11: Norwich City Centre.	The regional centre role will be enhanced through an integrated approach to economic, social, physical and cultural regeneration to enable greater use of the city centre.
Policy 12: The remainder of the Norwich urban area, including the fringe	The Norwich urban area will be expanded through significant growth in the Old Catton, Sprowston,

parishes.	Rackheath, Thorpe St Andrew growth triangle.
Policy 18: The Broads.	In areas in close proximity to the Broads Authority area particular regard will be applied to maintaining and enhancing the economy, environment, tranquillity, setting, visual amenity, recreation value and navigational use of the Broads.

<b><u>Norwich Development Management Policies Plan (2014)</u></b>	
<b>Policy Number &amp; Title</b>	<b>Description</b>
DM1: Achieving and delivering sustainable development.	Development proposals will be expected to enhance opportunities for employment and education, to protect and enhance the physical, environmental and heritage assets of the city, help to combat the effects of climate change, provide a high level of safety and help to promote a mixed, diverse and inclusive community.
DM3: Delivering high quality design.	The following design principles will be given significant weight in assessing development proposals: gateways, long views, local distinctiveness and character, layout and siting.
DM5: Planning effectively for flood resilience.	All development proposals will be assessed and determined having regard to the need to manage and mitigate against flood risk from all sources.
DM6: Natural environment assets.	Development will be expected to take all reasonable opportunities to avoid harm, and to protect and enhance the natural environment of Norwich.
DM8: Provision of new open space.	Development leading to the loss of open space which is primarily used for sport or recreation will only be permitted where the proposal would result in an overall qualitative or quantitative improvement to recreational facilities, and the benefits to sport or recreation would outweigh to the loss of that open space.
DM9: The historic environment and heritage assets.	All development must have regard to the historic environment and take account of the contribution heritage assets make to the character of an area and its sense of place.
DM11: Protecting against environmental assets.	Development within specified distances from the sites identified as notifiable installations or the development or new notifiable installations must take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.

DM14: Meeting the needs of gypsies, travellers and travelling show people.	Gipsy and Traveller site at Swanton Road in close proximity to the river.
DM16: Supporting the needs of business.	Proposals which provide for or assist in the creation of high quality employment and business development, and inward investment, provide for the adaptation and expansion of local firms, and allow accessible and equitable job opportunities for all will be permitted with the sustainability objectives set out in policy DM1 and other policies.
DM18: Promoting and supporting centres.	Development for retail, leisure and other main town centre uses as defined in the NPPF, will be permitted within the city centre primary and secondary retail areas, large district centres and existing and proposed district centres as defined in appendix 4.
DM19: Encouraging and promoting major office growth.	In the priority areas for office development within the city centre, as defined on the policies map, development on all sites over 0.25 hectares will be expected to include an element of office floor space.
DM20: Protecting and supporting city centre shopping.	Managing change in the primary and secondary retail areas and large district centres.
DM23: Supporting and managing the evening and late night economy.	To enhance the vibrancy of the city centre and local and district centres, leisure uses and hospitality uses and late night entertainment uses will be permitted within specific areas, where they would not give rise to unacceptable amenity and environmental impacts which could not be overcome by the imposition of conditions.
DM28: Encouraging sustainable travel.	New development will be expected to be consistent with the criteria for sustainable development set out in policy DM1, particularly in the relation to reducing the overall need to travel. Development proposals with a frontage to the river Wensum which includes the route of the Riverside Walk will be required to make provision for the relevant section of the walk as part of the overall design of the development. Where development adjoins a navigable section of river opportunities should be taken to provide residential and/or commercial moorings, to facilitate access by water where appropriate and reasonably practicable to achieve.



### Norwich Site Allocations Plan (2014)

Site Allocation	Future uses of the site
CC16: Land adjoining Norwich City Football Club, Kerrison Road.	The development of this site for a mix of uses will deliver high density housing and contribute to the regeneration of the wider east Norwich area, making efficient use of its highly accessible location close to public transport routes, the railway station, and the strategic cycle route network. Its current use for surface car parking is an inefficient use of the site.
CC12: Land at Wherry Road.	The site is suitable for high density housing development and will help deliver the JCS's housing target. The site is located in the city centre office area and leisure area, so office and/or leisure development may also be acceptable on the site.
CC8: King Street Stores.	The site is suitable for high density development given its location; a minimum of 20 dwellings is expected.
CC7: Land at Hobrough Lane, King Street.	The JCS identifies the site as being within an area of change, with a focus on residential and office development with possibly small scale retailing and improvements to the public realm, including an enhanced principal green link along the river. It is within the main leisure area of the city centre.
CC6: St Anne's Wharf and adjoining land.	Redevelopment of the site offers the opportunity to make better use of this valuable city centre site and to continue the development of a vibrant mixed use quarter in King Street, extending office, housing and tourism/leisure uses close to Dragon Hall and completing the strategic pedestrian and cycle link between Riverside and the rest of the city centre.
CC4: Land at Rose Lane and Mountergate.	The site is suitable for sustainably accessible mixed used redevelopment, with the main focus on office development. A significant element of high density residential development should be provided. Some food/drink, small scale retail and non-late night leisure uses should be included in the development, though these uses should not be dominant.
CC17a: Barrack Street	The site offers an important opportunity to bring forward an accessible office led mixed use development in the city centre. It will be important that housing is provided within the scheme to encourage sustainability and easy access for people from home to work.
CC17b: Whitefriars	The Whitefriars site offers another important opportunity for an office led development in the city centre. The site is suitable for office development although it has a temporary permission for a replacement surface car park.
CC21: Dukes Wharf.	Office led mixed use development of this derelict site will support the city centre's employment role and bring the site

	back into productive use, helping improve the vitality of this part of the city centre
CC30: Westwick Street Car Park.	Redevelopment of the site offers the opportunity to make better use of this valuable city centre site to continue the development of a vibrant mixed use quarter providing further housing in Westwick Street, and to extend the riverside walk.
R9: Deal Ground, Trowse.	A revised outline planning application (reference 12/00875/O) for the redevelopment of the Deal Ground and adjacent May Gurney site was submitted to the three relevant planning authorities (South Norfolk and the Broads Authority in addition to the City council) in April 2012. This application was granted outline permission on 12 July 2013, with all matters reserved except access. This proposes a maximum of 670 dwellings
R10: Utilities Site, Cremorne Lane.	The JCS identifies east Norwich (the city centre to the Deal Ground/ Utilities sites) for major physical regeneration providing opportunities for mixed use development and enhanced green linkages from the city centre to the Broads.
R11: Kerrison Road/ Hardy Road, Gothic Works.	The allocation of the site for housing-led mixed use development offers an opportunity to contribute to the regeneration of east Norwich through a high quality mixed use development scheme which will enhance this key gateway to the city.
R14: Land at East of Bishop Bridge Road.	The site is an accessible location for housing, opposite a local centre, close to the city centre and on a bus route.
R15: Land at Ketts Hill and Bishop Bridge Road.	Land at Ketts Hill and Bishop Bridge Road (0.6 hectares) is allocated for housing development. In the region of 30 dwellings will be provided.
R31: Heigham Water Treatment Works.	The site is allocated for housing led mixed use development with a potential to include a number of small industrial/business units.
R35: Land at Havers Road.	The site at Havers Road (2.25 hectares) is allocated for housing development. In the region of 100 dwellings will be provided.

Other relevant documents	
Document Name	Description
<a href="#">City Centre Conservation</a>	The conservation area appraisals analyse and describe the character and appearance of an area. They should be used

<a href="#">Area Appraisal</a>	alongside statutory planning policies, detailed guidance and site specific development briefs to provide additional information for development proposals.
<a href="#">Northern Riverside</a>	
<a href="#">Cathedral Close</a>	
<a href="#">Prince of Wales</a>	
<a href="#">King Street</a>	
<a href="#">St Mathews CA Appraisal</a>	
<a href="#">Bracondale CA Appraisal</a>	
<a href="#">Landscape and Trees</a>	This Supplementary Planning Document (SPD) provides information for planning applicants to enable cost effective and efficient implementation of national planning and adopted Norwich Local Plan policies relating to trees, landscape and development.
<a href="#">Heritage Interpretation</a>	This SPD promotes recognition of the importance of the historic environment through heritage interpretation measures and indicates the circumstances under which a heritage interpretation scheme may be required
<a href="#">Open space and play</a>	The council's expectation in most circumstances is that open space and playspace should normally be provided on site for schemes over the size threshold specified in policy DM8. In circumstances where there is already a play area within 400m of the site, or where there are other factors precluding on site provision, developers may instead provide for the improvement, enhancement or reprovision of any such established play area or areas.
<a href="#">Affordable housing</a>	National planning policy in the National Planning Policy Framework (NPPF) requires local authorities to 'deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive, and mixed communities'.

**Link to Norwich Local Plan Policies Map:**

<https://localview.norwich.gov.uk/MyNorwich/LocalPlan.html>

**Broads Authority planning policies relevant to the River Wensum Strategy from the Core strategy and DPD**

<a href="#">Broads Core Strategy</a> (2007)	
Policy Number &	Description

Title	
CS1: Landscape Protection and Enhancement	Development and changes in land use/management must ensure that all aspects of the environmental and cultural assets of the broads' distinctive landscape are protected, enhanced and restored
CS3: The Navigation	The waterways as a whole are a core resource of the Broad. This policy recognises the need for protection of the navigation from development and changes in land management which are detrimental to its use
CS7: Environmental Protection	This policy seeks to ensure that the Environment is protected and enhanced by ensuring that all development addresses impacts on air quality, water quality, water resources and waste. Opportunities should be sought for incorporating measures to achieve resource efficiency, for re-use and recycling.
CS9: Sustainable Tourism	The tourism base in the Broad will be supported, widened and strengthened by encouraging new sustainable tourism and recreational facilities, protecting existing tourism employment and promoting diversification..
CS10: Sustainable Tourism	Gateways and entrances between the Broad and settlements will be created and those already existing will be enhanced.
CS13: Water Space Management	The water space will be managed in a strategic, integrated way and navigation and conservation interests will be maintained and enhanced.
CS14: Water Space Management	The provision of a range of short and long-term visitor moorings will be encouraged in order to ensure that visitor moorings are available in appropriate locations and where they are most needed, where they contribute to the management of a safe and attractive waterway and in settlements where services and facilities are available.
CS15: Water Space Management	To ensure that adequate water depths are maintained for safe navigation, and the disposal of dredged and cut material is carried out in ways that mitigate unavoidable adverse impacts on the environment. Beneficial use of dredgings will be encouraged.
CS16: Access and Transportation	<p>Improvements to transportation to, and to access facilities within the Broad will be sought in a manner and at a level which is compatible with sustainability objectives.</p> <p>Integration between alternative modes of transport will be sought to encourage visitors to arrive and travel within the Broad via sustainable modes of transport.</p>
CS17: Access and	Safe recreational access to both land and water and between

Transportation	the water's edge and the water will be protected and improved and managed in an integrated way
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<b><u>Broads Authority Development Management Policies Plan (2011)</u></b>	
<b>Policy Number &amp; Title</b>	<b>Description</b>
DP2: Landscape and Trees	Development will be permitted where it would not have a detrimental effect on, or result in the loss of significant landscape heritage or a feature of landscape or ecological importance including trees, woodlands or hedgerows.
DP3: Water Quality and Resources	Sufficient water infrastructure capacity to meet the additional requirements arising from a development should be in place before the development commences.
DP4: Design	All development will be expected to be of a high design quality. Development should integrate effectively with its surroundings, reinforce local distinctiveness and landscape character and preserve or enhance cultural heritage. Innovative designs will be encouraged where appropriate.
DP5: Historic Environment	New development will be expected to protect, preserve or enhance the fabric and setting of historic, cultural and architectural assets that give the Broads its distinctive character.
DP6: Re-use of Historic Buildings	The conversion or change of use of a statutorily protected or locally listed building or structure which makes a significant historical or architectural contribution to the character of the Broads will only be permitted in certain circumstances and where the development can be achieved in a way that preserves the structure's historic, cultural and architectural features and character.
DP11: Access on Land	This policy seeks to ensure that development proposals that need to be accessed by land are assessed in terms of their impact on the highways network and incorporate opportunities for increased sustainable public access.
DP12: Access to Water	This policy seeks to ensure that developments that support and encourage the use of waterways, including the provision of supporting infrastructure for navigation, such as the construction of jetties and walkways and the provision of electric hook up points are carried out in such a way that they will not have a detrimental effect on navigation or the other special features of the Broads.
DP13: Bank Protection	To ensure development proposals that include bank protection are carried out in an appropriate way taking account of the special features of the Broads and navigation interests.

	<p>Additional guidance is available from the Broads Authority</p> <p><a href="http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides">http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides</a></p>
DP16: Moorings	<p>To ensure developments that include new moorings are carried out in accordance with the Broads Authority's Mooring Strategy and take account of the interests of navigation and the special features of the Broads.</p> <p>Additional guidance is available from the Broads Authority</p> <p><a href="http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides">http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides</a></p>
DP25: New Residential Moorings	<p>Applications for permanent residential moorings will only be permitted in circumstances where the site is in a mooring basin, provides an appropriate range of services and facilities and would not have an adverse impact on navigation, the special features of the Broads or local amenity</p>

<b><u>Broads Authority Site Specific Policies Local Plan (2014)</u></b>	
<b>Policy Number &amp; Title</b>	<b>Description</b>
NOR1: Utilities Site	<p>Policy NOR 1: Utilities Site</p> <p>Redevelopment of this area will be sought to realise its potential contribution to the strategic needs of the wider Norwich area. Redevelopment proposals will only be supported where they do not prejudice a comprehensive and deliverable mixed use scheme for the whole of the Deal Ground/Utilities Sites Core Area and deliver improvements for recreational access, enhanced green infrastructure and links across the Rivers Wensum and Yare between Norwich and Whitlingham Country Park.</p>

**N.B. While these policies are currently relevant the Broads Authority is in the process of producing a new Local Plan and this document will not be finalised until 2018 at which time the Local Plan will be used to assess development proposals.**



## **Appendix 3: Possible future action plan projects**

**The following possible future action plan projects require feasibility investigation and identification of funding.**

### **Walking and cycling access:**

1. Improvements to an existing circular walk between the Marriott's Way and Riverside Walk at Train Wood to provide access for all to the first naturalised section of the river in the urban area, and to make fishing platforms accessible.
2. Creation of a new circular route to enable access for all to ecologically valuable parts of the countryside including the Wensum Valley Local Nature Reserve (at Mile Cross Marsh and Sycamore Crescent) and Sweetbriar Road Meadows Site of Special Scientific Interest, whilst ensuring that impacts on biodiversity are minimised.
3. Improvements to the surface and route of the Riverside Walk in the vicinity of Hellesdon Road with potential to link to Marriotts Way.
4. Improvements to the Riverside Walk between Mile Cross and Dolphin Bridge including provision of a surfaced route across Anderson's Meadow.
5. Improvements to the Riverside Walk south of Swanton Road, including environmental improvements (water quality, ecology and drainage).
6. Improvements to the Riverside Walk from Mile Cross Road to Dragon Crossing including environmental improvements to Land West of Wensum Park County Wildlife Site.
7. Access improvements to Wensum Park to enhance access for all and re-establish connections between Wensum Park and the riverside walk along the frontage of Tanner's Court.
8. Surface enhancements between Dolphin Dyke and Boot Binders Road.
9. Creation of a new section of riverside Walk between Sweet Briar Road and the public open space adjacent to The Gatehouse Public House on Hellesdon Road, to provide access to the river.

Overall, these projects seek to enhance the route and surface of the Riverside Walk upstream of New Mills. For the purposes of potential future funding bids these projects have been rationalised into individual work packages with common threads:

- Phase 1 Mile Cross Road to Oak Street (4, 7, 8)
- Phase 2 Hellesdon to Sweetbriar Road (3 & 9)
- Phase 3 Circular Walks (1 & 2)

Project 6 is likely to be sought to be delivered through development, and project 5 as part of Environment project 23.

### **Waterways management, access and leisure:**

10. A survey of all the banks in the project area to identify problem sites and opportunities for biodiversity improvements in future bank stabilisation or erosion protection work, such as naturalisation of hard edges where possible;
11. Identify the location of sunken vessels, hazards and problem sites for rubbish in order to assess need for enforcement action;
12. Sharing of a cross-sectional survey undertaken as part of as part of the Environment Agency's flood risk river modelling programme.

13. Provision of canoe access close to Marlpit Paddocks.
14. Provision of canoe access at Wensum Park and Anderson's Meadow
15. Investigate proposal to reintroduce a small, pedestrian ferry across the Wensum at the site of Pull's Ferry.
16. Investigate provision of leisure access to Cow Tower

### **Environment – habitat improvement**

17. Development of the national B-Line<sup>1</sup> approach for Norwich to encourage native insect pollinators along the river corridor;
18. Restoration of key sites along the river for priority species <sup>2</sup>(eg. water vole, otter, white-clawed crayfish) and habitats (eg. Floodplain, grazing marsh). This would include a focus on County Wildlife Sites and Local Nature Reserves;
19. Seek opportunities to reconnect existing ditches to improve fisheries;
20. Enhance the pond and extending the wetland area around the Cow Tower;
21. Create areas of undisturbed habitat along the riverbank for otters to rest;
22. Bring together the existing objectives of local authorities and conservation groups within Norwich into a single strategy for habitat restoration;
23. Seek opportunities to restore and enhance habitat at: Hellesdon Mill, Andersons Meadow (bank reprofiling), Heigham Park (bank and river profile, potential to relocate outfall in discussion with Anglian Water, install fish fry habitat), reconnecting some ditch systems (in particular along sections between Hellesdon Mill and Swanton Road);
24. Identify sections of river bank that are currently piled but could, in the long term, provide additional benefit through being naturalised. There are some significant opportunities between New Mills and Whitlingham for this approach to be taken through working with developers;
25. Utilise floating vegetation platforms to enhance existing habitats, particularly around new mooring sites or piled riverbanks; and
26. Seek opportunities to improve bat foraging and commuting habitats.
27. Seek opportunities to control and manage non-native invasive species within the river corridor

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<sup>1</sup> B-lines are series of 'insect pathways' linking existing wildlife areas together to create a network that will help pollinating insects survive and thrive across the country.

<sup>2</sup> Priority species are those included under Section 41 of the Natural Environment and Rural Communities Act 2006, and have been identified as being some of the rarest and most threatened species in England.

## Appendix 4: Glossary

<b>Accessibility</b>	Easy to use for people of all ages and abilities
<b>Allocated site</b>	Land identified for a specific use in the current local plan
<b>Anti-social behaviour (ASB)</b>	Anti-social behaviour covers a wide range of unacceptable activity that causes harm to an individual, to their community or to their environment. This could be an action by someone else that leaves people feeling alarmed, harassed or distressed. It also includes fear of crime or concern for public safety, public disorder or public nuisance.
<b>Biodiversity</b>	The different types of plant and animal life found in a particular area
<b>Canoe portage</b>	Location/facility to enable canoes to be carried around an obstacle in a river and safely launched.
<b>Community Infrastructure Levy (CIL)</b>	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. CIL is levied on a wide range of developments in accordance with a published tariff or charging schedule for the relevant local authority area. Most of the River Wensum corridor falls within Norwich City Council's administrative area so its charging schedule will apply in most cases.
<b>Conservation Area</b>	Area of special historic and/or architectural interest which is designated by the local planning authority as being important to conserve and enhance. Special planning controls apply with these areas
<b>Conservation Area Appraisal</b>	An appraisal of the characters and characteristics of a conservation area, published by the local authority.
<b>Connectivity</b>	Enhanced connectivity (in the context of green infrastructure) is the improvement of linkages between different areas of green infrastructure (defined below). In the case of this strategy greater connectivity is sought between the Riverside Walk and other Norfolk Trails in particular, to maximise usage and environmental benefits.
<b>County Wildlife Site (CWS)</b>	Wildlife habitat identified and designated as being of particular local interest or importance by Norfolk County Council and the Norfolk Wildlife Trust
<b>Digital and creative media businesses</b>	Creative industries making use of digital technology, including TV, radio, games, film, animation, digital and photo imaging.
<b>Feasibility</b>	Whether a project or proposal is capable of being delivered, including an understanding of constraints, design and costs.
<b>Green infrastructure</b>	Green Infrastructure is the network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect villages, towns and cities. Individually, these elements are GI assets, and the roles that these assets play are GI functions. When appropriately planned, designed and managed, the assets and functions have the potential to deliver a wide range of benefits – from providing sustainable transport links to

	mitigating and adapting the effects of climate change.
<b>Habitat</b>	The natural home or environment of an animal, plant, or other organism.
<b>Historic environment</b>	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
<b>Index of multiple deprivation (IMD)</b>	A ward-level index made up from a number of indicators (income, health, employment, health deprivation and disability, education, skills and training, housing, and geographical access to services) to enable comparison of relative levels of deprivation.
<b>Infrastructure</b>	The network of services to which it is usual for most buildings and activities to be connected, including physical services (gas, electricity etc) and the networks of roads, public transport routes, as well as community and green infrastructure (see above).
<b>Local Nature Reserve (LNR)</b>	LNRs are for both people and wildlife. They are places with wildlife or geological features that are of special interest locally.
<b>Local plan</b>	Locally prepared planning documents on a specific topic which form part of the development plan and which are subject to independent examination before adoption.
<b>Local planning authority</b>	The public authority whose duty it is to carry out specific planning functions for a particular area. Within the strategy area this duty is undertaken by Norwich City Council, Norfolk County Council, and the Broads Authority.
<b>Low freeboard canoe access</b>	Canoe launch facility specifically designed so that there is minimal distance from average water level to the top of the structure used to enable canoes to be launched safely.
<b>Mooring - de-masting</b>	Mooring site either side of a bridge over a river intended for vessels to use for the purposes of raising and lowering masts when navigating under the bridge.
<b>Mooring – formal (or ‘public’?)</b>	Moorings available for the public to use but where it is not permitted to live aboard the vessel moored.
<b>Mooring - private</b>	Permanent moorings in private ownership not available for public use and where it is not permitted to live aboard the vessel moored.
<b>Mooring - residential</b>	Permanent moorings where it is permitted to live aboard the moored vessel. These can be either leased from an organisation such as a marina or local authority, or owned.
<b>Mooring - short-stay visitor</b>	Public moorings for visitors which are regulated so that the length of time boats can moor is restricted e.g. 24-hours.
<b>Navigation</b>	Passage or travel by vessels/boats on a river.
<b>Public right of way</b>	Public Rights of Way consist of footpaths, bridleways, restricted byways and byways open to all traffic.  A Public Right of Way is a route over which the public have the

	<p>right to pass and re-pass. All Public Rights of Way are highways and are protected by highway law and other legislation. The land over which the Public Right of Way runs is usually private land; the surface of the path is usually maintained by the highway authority, but the subsoil remains the property of the landowner.</p> <p>For further information visit Norfolk County Council's website: <a href="https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/about-public-rights-of-way">https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/about-public-rights-of-way</a></p>
<b>Renewable energy</b>	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment, such as wind, solar and water energy.
<b>River infrastructure</b>	The basic features and structures required for a river to function and be used for navigation e.g. water control structures, moorings, slipways
<b>Supplementary planning document (SPD)</b>	Guidance published by the local planning authority to provide further detailed information on how local plan policies are to be applied or interpreted.
<b>Statutory</b>	Decided or controlled by law.
<b>Sustainable drainage systems (SuDS)</b>	Sustainable Drainage Systems (SuDS) are a sequence of water management techniques and features designed to drain surface water in a more sustainable manner than that achievable via the conventional practice of routing run-off through pipework alone.
<b>True left / right bank of river</b>	The left and right bank of a river when viewed looking downstream.
<b>Upstream / downstream (or upper/lower reaches)</b>	The term upstream refers to the direction towards the inland source of the river i.e. against the direction of flow. The term downstream describes the direction towards the mouth of the river, in which the current flows. Upper reaches are nearer the inland source and lower reaches are nearer the mouth of the river

# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Finance monitoring</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> This report provides the EDT Committee with financial monitoring information for the services reporting to this Committee for 2018-19.	

## Executive summary

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

The 2018-19 net revenue budget for this committee is £103.429m

The total capital programme relating to this committee for the years 2018 to 2020 is £96.173m, with £50.878m currently profiled to be spent in 2018-19. Details of the capital programme are shown in section 3 of this report.

The balance of EDT Committee reserves as of 1 April 2018 was £27.434m. The reserves at the beginning of the year included committed expenditure, unspent grants and contributions which were carried forward from 2017-18. Details are shown in Section 4 of this report.

### Recommendations:

Members are recommended to note:

- a) **The note 2018-19 revenue budget the Environment, Development and Transport Committee and the current forecast outturn position**
- b) **The Capital programme for this Committee.**
- c) **The balance of reserves brought forward to 2018-19.**

## 1. Proposal

- 1.1. Members have a key role in overseeing the financial position for the services under the direction of this committee, including reviewing the revenue and capital position and reserves held by the service. Although budgets are set and monitored on an annual basis it is important that the ongoing position is understood and the previous year's position are considered.
- 1.2. This report reflects the budgets for 2018-19 budget and forecast outturn position as at the end of July 2018.



## 2. Evidence

- 2.1. The services reporting to this Committee are delivered by Community and Environmental Services which also manage services reporting to Communities Committee, Digital and Innovation Committee and Business and Property Committee.
- 2.2. The 2018-19 NET revenue budget for this committee is £103.429m.

<b>Table 1: Environment, Development &amp; Transport NET revenue budget 2018-19</b>				
	2018-19 Budget	2018-19 forecast Outturn	Forecast Variance	Actual spend to period 4
	£m	£m	£m	£m
Business Support and development	2.096	1.966	(0.130)	0.684
Culture and Heritage – Environment	1.116	1.116	0.000	0.294
Culture and Heritage – Historic Environment	0.250	0.250	0.000	0.153
Culture and Heritage – Planning	0.440	0.440	0.000	0.104
<b>Highways and Waste</b>				
Flood and Water management	0.419	0.419	0.000	0.057
Highways Operations	16.134	16.134	0.000	3.662
Major projects	0.392	0.392	0.000	0.128
Highways Network	0.636	0.636	0.000	1.124
Highways depreciation	26.248	26.248	0.000	
Travel and Transport Services	14.327	14.327	0.000	10.024
Residual Waste	23.591	23.591	0.000	6.537
Recycling and Closed landfill sites	17.235	17.235	0.000	3.319
<b>Total highways and Waste</b>	<b>98.982</b>	<b>98.982</b>	<b>0.000</b>	<b>24.850</b>
Infrastructure and Economic Growth	0.545	0.545	0.000	0.304
<b>Total for Committee</b>	<b>103.429</b>	<b>103.299</b>	<b>(0.130)</b>	<b>26.389</b>

- 2.3. Table 1 above reflects the services net revenue budget and therefore the actuals to date are affected by patterns of income and expenditure.

<b>Table 2 – Gross Budgets</b>			
	Current year budget	Actuals to period 4	
	£m	£m	
Expenditure	189.325	47.163	25%
Income	(85.896)	(20.774)	24%
<b>Net</b>	<b>103.429</b>	<b>26.389</b>	<b>26%</b>

## 2.4. Forecast Variances:

We are currently forecasting £0.130m underspend in Business support and development due to the management of staff costs. When the budget is set we assume there will be some turnover of staff, where we are able to manage vacancies we will hold posts that don't require them to be filled immediately. Whilst we are still early in the year would anticipate further underspends from salary budgets to turnover of staff.

- 2.5. **Recycling Centres** - As part of setting the 2018/19 Budget for the Recycling Centre service we expected to be able to deliver a £0.28m saving by changing the charges for DIY construction and demolition waste (and potentially more, once in operation and we could fully assess the impact). Based on the current information available we expect the reduction to be in the region of £0.5m less than if the change to the charges for had not been made.

**Residual Waste** - A variation of one tonne of residual waste from projected tonnages would lead to a change of costs of around £113 per tonne, meaning a 1% variation in tonnages would be a £242,000 change in cost. Such variations could be caused by any combination of factors such as increases in household numbers, change in legislation, economic growth, weather patterns, a collapse in the recycling markets or an unexpected change in unit costs, much of which are out of the control of the County Council. The combined impacts of these effects will continue to be monitored extremely closely and will be reported to the committee.

**Recycling Credits** - The County Council pays recycling credits to Districts and parish councils and voluntary and community groups for tonnages of waste recycled. Similarly to residual waste the tonnages collected are out of the control of the County Council and there are a number of external factors that influence the tonnages collected such as general economic conditions and the weather. The payment for one tonne of recycling is £60.36 to Districts and £58.60 to community groups and although it is relatively early in the financial year to provide a robust forecast a 1% variation in tonnages would be around a £93,000 change in cost.

## 3. Capital Programme

- 3.1. The total capital budget for the services reporting to this committee is £96.173m, with £50.878m profiled for delivery in 2018-19.

Table 3 Capital Programme			
	2018-19	2019-20	Total Programme
	£m	£m	£m
Major Schemes	8.345	13.206	21.551
Bus Infrastructure Schemes	0.160	0.070	0.230
Bus Priority Schemes	0.500		0.500
Public Transport Interchanges	0.140	0.090	0.230
Cycling schemes (County)	0.575	1.855	2.430
Cycling schemes (Norwich "City Cycle Ambition 2")	0.460		0.460
Walking schemes	0.794	0.756	1.550
Road Crossings	0.245	0.261	0.506
Local Road Schemes	4.034	6.229	10.263
Great Yarmouth sustainable transport package (LGF Funded)	2.798	0.900	3.698
Attleborough Sustainable transport package (LGF Funded)	1.950	1.100	3.050
Thetford Sustainable Transport package (LGF Funded)	1.200	0.675	1.875
Traffic management and calming	0.929	0.010	0.939

Local Safety Schemes	0.250	0.250	0.500
Other Schemes, Future fees and Carry over costs	0.559	0.559	1.118
<b>Integrated transport</b>	<b>22.939</b>	<b>25.961</b>	<b>48.900</b>
Structural Maintenance	31.885	32.465	64.350
<b>Total Highways programme</b>	<b>46.479</b>	<b>45.22</b>	<b>91.699</b>
<b>Other capital schemes</b>			
Transport related budget - clean bus technology	0.036		0.036
Public Access - related projects	0.350		0.350
Waste management	4.013	0.075	4.088
	<b>4.399</b>	<b>0.075</b>	<b>4.474</b>
<b>Total Programme</b>	<b>50.878</b>	<b>45.295</b>	<b>96.173</b>

- 3.2. The highways programme reflects the current known funding. The service has a strong track record of securing additional external funding which will be added to the programme as this gets confirmed.

- 3.3. The 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 programme and the original schemes will be included at a later date. Over /(under)spends and slippage will be carried forward and delivered in future years.

#### 4. Reserves 2017-18

- 4.1. The reserves relating to this committee are generally held for special purposes or to fund expenditure that has been delayed, and in many cases relate to external grants and contributions. They can be held for a specific purpose, for example where money is set aside to replace equipment or undertake repairs on a rolling cycle, which help smooth the impact of funding.
- 4.2. A number of the reserve balances relate to external funding where the conditions of the grant are not limited to one financial year and often are for projects where the costs fall in more than one financial year.
- 4.3. Services continue to review the use of reserves to ensure that the original reasons for holding the reserves are still valid.
- 4.4. The balance of unspent grants and reserves as at 1<sup>st</sup> April 2018 stood at £27.434m
- 4.5. Table 4 below shows the balance of reserves held and the current actual usage for 2018-19

	Balance at 1 April 2018 £m	Forecast balance 31 March 2019 £m	Forecast Net Change £m
<b>Table 4: EDT Committee reserves</b>			
<b>Culture, Heritage and Planning</b>			
Historic Buildings	(0.079)	(0.043)	0.037
Income Reserve	(0.080)	(0.074)	0.007
R and R Fund	(0.079)	(0.036)	0.043
Unspent Grants and Contributions Reserve	(0.060)	(0.036)	0.024
<b>Culture, Heritage and Planning Total</b>	<b>(0.299)</b>	<b>(0.189)</b>	<b>0.109</b>
<b>Highways, Transport and Waste</b>			
Bus Service De-registration reserve	(0.031)	(0.031)	0.000
Demand Responsive Transport	(0.004)	(0.004)	0.000
Highways Maintenance	(5.796)	(5.817)	(0.020)
Information Technology	(0.005)	(0.005)	0.000
Landfill Provision	(12.357)	(12.278)	0.079
Park and Ride Refurb Reserve	(0.012)	(0.012)	0.000
Provision for Bad Debts	(0.037)	(0.037)	0.000
Public Transport Commuted Sums	(0.389)	(0.389)	0.000
R and R Fund	(0.237)	(0.172)	0.065
Street Light PFI Sink Fund	(5.051)	(4.177)	0.874
Unspent Grants and Contributions Reserve	(2.065)	(2.065)	0.000
Waste Management Partnership	(0.869)	(0.704)	0.165
<b>Highways, Transport and Waste Total</b>	<b>(26.852)</b>	<b>(25.690)</b>	<b>1.162</b>
<b>Head of Support and Development</b>	<b>(0.180)</b>	<b>(0.180)</b>	<b>0.000</b>
<b>Economic Development</b>			
<b>Economic Dev and Tourism</b>	<b>(0.104)</b>	<b>(0.104)</b>	<b>0.000</b>
<b>Grand Total</b>	<b>(27.434)</b>	<b>(26.162)</b>	<b>1.272</b>

4.7. The department will continue to review the planned used of reserves throughout the year.

4.8. Significant reserves balances

	Balance 1 April 2018 £m	Reason for holding
<b>Highways and Waste</b>		
Closed Landfill Provision	12.357	Provision for the long term impairment costs arising from Closed Landfill sites. We have a legal duty to hold a provision for the future maintenance of Council owned closed landfill sites
Street lighting PFI	5.081	Reflects receipt of the government PFI grant for the Street Lighting contract, which will be needed to me the future financial years to meet contract payments.

## **5. Financial Implications**

- 5.1. There are no decisions arising from this report and all relevant financial implications are set out in this report

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

- 6.1. This report provides financial performance information on a wide range of services in respect of this committee.

### **Officer Contact**

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

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# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Strategic and Financial Planning 2019-20 to 2021-22</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<p><b>Strategic impact</b></p> <p>This report provides EDT Committee with an update on the Council's overall budget planning position, including the forecast budget gap for 2019-20 to 2021-22, and sets out details of the strategic and financial planning framework for Service Committees, which has been agreed by Policy and Resources. It summarises the organisational response to financial pressures, and in particular explains how the Council's Strategy, Norfolk Futures, serves as the key mechanism to drive the Council's ambitions for Norfolk.</p> <p>The report sets out how actions are being taken by EDT Committee to support the whole Council to set a balanced budget for 2019-20 and provides Members with an overview of the approach to developing savings for 2019-20 ahead of the detailed proposals being presented in October.</p>	

## Executive summary

This report provides EDT Committee with the latest information about service budget planning for 2019-20 to 2021-22. The report details the link between the Council Strategy, Norfolk Futures, and the development of transformation and savings plans relevant to this Committee.

Policy and Resources Committee has agreed guidance to Service Committees on the actions required to support preparation of a balanced budget for 2019-20, and agreed the indicative level of savings to be found by each Committee. Details are set out in the report, and Members' views are sought on the Committee's approach to identifying savings for 2019-20.

### EDT Committee is recommended to:

- 1) Note the Council's budget assumptions and the budget planning principles for 2019-20 which have been approved by Policy and Resources Committee (paragraph 3.3 and 3.4);**
- 2) Note the forecast budget gap of £94.696m (table 3), which reflects the changes from the 2018-22 Medium Term Financial Strategy, and the resulting indicative savings targets for the Committee over the period 2019-20 to 2021-22 (table 4);**
- 3) Consider and identify any further key areas of risk in relation to 2019-22 budget planning for the Committee's budgets, including any additional pressures and the robustness of existing planned savings as set out in section 5, noting that any changes may impact on the overall budget gap and will require additional offsetting savings to be found;**
- 4) Agree the proposed approach and key themes to focus on in developing savings proposals for 2019-20 to 2021-22, including how the principles of the**



**Council's Strategy, Norfolk Futures, will inform and shape budget planning activity set out in section 5, having regard to the existing savings for 2019-20 and beyond which were agreed as part of the 2018-19 budget round (table 1);**

- 5) Commission officers to develop detailed savings proposals to be presented to the Committee for consideration at the October meeting in order to help close the forecast 2019-20 to 2021-22 budget gap; and**
- 6) Note the budget planning timetable (section 6).**

## **1. Introduction**

- 1.1. The County Council agreed the 2018-19 Budget and Medium Term Financial Strategy (MTFS) to 2022 at its meeting 12 February 2018, at the same time as it agreed a new Strategy for the County Council, Norfolk Futures. At that point, the MTFS identified a budget gap of £94.696m for the period 2019-20 to 2021-22, and the Council's budget strategy included the aspiration to bring forward savings required for 2021-22 into the first two years 2019-20 and 2020-21. The Council has a robust and well-established framework for strategic and financial planning which updates the MTFS position through the year to provide Members with the latest available financial forecasts to inform wider budget setting work across the organisation.
- 1.2. On 16 July 2018, Policy and Resources Committee received a report setting out how the 2019-20 budget planning process would be aligned with the Council's Strategy, Norfolk Futures. Policy and Resources Committee agreed:
- That the principles of the Council's Strategy, Norfolk Futures, will inform and shape 2019-22 budget planning activity;
  - Updated budget assumptions and key areas of risk in relation to 2019-22 budget planning;
  - The forecast budget gap of £94.696m reflecting changes from the 2018-22 Medium Term Financial Strategy;
  - The budget planning principles and guidance for 2019-20, commissioning Service Committees to begin developing their savings proposals with initial reporting in September;
  - The indicative savings targets 2019-20 to 2020-21, noting the existing savings for 2019-20 and beyond which were agreed as part of the 2018-19 budget round; and
  - The budget planning timetable.
- 1.3. This report provides the Committee with details of the implications of these decisions made by Policy and Resources Committee and marks the beginning of the Committee's detailed budget planning activity for 2019-20 to 2021-22.

### **2018-19 budget position**

- 1.4. The latest details of the 2018-19 budget position are set out in the budget monitoring report elsewhere on the agenda. The budget planning assumptions for 2019-20 set out later in this report include an assumption that the 2018-19 Budget is fully delivered (i.e. that all savings are achieved as planned and there are no significant overspends).

## 2. County Council Strategy and Norfolk Futures

- 2.1. The report to Policy and Resources Committee sets out how the Council's Vision and Strategy will inform the development of the 2019-20 Budget.
- 2.2. Caring for our County, the vision for Norfolk, approved by Members in February 2018, outlines the Council's commitment to playing a leading role in:
  - Building communities we can be proud of;
  - Installing infrastructure first;
  - Building new homes to help young people get on the housing ladder;
  - Developing the skills of our people through training and apprenticeships;
  - Nurturing our growing digital economy; and
  - Making the most of our heritage, culture and environment.
- 2.3. The Council's Strategy for 2018-2021 – Norfolk Futures – will provide the mechanism to enable these ambitions for the County across all of its activities.
- 2.4. Norfolk Futures will deliver these transformational commitments in a context where demand for our services is driven both by demographic and social trends, and where increasingly complex and more expensive forms of provision are becoming prevalent.
- 2.5. Norfolk Futures is guided by four core principles that will frame the transformation we will lead across all our work:
  - Offering our help early to **prevent and reduce** demand for specialist services;
  - **Joining up** work so that similar activities and services are easily accessible, **done once and done well**;
  - Being **business-like** and making best use of **digital technology** to ensure value for money; and
  - Using evidence and data to **target our work** where it can make the most difference.
- 2.6. Under the banner of Norfolk Futures we will deliver sustainable and affordable services for the people who need them most. The whole Council needs to change to keep up with increasing demands and ever better ways of working.
- 2.7. These principles frame the transformation that we must lead across all our services and activities. This is all underpinned by evidence and political support, to change how the Council works and how we work with the people of Norfolk.
- 2.8. By 2021 the strategy and underpinning Service Plans will have moved the Council towards a more sustainable future with affordable, effective services. This means that we will have radically changed the ways we do some things. We will know our citizens and manage their needs effectively using the best evidence to enable the most appropriate outcomes. We will be working jointly across the Council on our biggest challenges by default, and changing the way we work to reflect new technology and ways of working. This will enable us to work smarter, better and plan long term to be the Council the County needs.
- 2.9. These principles frame the transformation across all our services and activities and we currently have 7 priorities to help us to deliver the strategy:

- Safe Children and Resilient Families;
- Promoting independence for Vulnerable Adults;
- Smarter Information and Advice;
- Towards a Housing Strategy;
- Digital Norfolk;
- Local Service Strategy; and
- Commercialisation.

2.10. Further information about the Norfolk Futures priorities relevant to this Committee, and how they will inform and support 2019-20 budget planning, are set out in section 5 of this report. Summary details of all the priorities are set out in the report to Policy and Resources Committee.

### 3. 2019-20 Budget Planning

3.1. The Medium Term Financial Strategy (MTFS) was agreed in February 2018 including £78.529m of savings and with a remaining gap of £94.696m. The MTFS provides the starting point for the Council's 2019-20 Budget planning activity. Full details of cost pressures assumed in the Council's MTFS are set out in the 2018-19 [Budget Book](#).<sup>1</sup>

3.2. Existing savings in the Council's MTFS are shown by Committee in the table below. These are the savings agreed as part of the 2018-19 (and earlier) budget process, and will need to be delivered in addition to any new savings proposed to close the remaining budget gap.

**Table 1: Planned net recurring savings 2018-19 to 2021-22**

<b>Committee</b>	<b>2018-19 Saving £m</b>	<b>2019-20 Saving £m</b>	<b>2020-21 Saving £m</b>	<b>2021-22 Saving £m</b>	<b>Total Saving £m</b>
Adult Social Care	-27.290	-9.351	-13.700	-3.900	-54.241
Children's Services	-2.641	-4.342	-2.000	-2.000	-10.983
Environment, Development and Transport	-1.440	-0.310	-0.350	-1.850	-3.950
Communities	-1.803	-0.435	-2.786	-1.500	-6.524
Business and Property	-1.051	-2.075	-2.050	-1.150	-6.326
Digital Innovation and Efficiency	-0.726	-1.000	-0.700	0.000	-2.426
Policy and Resources <sup>2</sup>	4.952	1.356	-0.387	0.000	5.921
<b>Grand Total</b>	<b>-29.999</b>	<b>-16.157</b>	<b>-21.973</b>	<b>-10.400</b>	<b>-78.529</b>

#### **Budget planning principles 2019-20**

3.3. Policy and Resources Committee have agreed the following key principles for budget planning in 2019-20:

- Budget planning will cover the three year period 2019-20 to 2021-22;

<sup>1</sup> <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2018-22.pdf?la=en>

<sup>2</sup> The net savings position for Policy and Resources Committee reflects the reversal of a number of significant one-off savings from 2017-18, such as the use of the Insurance Fund and the use of Capital Receipts totalling £11.299m. The gross savings to be delivered by Policy and Resources Committee budgets in 2018-19 are £6.347m.

- Budget proposals will target “shifting left” as a priority in terms of service provision (i.e. preventing and reducing demand for more intensive and higher cost services);
- Savings targets will be profiled as they arise over the three years of the Medium Term Financial Strategy (not brought forward);
- The 2019-20 Budget will seek opportunities to increase the level of the General Fund balance to ensure the medium term financial position is robust and the Council is better protected against future changes in funding; and
- The four Norfolk Futures principles as set out in paragraph 2.5 will underpin the development of budget proposals.

### **Budget assumptions 2019-20**

3.4. The Council’s current forecast budget gap is based on a number of key assumptions, including:

- That Revenue Support Grant will entirely disappear in 2020-21. This equates to a pressure of around £39m, but significant uncertainty is attached to this and the level of savings required in year two could be materially lower should this loss of funding not take place.
- Further substantial cost pressures including:
  - inflation, including the 2% pay increase for staff;
  - demographic changes and increased demand for our services; and
  - legislative changes where national policies have added to our costs.
- Planned savings of £49m to be delivered over the period 2019-20 to 2021-22.
- That the 2018-19 budget can be successfully delivered (no overall overspend occurring and no savings emerging as undeliverable). The Council’s forecast 2018-19 outturn position is discussed in the monitoring report elsewhere on the agenda.
- Ongoing annual pressures will exist in waste budgets from 2019-20.
- Pressures in Minimum Revenue Provision (MRP) budgets will be felt from 2020-21.
- Budget planning is based on the following council tax increase assumptions (and also assumes there is no scope to increase the ASC precept in 2019-20 based on the current terms set out by Government):

**Table 2: Council Tax assumptions (as per 2018-22 MTFS)**

	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>
Assumed increase in general council tax	2.99%	1.99%	0.00%
Assumed increase in Adult Social Care precept	0.00%	0.00%	0.00%
<b>Total assumed council tax increase</b>	<b>2.99%</b>	<b>1.99%</b>	<b>0.00%</b>

3.5. The planned 2.99% increase in council tax is based on the current understanding of updated assumptions and flexibility offered by the Government in the 2018-19 local government finance settlement. Any reduction in this increase will require additional savings to be found. The assumed council tax increases are subject to Full Council’s decisions on the levels of council tax, which will be made before the start of each financial year.

- 3.6. Assumptions around increases in the council tax base are prudent (0.5% annual growth), and as set out in the above table, no increase in council tax has been planned for 2021-22.

### Latest forecast budget gap 2019-20 to 2021-22

- 3.7. The latest budget planning position, taking into account the changes agreed by Policy and Resources Committee, is shown in the table below. The latest budget assumptions would mean an unchanged overall gap of £94.696m, with **£22.089m required to close the gap in 2019-20**.

**Table 3: Latest forecast budget gap 2019-20 to 2021-22**

	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Original gap at MTFS 2018-19 to 2021-22	34.165	60.530	0.000	<b>94.696</b>
Reprofile savings requirement to 2021-22	-12.077	-12.077	24.153	<b>0.000</b>
<b>Forecast gap as at 16 July 2018 P&amp;R report</b>	<b>22.089</b>	<b>48.454</b>	<b>24.153</b>	<b>94.696</b>

### Key budget risks 2019-20

- 3.8. Uncertainties remain about a number of items **which have not currently been reflected in the budget planning assumptions**, but which could potentially result in an increase in the overall gap. As a result, additional pressures, which have not currently been provided for, may arise in 2019-20 relating to:
- Ongoing pressures arising within the Children's Services budget in 2018-19 may need to be recognised in 2019-20 relating mainly to the number and cost of Looked After Children, High Needs Block pressures, and also in respect of any delay or non-delivery of planned savings;
  - Market and system pressures affecting Adult Social Services (cost of care);
  - Increasing the level of the General Fund reserve;
  - Adjustments to salary scales (circa £0.350m) required in 2019-20 in response to the two-year pay award; and
  - Changes in the forecast 2018-19 level of savings delivery to allow for any mitigation of undeliverable savings.
  - Impact of the potential transfer of Norfolk Fire and Rescue Service to the Police and Crime Commissioner.
- 3.9. The risks and assumptions relating to the 2019-20 Budget will continue to be monitored and updated as budget planning activity proceeds.

### Medium term forecast – 2020-21 and beyond

- 3.10. The Council's has a reasonable degree of certainty about resources available for the period to 2019-20 as a result of the four year allocations of funding announced by the Government in 2016-17. There is however a much greater level of uncertainty in respect of planning for 2020-21 and beyond. This is in large part due to the absence of firm information about the Government's plans for Revenue Support Grant following the implementation of the proposed 75%

retention of business rates. It is Government policy<sup>3</sup> for Revenue Support Grant to be devolved as part of the implementation of a reformed business rates retention system and there is limited information about the implications of this for overall funding levels in subsequent years.

- 3.11. Taking account of this uncertainty, the County Council's planning is based on an assumption that Revenue Support Grant disappears entirely in 2020-21 as detailed in paragraph 3.4 above and equating to a pressure of £39m. In addition, the loss of New Homes Bonus and Rural Services Delivery Grant is also assumed (£2.742m and £3.195m respectively).
- 3.12. Alongside the more regular annual budget pressures (such as inflation and demographic growth) the assumptions about reductions in funding result in a **significant forecast gap of £48.454m arising in 2020-21**. In the event that these pressures do not materialise, or if they are subject to a different timescale, the level of savings required in 2020-21 could be materially different.
- 3.13. It is not yet clear when there will be certainty about funding levels for 2020-21. Some additional information is likely to emerge early in the 2019-20 financial year as part of the Comprehensive Spending Review and further development of the Fair Funding Review, but it is highly likely that local authorities will not receive any clarity about individual funding levels until the publication of the provisional Local Government Finance Settlement, which is likely to be in December 2019.
- 3.14. The Executive Director of Finance and Commercial Services is required by section 114 of the Local Government Finance Act 1988 to report to Members if it appears that the expenditure the authority proposes to incur in a financial year is likely to exceed the resources available to it to meet that expenditure. The Executive Director therefore takes a view of the robustness of the Council's budget across the whole period covered by the Medium Term Financial Strategy.
- 3.15. In view of this duty, and the considerable uncertainty about funding levels after the end of the current settlement, **the Council will need to make substantial, sustainable savings in 2019-20 in order to establish a solid platform for the development of a robust budget in 2020-21**.

## 4. Savings allocation

- 4.1. The following table sets out indicative savings required to close the identified gap by Committee which have been agreed by Policy and Resources Committee. The share of savings has been calculated based on current planned 2019-20 net budgets excluding schools, Public Health (in 2019-20 only), capital recharging, and government grants on the basis that these areas are not controllable and therefore should be outside the scope of savings. These savings are required in addition to existing current savings plans.

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<sup>3</sup> The Secretary of State (then Greg Clark) stated in the announcement of the Local Government Finance Settlement 2016/17 that: "Ultimately, Revenue Support Grant will disappear altogether, as we move to 100% business rates retention." (<https://www.gov.uk/government/speeches/final-local-government-finance-settlement-2016-to-2017>). Most recently, the *Invitation to pilot 75% Business Rates Retention in 2019/20* confirmed that: "As part of the move towards a reformed business rates retention system in 2020/21, the government intends to devolve Revenue Support Grant (RSG) [...] To ensure that piloting in 2019/20 closely reflects the government's proposals to date for a reformed business rates retention system, authorities selected as pilots in 2019/20 will be expected to forego Revenue Support Grant (RSG) and Rural Services Delivery Grant (RSDG)." (<https://www.gov.uk/government/publications/75-business-rates-retention-pilots-2019-to-2020-prospectus>).



**Table 4: Indicative savings by Committee**

	<b>2019-20 £m</b>	<b>2020-21 £m</b>	<b>2021-22 £m</b>	<b>Total £m</b>	<b>Proposed share of new savings %</b>
Adult Social Care	-9.626	-19.527	-9.745	<b>-38.898</b>	41%
Children's Services	-5.726	-12.064	-6.037	<b>-23.827</b>	25%
Environment, Development and Transport	-2.820	-5.988	-2.962	<b>-11.770</b>	12%
Communities	-1.647	-6.262	-3.115	<b>-11.025</b>	12%
Digital Innovation and Efficiency	-0.369	-0.736	-0.373	<b>-1.477</b>	2%
Business and Property	-0.154	-0.180	-0.045	<b>-0.379</b>	0%
Policy and Resources <sup>4</sup>	-1.747	-3.697	-1.875	<b>-7.319</b>	8%
<b>Total</b>	<b>-22.089</b>	<b>-48.454</b>	<b>-24.153</b>	<b>-94.696</b>	

- 4.2. Policy and Resources Committee have agreed a timetable for Service Committees to report detailed 2019-20 Budget proposals back to Policy and Resources in October.

## **5. Committee response**

- 5.1. This report proposes an approach for the Committee to adopt in developing saving proposals for 2019-20, and explains how this will be aligned to the Norfolk Futures principles. It also details the key pressures and risks that the Committee will need to consider in developing budget proposals for 2019-20.

### **Vision and overall approach to developing proposals – Community and Environmental Services Department (CES)**

- 5.2. Community and Environmental Services has responsibility for the delivery of a wide range of services; there is no hierarchy as each area has a vital role to play in achieving better outcomes for Norfolk. Whilst our audience is “universal”, many of our services are now focused on supporting the principles and priorities laid out in Norfolk Futures, and in particular, the social care demand management agenda. We can proactively provide information and advice to help people to make better choices that enable them to live fulfilling independent lives.
- 5.3. We continue to provide vital services to ensure that our residents are safe, both in their own homes and when out and about in our County.
- 5.4. Broadly, CES services are focussed around the following outcomes:-
- Safety and harm reduction
  - Proactive prevention
  - Providing choices

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<sup>4</sup> Including Finance General

- Raising aspirations
- Improving outcomes and economic growth

A representation of how CES services map against these outcomes is included at Appendix A. In practice, many of these services will contribute across a number of outcomes and the illustration is intended to show the primary drivers only. Note that Appendix A includes all CES services, not just those falling under the responsibility of the EDT Committee.

- 5.5. In terms of an overall strategy for developing budget proposals, the range of services and outcomes means that a single approach would not be beneficial. Instead, CES is focussing on service redesign the broadly following three distinct approaches:-

- Cost reduction
- Collaboration
- Development

A diagram showing how these approaches map across services is also included at Appendix A. The Executive Director will talk through this approach in more detail at committee.

### **Service specific budget issues for 2019/20**

- 5.6. There are a number of service specific issues which budget proposals are being developed within the context of:-

- Weather/environment - a number of services have risks directly related to the weather/environment. For example, the amount of spend on winter maintenance depends on how hard the winter season is and for how long, waste volumes increase during long periods of good weather (green waste like grass cuttings) and flooding events impact local communities. In addition, there is clear evidence that severe or prolonged weather conditions impact directly on the condition of the highway, including the number, severity and speed of deterioration of potholes.
- Waste – there are a number of pressures and risks relating to the waste service. Whilst recycling and waste minimisation activities continue, housing and population growth means that the overall trend of waste volumes continues to increase. There is also continued uncertainty in the recycling commodities market, in part due to the impacts of restrictions from China accepting recycled materials. Central Government are also considering future waste legislation which is expected to be published later this year, and which could bring new financial implications e.g. ‘incineration tax’.
- Concessionary fares - there continues to be a shortfall in the funding from Government. Another 3 year deal has been successfully negotiated with bus operators to mitigate this. The current agreement expires at the end of March 2020, and a new arrangement will need to be negotiated.

### **Leading and contributing to Norfolk Futures priorities**

- 5.7. As reported to Committee in March, the EDT Committee is not directly responsible for any of these priorities though EDT plays a role in most, for example:-
- **Commercialisation** – the Committee has previously considered options to further commercialise the highways service, and further work has been carried out on this. A separate paper with a proposed way forward is included elsewhere on the agenda for the meeting today.
  - **Digital Norfolk** – there have been a number of technology based developments and efficiencies, including further roll out of LED lanterns for street lights, new IT software and tablet technology for staff to use while out and about. The Assistant Director Highways and Waste is presenting a paper to the Digital Innovation and Efficiency Committee later this month on the progress made to date, to prompt a discussion about further opportunities, including whether there are opportunities for better use of highway assets to support digital Norfolk improvements.
  - **Local Service Strategy** – the majority of EDT Committee services are delivered in localities. We are actively involved in developing the scope of this priority, which is likely to include better utilisation of appropriate buildings and front-line resources, and better join up of community provided services.

#### **Delivery of budget savings proposals already agreed**

- 5.8. There are no current issues in terms of successful delivery of budget saving proposals previously agreed by Members, and at this stage they are all expected to be delivered on time as planned.

## **6. Budget Timetable**

- 6.1. The Council's overarching budget setting-timetable for 2019-20 was agreed by County Council in February as part of the 2018-19 Budget. The timetable is updated as further information becomes available (for example about the timing of Government announcements). The latest version of the timetable is set out in the table below.

**Table 5: Budget setting timetable 2019-20 to 2021-22**

<b>Activity/Milestone</b>	<b>Time frame</b>
County Council agree recommendations for 2018-22 including that further plans to meet the shortfall for 2019-20 to 2021-22 are brought back to Members during 2018-19	12 February 2018
Spring Statement 2018 announced	13 March 2018
Consider implications of service and financial guidance and context, and review / develop service planning options for 2019-22	February – June 2018
Member review of the latest financial position on the financial planning for 2019-22	July 2018
Development of savings proposals 2019-22	June – September 2018
Member review of service and budget planning position including savings proposals	Committees in October 2018

Consultation on new planning proposals and council tax 2019-22	Late October to December 2018 / January 2019
Chancellor's Autumn Budget 2018	TBC November / December 2018
Provisional Local Government Finance Settlement	December 2018
Service reporting to Members of service and financial planning and consultation feedback	January 2019
Committees agree revenue budget and capital programme recommendations to Policy and Resources Committee	Mid-January 2019
Confirmation of District Council tax base and Business Rate forecasts	31 January 2019
Final Local Government Finance Settlement	TBC February 2019
Policy and Resources Committee agree revenue budget and capital programme recommendations to County Council	28 January 2019
County Council agree Medium Term Financial Strategy 2019-20 to 2021-22, revenue budget, capital programme and level of council tax for 2019-20	11 February 2019

## 7. Financial implications

- 7.1. Potentially significant financial implications are discussed throughout this report. Any implications of the Autumn Budget and the three changes expected to be implemented in 2020-21 will be reflected as far as possible in the Council's 2019-20 budget planning, and these impacts will need to be refined as further information is made available by Government.
- 7.2. Specific financial risks in this area are also identified in the Corporate Risk Register, including the risk of failing to manage significant reductions in local and national income streams (RM002) and the risk of failure to effectively plan how the Council will deliver services (RM006).
- 7.3. Risks relating to budget setting are also detailed in the Council's budget papers. There is a risk in relation to the Comprehensive Spending Review and the Fair Funding Review that a failure by the Government to provide adequate resources to fund local authorities could lead to a requirement for further service reductions, particularly where the Fair Funding Review results in a redistribution between authority types or geographical areas.

## 8. Issues, risks and innovation

- 8.1. Significant risks, assumptions, or implications have been set out throughout the report. Some general risks relating to development of budget proposals are as follows:-
  - Income generation - as we continue to maximise and increase reliance on generation of income from various sources and become more reliant on market factors, we increase our risk. This includes work as part of the Commercialisation priority under Norfolk Futures.

- External funding – there are a number of projects and services being fully or partly funded by external funding, for example grants from other organisations and successful funding bids. Many of these include an element of match funding or similar expectations about the County Council's input. Reductions in revenue funding could impact on our ability to do this and we could risk losing funding or our ability to successfully bid for funding in the future.
  - Staffing - It is unlikely to be possible to deliver the level of savings required without some changes and reductions in staffing levels. The CES Department has already made a number of changes/reductions to staff in recent years, including reducing the number of managers in the department, but further reductions will be needed. Although we will take steps to minimise the impact of any changes as far as possible, including by introducing new ways of working, there is a risk that a reduced workforce will directly impact on the level of service we are able to deliver.
- 8.2. Equality issues were considered in the Equality Impact Assessment of 2018-19 budget proposals. Decisions about significant savings proposals with an impact on levels of service delivery will require public consultation. As in previous years, new 2019-22 saving proposals, and the Council's Budget as a whole, will be subject to equality and rural impact assessments later in the budget-setting process.

## 9. Background Papers

Norfolk County Council Vision and Strategy

<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/corporate/council-vision-and-strategy>

Norfolk County Council Revenue and Capital Budget 2018-22 (Item 4, County Council 12 February 2018)

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/592/Committee/2/SelectedTab/Documents/Default.aspx>

Norfolk County Council Budget Book 2018-22

<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2018-22.pdf?la=en>

Strategic and Financial Planning 2019-20 to 2021-22 (Item 10, Policy and Resources Committee, 16 July 2018)

<http://norfolkcc.cmis.uk.com/norfolkcc/Meetings/tabid/128/ctl/ViewMeetingPublic/mid/496/Meeting/1419/Committee/21/SelectedTab/Documents/Default.aspx>

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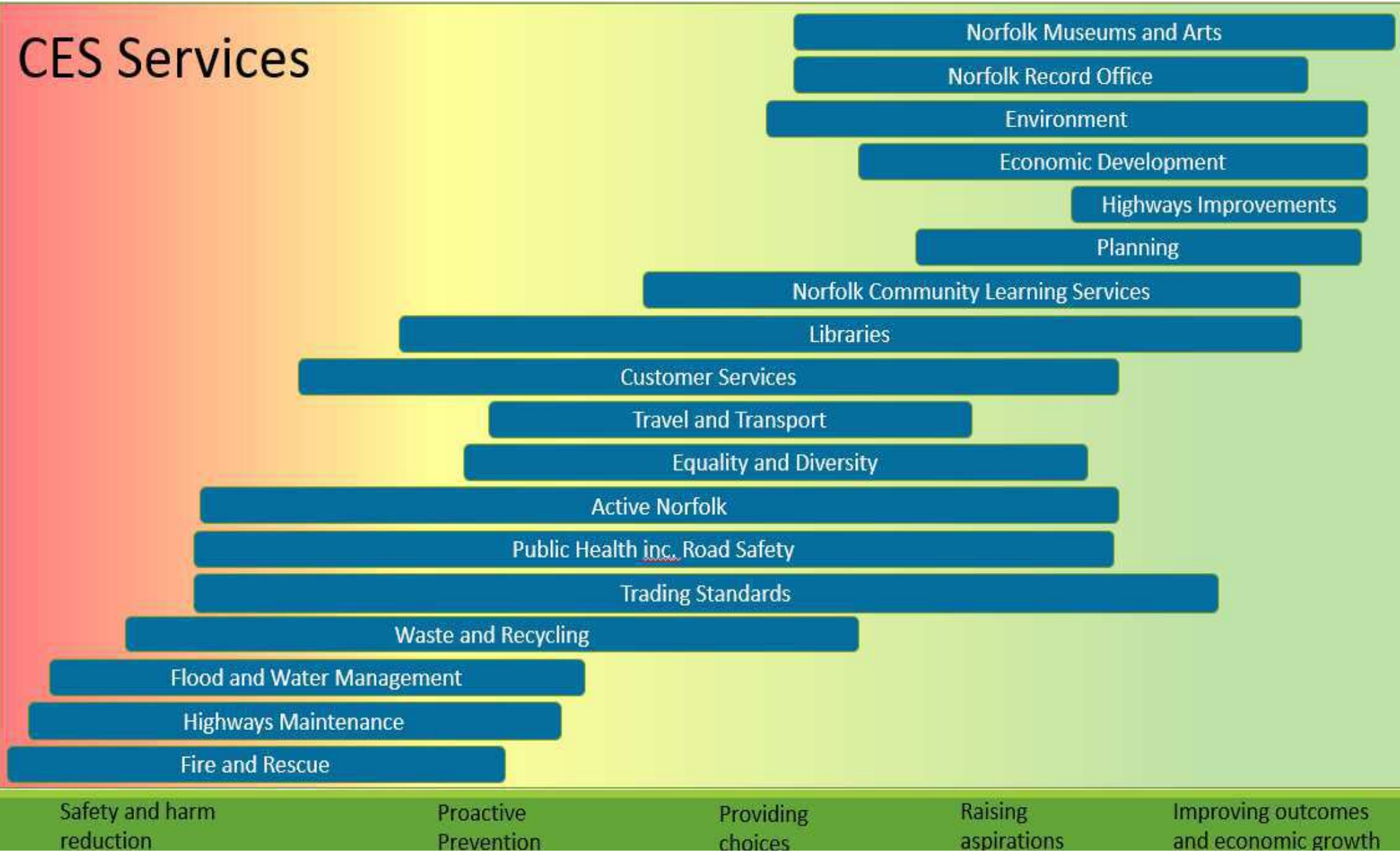
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# CES Services

## Savings Approach

### Cost Reduction

- Reduction of cost through capitalisation and other programmes
- Risk based approach to service delivery
- Short term investment to delivery long term benefits; e.g. upgrade to digital
- Maintenance of services to ensure public safety and integrity of infrastructure

## Savings Approach

### Collaboration

- Reduction of ongoing revenue costs through delivery of Norfolk Futures – specifically supporting demand and cost reduction in social care
- Organisation of assets in line with the emerging Local Service Strategy
- Risk stratification approach to service delivery, focusing on community resilience and implementation of four strategic principles
  - Prevent and reduce demand
  - Joining up services
  - Use of digital
  - Targeting of services

## Savings Approach

### Development

- Income generation through an increase in the visitor economy and investment in key infrastructure
- Transition toward self sustainability and continuing commerciality
- Skills agenda supporting the Industrial Strategy and New Anglia LEP priorities
- Developing alternative delivery vehicles (e.g. charities and CICs)
- Increased financial contributions from external contracts/agreements
- Securing external funding
- Invest to save initiatives
- Developing partnerships to promote economic growth

Norfolk Museums and Arts

Norfolk Record Office

Enrichment

Economic Development

Highways Improvements

Libraries

Customer Services

Travel and Transport

Supporting the Community

Active Norfolk

Public Health Inc. Road Safety

Building Standards

Waste and Recycling

Flood and Water Management

Highways Maintenance

Fire and Rescue

Safety and harm

reduction

Proactive

Prevention

Providing

choices

Raising

aspirations

Improving outcomes

and economic growth

# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Norfolk Vanguard Offshore Windfarm Consultation</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe - Executive Director, Community and Environmental Services</b>

## **Strategic impact**

The above offshore windfarm and onshore grid connection infrastructure will be determined as a Nationally Significant Infrastructure Project under the Planning Act 2008. Norfolk County Council is a statutory consultee on such projects and therefore has the opportunity to comment and influence the final decision. Responding to such consultations will ensure the County Council's views are formally taken into account prior to a final decision being made by the Secretary of State.

## **Executive summary**

Consultation by the Planning Inspectorate on a proposal by Vattenfall (Swedish Energy Company) for an offshore wind farm 47 km off the Norfolk coast comprising: up to 200 turbines; and onshore supporting infrastructure including: landfall at Happisburgh; buried cable route (60 km); extending the existing substation at Necton; and construction of a new sub-station (close to Necton substation). The proposal has a generating capacity of 1.8 Giga Watts, which is sufficient to provide 1.3 million homes with electricity. Given the scale of the development it is deemed to be a Nationally Significant Infrastructure Project (NSIP) and will be determined by the Secretary of State for Business, Energy and Industrial Strategy.

This is a formal Development Consent Order (DCO) consultation under Section 56 of the Planning Act 2008. This is the final opportunity to make any formal representations on the merits of the proposal prior to the statutory Examination, although the County Council will have an opportunity to submit a Local Impact Report (LIR) under S60 (3) of the Act ahead of the Examination.

Members will be aware that comments on the pre-application version of this project (Section 42) were agreed under delegated chief officer powers in consultation with the Chair and Vice Chair of this Committee and sent to the applicant in November 2017.

While the principle of this proposal is consistent with National Policy on renewable energy there are a number of detailed issues in respect of highway matters; and flood risk management, which will need to be resolved ahead of any final decision on the DCO.

## **Recommendations:**

### **It is recommended that Members:**

- (a) Supports the principle of this offshore renewable energy proposal, which is consistent with national renewable energy targets and objectives, subject to:
  1. The holding highway objection set out in the report being satisfactorily resolved;
  2. The implementation of appropriate highway; historic environment; and surface water conditions / requirements being resolved through the DCO; and
  3. The detailed comments set out in this report and in Appendix 1 being addressed through the DCO process.
- (b) Supports the use of HVDC technology which removes the need for an additional

## 1. Proposal

- 1.1. This is a DCO application for an offshore windfarm and onshore ancillary grid connection infrastructure in Norfolk, which will be determined by the Secretary of State for Business, Energy and Industrial Strategy. The application is defined as a Nationally Significant Infrastructure Project (NSIP) under the Planning Act 2008.
- 1.2. Members will recall that the pre-application version of this proposal was dealt with under delegated chief officer powers in consultation with the Chair and Vice Chair of this Committee in November 2017. The comments sent on behalf of the County Council broadly supported the proposal subject to a number of detailed matters being resolved (see Assessment Section below). Members will also recall that a similar proposal (Hornsea Project Three) was considered by this Committee on 6 July 2018 and supported subject to a number of detailed matters being resolved. Both proposals through their Environmental Impact Assessment (EIAs) have taken into account the cumulative impacts arising from both schemes.
- 1.3. The DCO application is now being handled by the Planning Inspectorate under Section 56 of the above Act. This is the final opportunity to respond to the DCO application ahead of the formal Examination process and a response will facilitate the Council's involvement in the Examination process should this be necessary. The County Council will also, however, be able to submit a Local Impact Assessment (LIR) under S60(3) of the Act ahead of the Examination providing further details and evidence in respect of the application's overall impact on the County Council's function.
- 1.4. The County Council is a statutory consultee and can make comments on the DCO Application and the supporting Environmental Impact Assessment (EIA) / Environmental Statement (ES).
- 1.5. The proposal for the Norfolk Vanguard Wind Farm comprises:

### (a) Key Offshore Infrastructure

Location and Distance Offshore	:	Located in two distinct areas approximately 47 and 70 km respectively off the Norfolk coast (see Map 1 (Appendix 2) attached).
Total Site Area	:	592 sq.km. in two separate areas: East 297 sq.km. and West 295 sq.km.
Proposed Capacity	:	Installed capacity of 1.8 Giga-Watt (sufficient to supply 1.3 million households with electricity).
Number and size of turbines	:	Range between 90 x 20 MW to 200 x 9 MW turbines with a maximum tip height of up to 350 m.
Offshore works	:	Interconnector Cables and foundations:
	:	Up to four cables to landfall totalling 400 km (length of export cables).
	:	Up to 2 Offshore electrical (sub-station) platforms; Maximum height 100m; footprint 75 m x 100m;
	:	Up to 2 Offshore Accommodation platforms; Maximum height 100m; footprint 75 m x 100m;

### (b) Key Onshore Work

Landfall Location	:	<p>Immediately south of Happisburgh (0.25 km zone identified - see Map 2 (Appendix 3) attached) – all associated infrastructure will be located underground. The offshore cable will come ashore using Horizontal Directional Drilling (HDD) and duct installation under the cliff. Temporary works compound 60 m x 50 m and access track would be needed.</p> <p><b>Duration</b> 14 – 20 weeks</p>
Cable route		<p>Buried cable route between Happisburgh and grid connection at Necton Substation – approximately 60 km (See Map 3 (Appendix 4) attached).</p> <p>Between 2 – 4 cable trenches (trench width 1-2 m) will be required along an identified 45 m temporary corridor. The corridor width is sufficient to accommodate both the Vanguard and Boreas projects in one duct laying operation.</p> <p>Once both cables installed a 20 m corridor required for permanent easement.</p> <p><b>Duration</b> 24 months</p>
		<p>The above cable route works would be sufficient to facilitate both the Vanguard and Boreas Projects and forms part of the Vanguard DCO application.</p>
Necton - National Grid Sub-station (Extension)	:	<p>The existing Necton National Grid substation (140 m x 145 m = 20,300) would require an extension to accommodate the Norfolk Vanguard and Norfolk Boreas connection points (see Map 4 (Appendix 5) attached):</p> <ul style="list-style-type: none"> <li>• 340 m x 150 m = 51,000 sq.m.(less the existing operational site 140 m x 150 m = 21,000) = 30,000 sq.m.</li> <li>• Maximum height 15 m.</li> </ul> <p>The extension would take the existing sub-station from 20,300 sq.m. to over 50,000 sq.m. (more than doubling the size).</p> <p><b>Duration</b> 24 – 30 months</p>
<p>Necton - New Sub-station Vanguard Project</p> <p>HVDC Convertor</p>	:	<p>A new onshore substation will be required with a total maximum land requirement for the HVDC convertor station to the perimeter fence of 250m x 300m (75,000 sq.m.);</p> <p>Maximum height of building 19 m (HVDC); Tallest Structure height 25 m – lightening Protection Masts.</p> <p>Plus temporary construction area 200 m x 100 m (20,000 sq.m.) to accommodate offices; car parking; workshops and storage areas;</p> <p>The proposed substation will be located near to the Necton National Grid Substation – see Map attached</p> <p><b>Duration</b> – 24 -30 months</p>
Overhead Line	:	<p>Two new overhead line towers would be required in</p>



Modifications		<p>close proximity to the existing corner tower (to the north east of the existing Necton substation) with a maximum height of 55m. The existing corner tower would be demolished such that the net new number of towers is one.</p> <p>The above overhead line works would be sufficient to facilitate both the Vanguard and Boreas Projects and forms part of the Vanguard application.</p>
	:	<b>Duration:</b> Construction time approximately 24 - 30 months for sub-station and pylon work (this includes groundworks and civil construction elements).
Ancillary Works (pre-construction works)	:	<p>The onshore work will require, <i>inter alia</i>:</p> <p>Construction compounds – i.e. support buildings private road and hard standing;</p> <p>Construction of temporary haul roads and access tracks along the onshore cable route;</p> <p>Archaeological and ground investigation;</p> <p>Improvements to highway verges;</p> <p>Highway and private access roads;</p> <p>Works to move sewers, drains; and cables;</p> <p>Works affecting non-navigable rivers, streams or water courses;</p> <p>Landscaping and other works to mitigate any adverse effects of the construction; operation, maintenance or decommissioning of the project including ecological monitoring and mitigation works.</p> <p><b>Duration:</b> 24 months (2020 -2021)</p>
<b>Indicative Construction Programme</b>		
Landfall duct installation	:	2022 - 2023
Pre-construction works	:	2020 - 2021
Cable – duct installation	:	2022 - 2023
Cable – pull	:	2024 - 2025
Substation installation	:	2024 - 2025

## 2. Evidence

2.1. The principal role of the County Council in responding to the above wind farm proposal, and the onshore infrastructure requirements, will be in respect of the Authority's statutory role as:

- Highways Authority;
- Minerals and Waste Planning Authority;
- Lead Local Flood Authority (LLFA); and



- Public Health responsibilities.
- 2.2. In addition the County Council has an advisory environmental role and economic development function, which also needs to feed into any response made to the above windfarm proposal.
- 2.3. Other statutory consultees include:

Natural England	Highways England
Historic England	Drainage Boards
Marine Management Organisation	Public Health England
Maritime and Coastguard Agency	Energy and utility companies with cable and pipeline interests
Civil Aviation Authority	Parish, District and other County Councils

- 2.4. The remainder of this section of the report assesses the Environmental Statement (ES) and other supporting documentation in respect of the County Council's key functions and sets out the Authority's proposed response / comments. The response largely relates to the onshore infrastructure required to connect the electricity generated to the National Grid. Appendix 1 provides more detailed comments and proposed planning conditions / requirements the County Council would like attaching to any DCO. It should be noted that officers are in continuous contact with the applicants of both offshore windfarms with regard to over-coming any technical issues.

## **ASSESSMENT of the Environmental Statement (ES)**

### **Overview**

- 2.5. The proposal has a maximum installed capacity of 1.8 Giga Watts (1,800 MW) of electricity, sufficient to power approximately 1.3 million households (i.e. this represents more than three times as many dwellings in Norfolk (2011)). Current operational offshore capacity in the UK is just over 4 GW (2015), therefore if consented the Vanguard proposal would potentially increase the UK's installed capacity by 33%.
- 2.6. The proposal will generate thirty times more energy than the Scroby Sands wind farm (60 MW) and more than five and half times more energy than the Sheringham Shoal wind farm (317 MW). As such the proposal would make a significant contribution to the Government's Renewable Energy targets and objectives (see Section 5 below).

### **Comment**

- 2.7. The principle of this offshore renewable energy proposal is supported as it is consistent with national renewable energy targets and objectives, subject to the detailed comments below being satisfactorily resolved with the applicant.

### **Grid Connection Issues**

- 2.8. Since considering the pre-application version of the above proposal, the applicant has now opted to pursue a High Voltage Direct Current (HVDC) solution in respect of its cabling route and grid connection infrastructure. The advantages of using HVDC for transmission purposes is that it:
- (a) removes the need for a HVAC Cable Relay Station (CRS), which would be required near the villages of Ridlington and East Ruston; and
  - (b) narrows the cable width corridor from 100 m to 45 m (with 20 m easement on completion) along the 60 km route.
- 2.9. Grid connection is proposed at Necton and would involve, as indicated above, a

significant extension to the existing sub-station taking it from just over 20,000 sq.m to over 50,000 sq.m. In addition there would be the need for a new HVDC convertor substation for the Vanguard project comprising a further 75,000 sq.m. There would also be a need for up-grading the power lines comprising a new tower. It is recognised that the proposed HVDC convertor station will be more visible structure than a HVAC substation and will stand 4 m higher than a comparable HVAC substation at 19 m.

- 2.10. **Comment** - the County Council welcomes the decision by Vattenfall to pursue a HVDC solution which removes the need for additional onshore infrastructure (cable relay station) in North Norfolk and reduces the potential environmental impact associated with the cable route by narrowing the cable corridor from 100m to 45 m.

### **Electricity Supply Issues**

- 2.11. County Council officers have been in discussion with Vattenfall and other potential offshore windfarm developers regarding the potential for electricity generated from these proposals to be used within the local distribution networks (132 kv and below) i.e. to assist where there are electricity deficits. These discussions have also involved National Grid who have made a formal and legally binding grid connection “offer” to Vattenfall.
- 2.12. National Grid have indicated that the onshore cables from the wind farms will ultimately belong to a future Offshore Transmission Operator (OFTO). In such circumstances, where the main connection point for the OFTO system is at a transmission substation (National Grid), the regulatory arrangements governing OFTO infrastructure do not provide for secondary interconnection between the OFTO system and a local distribution network operator (DNO)(i.e. UK Power Networks). In other words there is no opportunity of “tapping” into the transmission cables and feeding into the local electricity transmission network.

### **Comments**

- 2.13. It is felt that Vattenfall should work with National Grid and UK Power Networks to consider options regarding the potential to feed electricity into the local transmission networks.

In addition the County Council will continue to work with the Local Enterprise Partnership (LEP) through the TRI - Local Energy Strategy (endorsed by this Committee in July 2018), in order to lobby central government to make legislative changes to overcome the obstacles to secondary inter-connection raised above.

### **Socio-Economic Issues**

- 2.14. There are potentially significant economic benefits that may arise from the Vanguard proposal in terms of:
- Local employment creation;
  - Business sectors affected by construction; and
  - Operations and Maintenance (O&M) of the wind turbines.
- 2.15. The ES indicates that the project could create up to 1,063 jobs during construction (463 offshore and 600 onshore) and up to 294 during the operation and maintenance stage (longer term). The ES indicates that “.. there is the potential for major long term benefits to the region due to increased employment across the supply chain serving the offshore wind industry”.
- 2.16. The County Council’s Economic Development team has enjoyed regular, constructive dialogue with many members of the Vattenfall team. The company is engaging with local supply chain companies and seems keen to ensure that

local businesses can benefit as far as possible from a wide range of contracts as they emerge. The company also shares the County Council's ambition to attract new investment into the area, in particular new manufacturing capacity and has been working with County Council's Economic Development Team in a number of areas. The company has an excellent relationship with Gt Yarmouth Port, which hopefully will lead to its use both during the construction phase and later in respect of operations and maintenance (O&M).

2.17. It is understood that Vattenfall has signed a Memorandum of Understanding with Peel Ports Great Yarmouth in 2017 to explore locating the Swedish energy group's operations base at the East Anglian facility. Both Vattenfall and Peel Ports expect to finalise their agreement during the summer of 2018. If Vattenfall build both wind farms, they expect to employ up to 150 skilled, local technicians to maintain their projects for a minimum of 25-years.

2.18. The County Council is working with all energy companies and the New Anglia LEP to promote this sector and develop a Skills Strategy for the types of skills required for young people in schools and colleges. In addition the County Council would like to see:

- Apprenticeships,
- Work experience; and
- Internship opportunities at an appropriate stage.

2.19. The County Council is working with Vattenfall to further develop the above Strategy and ensure that there is a skills legacy to the project.

#### **Comments**

2.20. The County Council should continue to work pro-actively with Vattenfall to demonstrate the economic benefits of using the Port facilities at Great Yarmouth for:

- Construction; assembly and manufacture of windfarm components; and
- Operations and maintenance.

The County Council should also continue to work with the applicant to develop the creation of apprenticeships; work experience; and internships.

#### **Wider Community Issues and Impact on Business**

2.21. The applicant has indicated that they are "... committed to exploring options for delivering a provision for communities, with the aim of recognising hosts and accounting for change, where benefits acknowledge and address tangible local change. The form of the benefit and its purpose will be explored with relevant stakeholders at the appropriate time, separate to the Development Consent Order process."

Such provision could make a valuable contribution to the local area, by supporting projects such as community building improvements and recreation facilities, conservation and wildlife projects etc.

2.22. The potential impact and disruption caused to local businesses is most likely to occur during the construction phases. As indicated above the amount of onshore works has been reduced as a result of the Vattenfall committing to transmitting the electricity produced using HVDC technology this avoiding the need for a cable relay station in North Norfolk and reducing the cable corridor width. This will in part reduce the potential impact on businesses in the area.

2.23. It is understood that Vattenfall will compensate landowners who are directly affected by the cable route through their land. Compensation is paid for the freehold depreciation of the land affected by the easement and for all reasonable

and substantiated losses arising from construction of the project.

### **Comment**

- 2.24. The County Council welcomes the commitment towards establishing some form of community benefit and would ask Vattenfall to ensure all stakeholders/communities are made aware of such funds and have the opportunity to make appropriate bids.
- 2.25. The reduction in the potential impacts and disruption to business as a consequence of using HVDC technology is welcomed, however, it is felt that Vattenfall should commit to providing appropriate compensation for businesses and communities adversely affected by the construction works.

### **Commercial Fishing**

- 2.26. While commercial fishing is an offshore issue it is considered appropriate to comment on the impacts the above proposal may have on this sector as Norfolk is home to many commercial fishing activities from its numerous ports and landing areas (i.e. potential economic issue).
- 2.27. The ES considers the impact of the proposed windfarm and ancillary infrastructure (offshore cable route; substations; convertor stations and accommodation blocks) on the commercial fishing sector. The type of fishing carried out in the Array area principally comprises:
- Local UK Static gear Fishing potting by UK vessels (i.e. for brown crab, lobster and Whelk);
  - Dutch Vessels undertaking trawling
- 2.28. The impacts arising are most likely during construction leading to temporary loss, or restricted access to fishing grounds and leading to increased steaming times to alternative fishing grounds. However, the ES concludes that the impacts will largely be negligible in the longer term.
- 2.29. The ES also points out that the impact on commercial fishing has been reduced as a consequence of:
- (a) Reducing the number of turbines to a maximum of 200; and
  - (b) Committing to using HVDC technology which uses fewer cable (on the seabed) thus reducing potential snagging issues of fishing gear.
- 2.30. In terms of mitigation and minimising impact, the applicant has indicated that they will, include, for example:
- The provision of timely notices to mariners and the fishing community on any proposed works;
  - Undertaking appropriate liaison with all relevant fishing interests; and
  - Ensuring the layout of the windfarm minimises any future disruption to fishing in the area.

### **Comment**

- 2.31. The County welcomes the revised/amended design of the above proposal and mitigation measures set out in the applicant's ES. However, where there is likely to be a demonstrable impact (i.e. during: construction; operation and/or decommissioning) on commercial fishing affecting communities in Norfolk, it is considered that Vattenfall should provide appropriate compensation (i.e. disturbance payments) to those fishing businesses affected. It is understood that Vattenfall are prepared to provide compensation in appropriate circumstances.

### **Local Highway - key Issues**

- 2.32. Detailed discussions and negotiations will remain on-going throughout the application process particularly in respect of any temporary road closures;

construction traffic management plans; and other travel related planning. Notwithstanding these ongoing discussions officers have assessed the traffic implications arising from all of the following:- the landfall area; onshore cable corridor; connection to the National Grid; compounds; storage areas; and construction accesses – as used by (and / or affected by) construction; operational and decommissioning traffic.

- 2.33. The key issue for the County Council as Highway Authority is in relation to the proposed use of the former Oulton Airfield as the main work compound. The main compound for the project is located on the former Oulton Airfield and seeks to utilise an access and HGV route which the Planning Inspectorate identified in 2014 as being unsuitable for HGV's to use (PINS Appeal ref – APP/K2610/A/14/2212257).

#### **Local Highway Comment**

- 2.34. It is felt that the applicant needs to find a different site for their main compound. However, if they wish to pursue their chosen site then they will need to:
- (i) provide a scheme of permanent off-site highway improvement works comprising carriageway widening along the entire route from the compound to the main road; and
  - (ii) demonstrate that such a scheme is capable of overcoming the issues previously identified by PINS.

In the meantime it is felt that a **holding objection** on highway safety grounds should be raised to the inclusion of this site.

- 2.35. At the time of writing this report the County Council's highway officers are still carefully assessing the supporting documentation in respect of the above matters and will make appropriate comments under delegated officer powers and feed these back to the Planning Inspectorate within the prescribed consultation period. This may include, where appropriate:
- (a) Raising any necessary holding highway objection in the event that highway safety is deemed to be compromised; and/or
  - (b) Seeking Planning Conditions (Requirements) to be attached to the DCO in order to overcome any highway issue.

#### **Wider Strategic Highway Issues**

- 2.36. An onshore substation will be required. The intention is to extend the Necton substation in an east west direction with vehicular access provided from the A47(T). Traffic assessments for the A47(T) are issues for Highways England to comment upon and not the County Council. Nevertheless the County Council has expressed concern with regard to the proposed access arrangements and has suggested that as a minimum, a full right turn lane be provided from the A47(T). An alternative access strategy from the A47(T) has also been proposed by the applicant, however the County Council has again raised safety concerns. Ultimately, access to the A47(T) for the proposed new substation is a matter for Highways England to assess and the County Council can only inform them of our concerns.
- 2.37. Members will be aware of proposals to dual the A47(T) between Easton and North Tuddenham. Highways England have announced a preferred route for the A47(T). Proposals for the dualling of the A47 (T) will follow the same NSIP procedures as the above application. It is understood that formal pre-application work on the A47 dualling will commence later in the year. While there are no immediate plans to dual the A47(T) in the Necton area, it is felt that the above proposal should not fetter any long terms possibilities for the dualling of the A47 in the area.

- 2.38. The applicant will need to liaise with both Highways England and Norfolk County Council (as LHA) to ensure that the planned cable route does not fetter any future major road plans in the area and cause additional costs and/or delay to such road schemes.

### **Strategic Highways Comments**

- 2.39. (a) Vattenfall need to satisfy Highways England with regard to the safety of their proposed access at Necton onto the A47(T). Impact upon driver delay along the trunk road network will also be assessed by Highways England.
- (b) Vattenfall should work closely with Highways England and Norfolk County Council (Highway Authority) to ensure the proposed cable route does not fetter any future plans for the dualling of the A47(T);
- (c) Vattenfall are asked to ensure that their underground Cable Route does not fetter any future highway improvement schemes in Norfolk and that where any reinforcement or diversion is needed to the cable route as a result of such highway works, that Vattenfall will be responsible for any upgrades or diversion of the cables and will fully meet the costs of these works.

### **Minerals and Waste**

- 2.40. Norfolk County Council in its capacity as the Minerals and Waste Planning Authority has been involved in discussions with the applicant; regarding mineral and waste safeguarding, both of sites and resources. Throughout the project preparation information has been exchanged between the parties regarding these safeguarding issues.
- 2.41. The Mineral Planning Authority considers that Chapter 19 of the Environmental Statement correctly assesses the magnitude, sensitivity and significance of the effect of the project on Mineral Safeguarding Areas. The further mitigation suggested, in the ES is considered likely to be effective. The Outline Construction Code of Practice, which will form part of the DCO requirements, states that a Site and Excavated Waste Management Plan will be drawn up, and that this will set out how material from excavations will be reused and recycled, where practicable.

### **Comment**

- 2.42. Norfolk County Council in its capacity as the Minerals and Waste Planning Authority does not object to the Proposed Vanguard Wind Power Project provided that the applicant continues to work with Norfolk County Council regarding the mitigation of impacts on the Mineral Safeguarding Areas.

### **Flood and Drainage Issues and Comments**

- 2.43. The applicant has provided supporting documents for the DCO application addressing local flood risk issues and surface water drainage issues. Chapter 20 of the ES (Water Recourses and Flood Risk) considers the potential impacts of the proposal on water resources and flood risk. The chapter includes a flood risk assessment and provides an overview of the existing baseline where the onshore project area is proposed, followed by an assessment of the potential impacts and associated mitigation for the construction, operation and decommissioning of the project. The assessment also considers cumulative impacts of other proposed projects. This chapter has been considered in



conjunction with Chapter 19 of the ES (Ground Conditions and Contamination).

- 2.44. The ES identifies two key groups of impacts for the purpose of defining impact significance:
- Water resources, (these are potential effects on the physical (including hydrology and geomorphology), biological or chemical character of surface waters or groundwater, potentially impacting on secondary receptors such as wetlands or abstractions, and Water Framework Directive water body status); and
  - Flood risk (these are the potential impacts of the project on site drainage, conveyance and surface water flooding). The potential for cumulative effects has been considered for the construction, operation and decommissioning of the onshore project area cumulatively with the offshore project area as well as with other onshore projects.

**Comment**

- 2.45. The LLFA welcomes that sustainable drainage systems (SuDS) have been proposed for the project where permanent above ground infrastructure is proposed to mitigate against additional impermeable surfaces creating an additional risk of flooding. The LLFA have considered the submitted documents and are pleased to see that strategies have been supplied for the sub-station and the National Grid sub-station extension study areas. The cable corridor has not been considered in the post construction drainage strategy due to the fact that the cable would be below ground and reinstatement to pre development state would mitigate the potential for increased runoff.
- 2.46. It is noted that Greenfield run-off rates and volumes have as yet to be agreed with the LLFA. This will need to be considered during detailed design stage.
- 2.47. It should be noted that where ordinary watercourses are to be crossed by open cut, or any other temporary works are proposed as part of this project are likely to affect flows in an ordinary watercourse, then the applicant would need the approval of Norfolk County Council. The County Council would appreciate early consultation on the number of such crossings of Ordinary Watercourses and the required timeframes for approval. This will enable the team to have adequate staffing resources in place to ensure approvals are not unduly delayed and for and issues to be identified. It should also be noted that other ordinary watercourse crossings would need consent approval from the relevant Internal Drainage Board (IDB). In line with good practice, Norfolk County Council seeks to avoid culverting, and its consent for such works will not normally be granted except as a means of access. Such approvals are separate from planning and temporary mitigation methods may be required while cable laying is undertaken.
- 2.48. Norfolk County Council appreciates that these are initial drainage proposals, however, ideally these matters above (covering infiltration testing and drainage design) should be clarified prior to determination, to ensure that the site has a deliverable surface water drainage strategy. In particular there is no maintenance or management strategy supplied with the application and the LLFA have had to assume that the applicant will take responsibility for maintaining the drainage for the lifetime of development. The LLFA recognise this is a strategic application and is being determined by the Secretary of State as the Planning Authority and to ensure the best possible drainage strategy is developed Norfolk County Council would ask that the attached condition / requirement (see Appendix 1) is integrated into any final DCO consent. Additional technical LLFA will be sent under delegated officer powers to the Planning Inspectorate along with the above comments.

## **Landscape**

- 2.49. County Council officers have attended an Expert Topic Group led by the applicant relating to Landscape and Visual Impact Assessment (LVIA) work.
- 2.50. It is noted that the LVIA has been conducted using the Guidelines for Landscape and Visual Impact Assessment (GLVIA) 3<sup>rd</sup> Edition and other industry best practice guidance. The visualisations; photomontages; and 3D model views are useful in viewing the likely effects of the proposed development and change over time. When viewed in conjunction with the ZTVs (Zone of Theoretical Visibility) photomontages, these give a clear demonstration of the impacts of the Substation and the National Grid Substation Extension, as well enabling an assessment of the mitigation landscaping.

## **Comment**

- 2.51. It should be noted that landscape issues are ultimately a matter for Breckland District Council to comment on as the Local Planning Authority with their own adopted Local Plan policies covering landscape and other environmental matters.
- 2.52. While it is accepted that the onshore elements of Norfolk Vanguard have the potential to impact the landscape and visual amenity, measures have been “designed-in” to minimise these impacts. It is also noted that the location chosen has been selected to minimise visual impact, particularly in relation to the Substation and the National Grid Substation Extension, where existing vegetation and landform have been used to intercept views.
- 2.53. The decision by Vattenfall to pursue a HVDC option in terms of its cable route has, as indicated above, taken away the need for a cable relay station / booster station close to the Norfolk Coast (near Happisburgh). This option is welcomed in terms of minimising the impacts of this development on the landscape in North Norfolk.

## **Public Health**

- 2.54. The County Council would expect detailed matters relating to, for example construction noise; local environmental health; and any other potential contamination issue, to be addressed by the relevant District Councils and/or other statutory body such the Environment Agency. Providing the District Councils are satisfied with the proposal in relation to the above matters, the County Council would not wish to raise any public health concerns at this time.

## **Discharge of Requirements**

- 2.55. As part of the application process there will be a need for a series of planning conditions attached to the final consent (Development Consent Order) covering a range of detailed matters. In the event that the DCO is consented these planning conditions, known as “requirements”, will ultimately need to be discharged as the development progresses. The discharge of conditions is normally undertaken by the determining authority (i.e. local planning authority - LPAs) for non-NSIP schemes. For NSIP schemes there is the potential for the discharge of conditions/requirements to be undertaken by either the District Councils (LPAs) and/or the County Council.

## **Comment**

- 2.56. There are ongoing discussions with the applicant and the District Councils affected by this scheme as to how best the discharge of requirements should be

undertaken. One option might be that there is a single “lead” Authority discharging the requirements. An alternative option would be that each local authority discharge those requirements within their respective area / statutory remit. It is understood that the applicant is prepared to fund the above “discharging” work given the significant resource implication.

### **Local Member Views**

- 2.57. Local Member comments will be reported orally at Committee.

## **3. Financial Implications**

- 3.1. Staff have engaged with the applicant at the technical scoping stage; attending steering group and topic based meetings and provided technical advice and information in respect of the County Council’s statutory responsibilities. The County Council has charged for some of this advice and technical data provided.

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

- 4.1. The County Council is a statutory consultee on any Nationally Significant Infrastructure Project determined by the Secretary of State within Norfolk or on the borders with Norfolk. The County Council will also be invited to submit a Local Impact Report (LIR), the content of which is a matter for the Local Authority and can include local transport issues and the local area characteristics.
- 4.2. The Council’s Planning functions are subject to equality impact assessments. No EqlA issues have been identified at this stage.
- 4.3. The County Council’s internal procedures allow for corporate response/s to be made to NSIP consultations ensuring all the County Council’s statutory responsibilities are taken into account.

## **5. Background**

- 5.1. At a national level the key energy objectives are:

- Reducing greenhouse gases (carbon reduction);
- Providing energy security; and
- Maximising economic opportunities.

In order to meet these objectives more infrastructure is required with an increased emphasis on energy generation from renewable and low carbon sources.

- 5.2. The government’s long term aspiration is to increase the diversity of the electricity mix, thereby improving the reliability of energy supplies as well as lowering carbon emissions. The Government is committed to the following targets by 2030:
- A 40% cut in greenhouse gas emissions compared to 1990 levels;
  - At least a 27% share of renewable energy consumption; and
  - At least 27% improvement in energy efficiency.
- 5.3. The Energy Act 2013 includes provision intended to incentivise investment in low carbon electricity generation, ensure security of supply and help the UK meet its emissions reduction and renewable energy targets. The Climate Change Act 2008 underlines the government’s commitment to addressing both the causes and consequences of climate change. The Act aims to improve carbon management and help the transition towards a low carbon economy in the UK. The Planning Act 2008 also makes specific reference to the need for local authorities to tackle climate change.

5.4. In terms of planning, the UK's commitment to renewable energy has been captured in the following National Policy Statements (NPSs):

- Overarching NPS for Energy (NPS EN 1);
- NPS for Renewable Energy Infrastructure (NPS EN 3);
- NPS for Electricity Networks Infrastructure (NPS EN 5).

The Planning Act 2008 requires the Secretary of State to have regard to the relevant NPSs when making their decision.

5.5. With regard to local planning issues the National Planning Policy Framework (NPPF 2018) indicates that the planning system has a key role in supporting the delivery of renewable and low carbon energy and associated infrastructure. To help increase the use and supply of renewable energy the NPPF (section 14) indicates, inter alia, that local planning authorities (LPAs) should:

- provide a positive strategy for energy from these sources, that maximises the potential for suitable development, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts);
- consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development; and
- identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.

5.6. As the above proposal is a NSIP it will be the Secretary of State (SoS) rather than the respective LPAs who will determine the application. The SoS will need to have regard to Local Plan policies and allocations when determining the application. The individual LPAs, including the County Council, are also statutory consultees in the NSIP process and will respond having regard to their Local Plan policies and other statutory responsibilities including environmental health (District Councils).

## Background Papers

The National Planning Policy Framework (2018)

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/728643/Revised\\_NPPF\\_2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728643/Revised_NPPF_2018.pdf)

The Planning Act (2008)

<http://www.legislation.gov.uk/ukpga/2008/29/contents>

The National Planning Policy Framework (2012) -

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Energy Act (2013)

<http://www.legislation.gov.uk/ukpga/2013/32/contents/enacted/data.htm>

Norfolk Vanguard Proposal (2018) – Planning Inspectorate web-site:-

<https://infrastructure.planninginspectorate.gov.uk/projects/eastern/norfolk-vanguard/?ipcsection=docs&stage=app>

## Officer Contact

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

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## Response to Norfolk Vanguard DCO Application - Detailed Comments

### Public Rights of Way

- 1.1. It is noted that the onshore cable route intersects with Public Rights of Way (PRoW), including National and County Trails, at 45 locations. Mitigation for impacts on users of the PRoW network is in the form of embedded ('designed-in') mitigation and method statements.

### Comment

- 1.2. Norfolk County Council welcomes the use of HDD underneath some of the particularly heavily-used recreational routes (long-distance trails), particularly at landfall where the cables will intersect with the England Coast Path. HDD is also proposed for cable-laying across two further Trails managed by Norfolk Trails, namely Marriott's Way (twice) and Paston Way (both these sites are also designated County Wildlife Sites at the crossing points). This approach should result in negligible disruption to users of these Trails. It is noted that HDD is not proposed at the crossings of two further Norfolk Trails, the Wensum Way and Weaver's Way, nor the majority of the crossing points of the general PRoW network.
- 1.3. Mitigation for impacts on the majority of the PRoW and Trails network will be addressed by two documents: A *Public Right of Way Strategy*, and a *Code of Construction Practice* (CoCP), draft versions of which have been submitted with the DCO application. The Council believes these documents should result in appropriate measures to manage impacts in relation to cable-laying. In relation to the discharge of the DCO requirement for the CoCP, the documents refer to liaison with the "relevant local planning authority" (e.g. CoCP, section 4; paragraph 71; p 16). However, when it comes to matters relating to PRoW and Trails, it is felt that the County Council as the Highways Authority should be the relevant local authority to agree the management of PRoW.
- 1.4. The County Council welcomes the intention of the applicant to liaise with the PRoW Officers and Trail Officers over short-term temporary diversions of PRoW or other potential impacts. This will be important in reducing the burden on NCC in managing matters relating to the PRoW network with regards to the cable-laying works. The County Council also welcomes the approach for providing advanced warning of works that would affect PRoW. Where Norfolk Trails would be affected, it would additionally be helpful if information could be provided for inclusion on the Norfolk Trails website.

### Ecology

- 1.5. The involvement of the County Council with regards to ecology has been with onshore works only. Representatives from the Natural Environment Team have been involved in the onshore Ecology Expert Topic Group (ETG).
- 1.6. The Ecology Chapter of the ES (Chapter 22) and the onshore Ornithology Chapter (Chapter 23) describe the ecological baseline and assess the impacts resulting from the onshore infrastructure requirements. The design of the scheme contains "embedded mitigation" for ecology. Where "additional mitigation" is required, potential impacts on terrestrial ecology will be delivered as described in the Outline Code of Construction Practice (OCoCP) and the Outline Landscape Ecological Management Strategy (OLEMS). The final detail of the mitigation and enhancement measures will be provided through one or



more Ecological Management Plans (EMP) which will act as a single document for all ecological mitigation considerations on site.

### **Comments**

- 1.7. The County Council welcome the above approach and agree the content of the outline CoCP and the OLEMS. In the second document, it is stated that “*Norfolk Vanguard Limited will work with the relevant local authorities to ensure appropriate resourcing is in place to monitor compliance with the provisions of the OLEMS, and the plans and schemes of which it forms the basis*”. The Natural Environment Team of the County Council would wish to be involved in this process.
- 1.8. The County Council welcomes the use of HDD where cable routes intersect with County Wildlife Sites. It is noted that a running track will still be necessary at the Wendling Carr CWS, but the need for this was discussed at the ETG meeting and is further described in the ES. The County accept that this approach is needed and believe the proposed mitigation is appropriate.
- 1.9. The County Council has previously raised concerns about the following matters, which have now been addressed:
- The constraints on access for ecological surveys: The OLEMS states that due to access constraints only 50% of the onshore project area was subject to ecological field surveys, and only 40% of the ponds. It is noted that the use of the Norfolk Living Map to ‘fill-in’ data gaps at this stage, but recognise field surveys of the currently un-surveyed locations will be necessary post-consent, and these surveys may lead to further mitigation at specific locations.
  - Insufficient survey effort of CWS: At an early stage of the scoping process, the County Council advised that surveying of CWS close to the cable corridor was necessary (ETG meeting Jan 2107). This was accepted by Vattenfall and the surveys were completed. The results of those surveys are included in the ES.
  - The suitability of the bat surveys to enable delivery of appropriate assessments of impacts and therefore appropriate mitigation (ETG Meeting July 2017): Vanguard came back to the County Council on this matter with revised reports, and the County Council is now satisfied that the assessments are broadly valid and the proposed mitigation for is appropriate. It is noted that some surveys will still need to be made post-consent at locations where access constraints resulted in no or incomplete surveys (OLEMS, paragraph 68). It is also noted that during the design process, landfall has moved away from the key area of concerns for barbastelle bats at the Paston Great Barn SAC colony.

### **Historic Environment**

#### **Onshore Comments**

- 1.10. Subject to the submission and approval of a revised version of Document 8.5 Outline Written Scheme of Investigation: Archaeology and Cultural Heritage (Onshore) to state that work will be carried out in accordance with the Norfolk County Council *Standards for Development-led Archaeological Projects in Norfolk* (2018), the County Council is happy to recommend that the following requirements are placed on the consent if granted;
- 1.11. A) No development shall take place other than in accordance with the submitted and approved Outline Written Scheme of Investigation: Archaeology and Cultural Heritage (Onshore).

And, separately,

B) The development shall not be operated until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological written scheme of investigation approved under (A) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

### **Offshore Comments**

- 1.12. The Offshore Historic Environment implications of the proposed development are considered in Chapter 17 of the ES (Offshore Archaeology and Cultural Heritage). The offshore historic environment below the low-water mark is not specifically within the remit of the County Council.
- 1.13. A decision has been made by Vattenfall to use a long HDD technique at the landfall of the cable route. As a result of this there will be no construction work, or resulting historic environment impact, within the inter-tidal zone on Happisburgh beach (where internationally significant archaeological remains of Palaeolithic date are known to exist). As such the County Council does not have any specific comments or recommendations to make on the offshore archaeology and cultural heritage of the proposed development. However, Vattenfall and their heritage consultants should continue to liaise with Historic England and other key stakeholders (e.g. Ancient Human Occupation of Britain) regarding any post-consent works.

### **Lead Local Flood Authority (LLFA) Comments**

- 1.14. The ES states that the crossing of ordinary watercourses would be by Horizontal Directional Drilling (trenchless) or open cut. Referring to Appendix 20.4 Detailed Watercourse Crossing Schedule Table 20.1 it is noted that it appears that the majority all Norfolk County Council ordinary watercourses are proposed to be crossed by open cut rather than Horizontal Directional Drilling for permanent works. If this is the case, or any other temporary works proposed as part of this project are likely to affect flows in an ordinary watercourse, then the applicant would need the approval of Norfolk County Council. The County Council would appreciate early consultation on the number of such crossings of Ordinary Watercourses and the required timeframes for approval. This will enable the team to have adequate staffing resources in place to ensure approvals are not unduly delayed and for any issues to be identified. It is also noted that other ordinary watercourse crossings would need consent approval from the relevant Internal Drainage Board (IDB). In line with good practice, Norfolk County Council seeks to avoid culverting, and its consent for such works will not normally be granted except as a means of access. It should be noted that this approval is separate from planning and temporary mitigation methods may be required while cable laying is undertaken.

### **Proposed Condition/Requirement -**

- 1.15. Prior to commencement of development, in accordance with the submitted Environmental Statement for Application for Development Consent - The proposed Norfolk Vanguard Offshore Wind Farm, detailed designs of a surface water drainage scheme incorporating the following measures shall be submitted to and agreed with the Secretary of State or his delegated approving body. The approved scheme will be implemented prior to the first use of the development. The scheme shall address the following matters:

- I. Detailed infiltration testing to be undertaken in accordance with BRE Digest 365 within the study areas for the sub-station and the National Grid sub-station extension for the design of SuDs features.
- II. If infiltration is not possible surface water runoff rates will be attenuated to the pre development 1 in 1 year rate (or 2 l/s/ha). Where applicable confirmation should be sought from the Internal Drainage Board that the proposed rates and volumes of surface water runoff from the development are acceptable.
- III. Provision of surface water infiltration / attenuation storage should be sized and designed to accommodate the volume of water generated in all rainfall events up to and including the critical storm duration for the 1 in 100 year return period, including allowances for climate change, flood event.
- IV. Detailed designs, modelling calculations and plans of the of the drainage conveyance network in the:
  - 1 in 30 year critical rainfall event to show no above ground flooding on any part of the site.
  - 1 in 100 year critical rainfall plus 40% climate change event to show, if any, the depth, volume and storage location of any above ground flooding from the drainage network ensuring that flooding does not occur in any part of a building or any utility plant susceptible to water (e.g. electricity equipment required at the converter / booster station and substation) within the development.
- V. The design of any drainage structures will include appropriate freeboard allowances. Plans to be submitted showing the routes for the management of exceedance surface water flow routes that minimise the risk to people and property during rainfall events in excess of 1 in 100 year return period
- VI. Details of how temporary works or temporary storage areas that will generate surface water runoff will be controlled to prevent a temporary increased risk of flooding. These details will also include what strategy/ plans will be provided to reinstate land to the pre-development state.
- VII. Finished ground floor levels of the converter / booster station and substation should have a freeboard such that all infrastructure is above expected flood levels from all sources of flooding, including fluvial flooding associated with the ordinary watercourse, tidal flooding and any above ground storage or flooding from the proposed drainage scheme.
- VIII. Details of how all surface water management features are to be designed in accordance with The SuDS Manual (CIRIA C697, 2007), or the updated The SuDS Manual (CIRIA C753, 2015), including appropriate treatment stages for water quality prior to discharge.
- IX. A maintenance and management plan detailing the activities required and details of who will adopt and maintain the all the surface water drainage features for the lifetime of the development. This will also include the ordinary watercourse and any structures such as culverts within the development boundary.

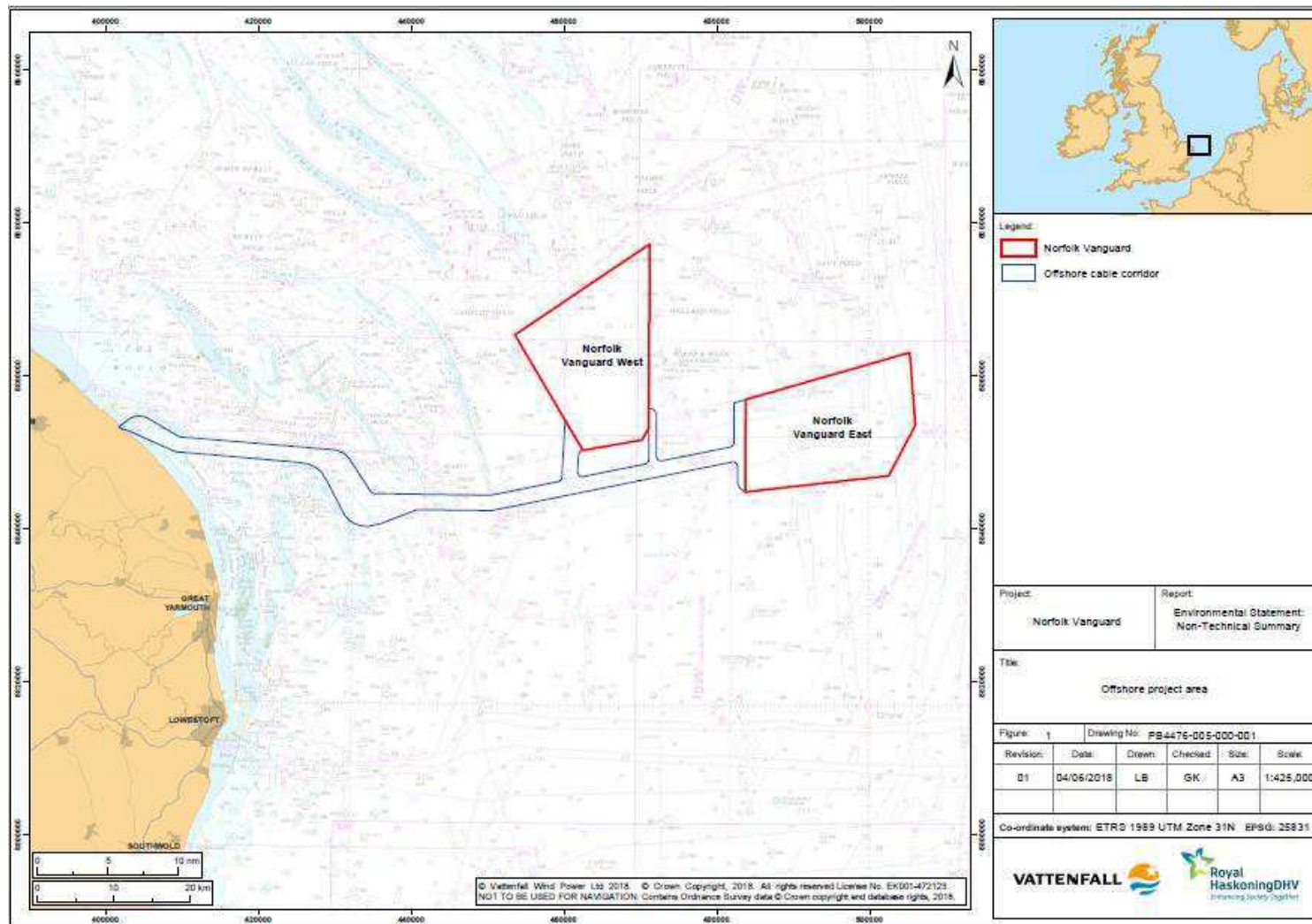
**Reason:**

To prevent flooding in accordance with National Planning Policy Framework paragraph 103 and 109 by ensuring the satisfactory management of local sources of flooding surface water flow paths, storage and disposal of surface water from the site in a range of rainfall events and

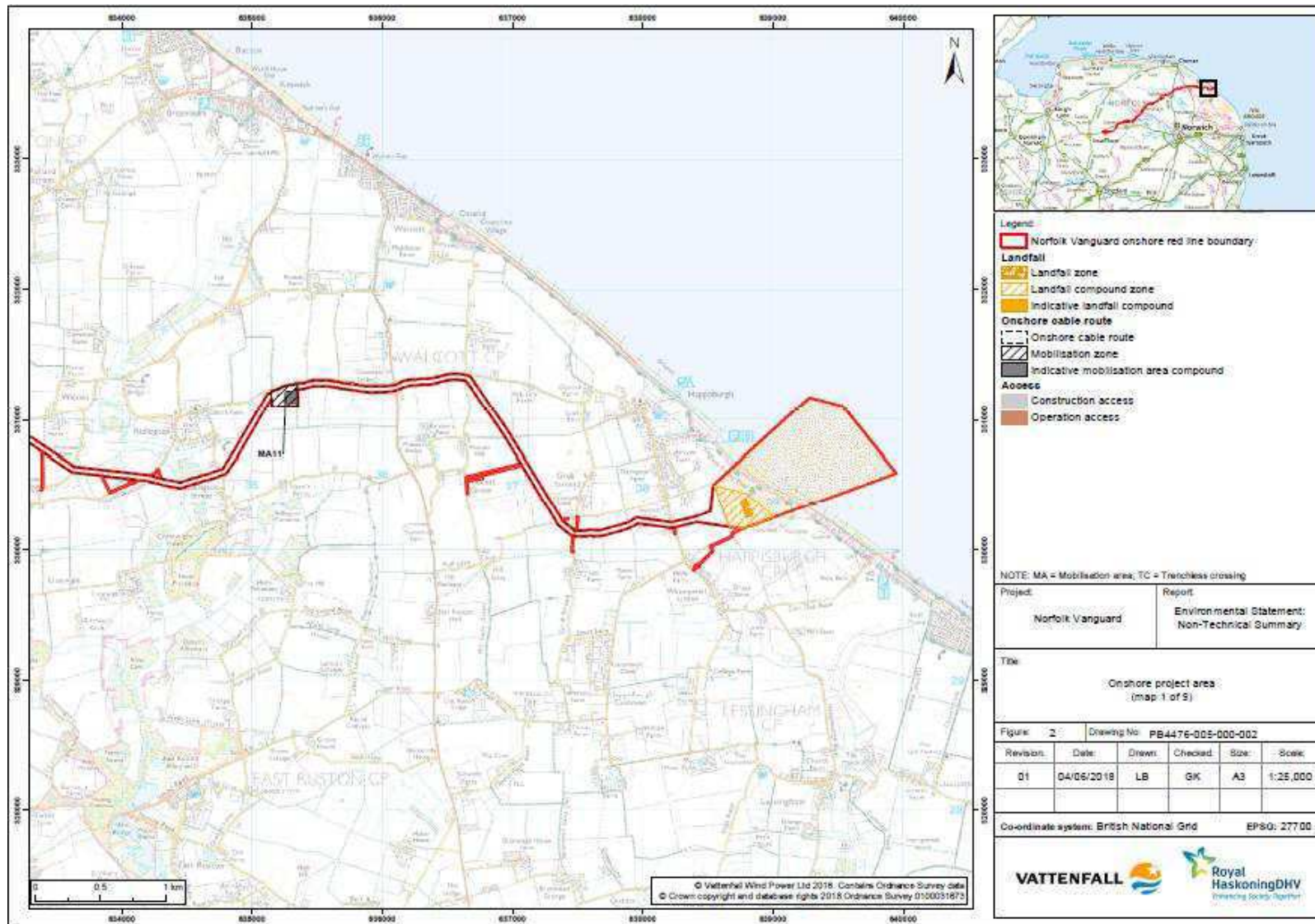
ensuring the surface water drainage system operates as designed for the lifetime of the development.

- 1.16. NB Further detailed technical comments will be sent to both the applicant and the Planning Inspectorate.

Appendix 2 - Map 1 - Showing location of the Offshore Wind Farm

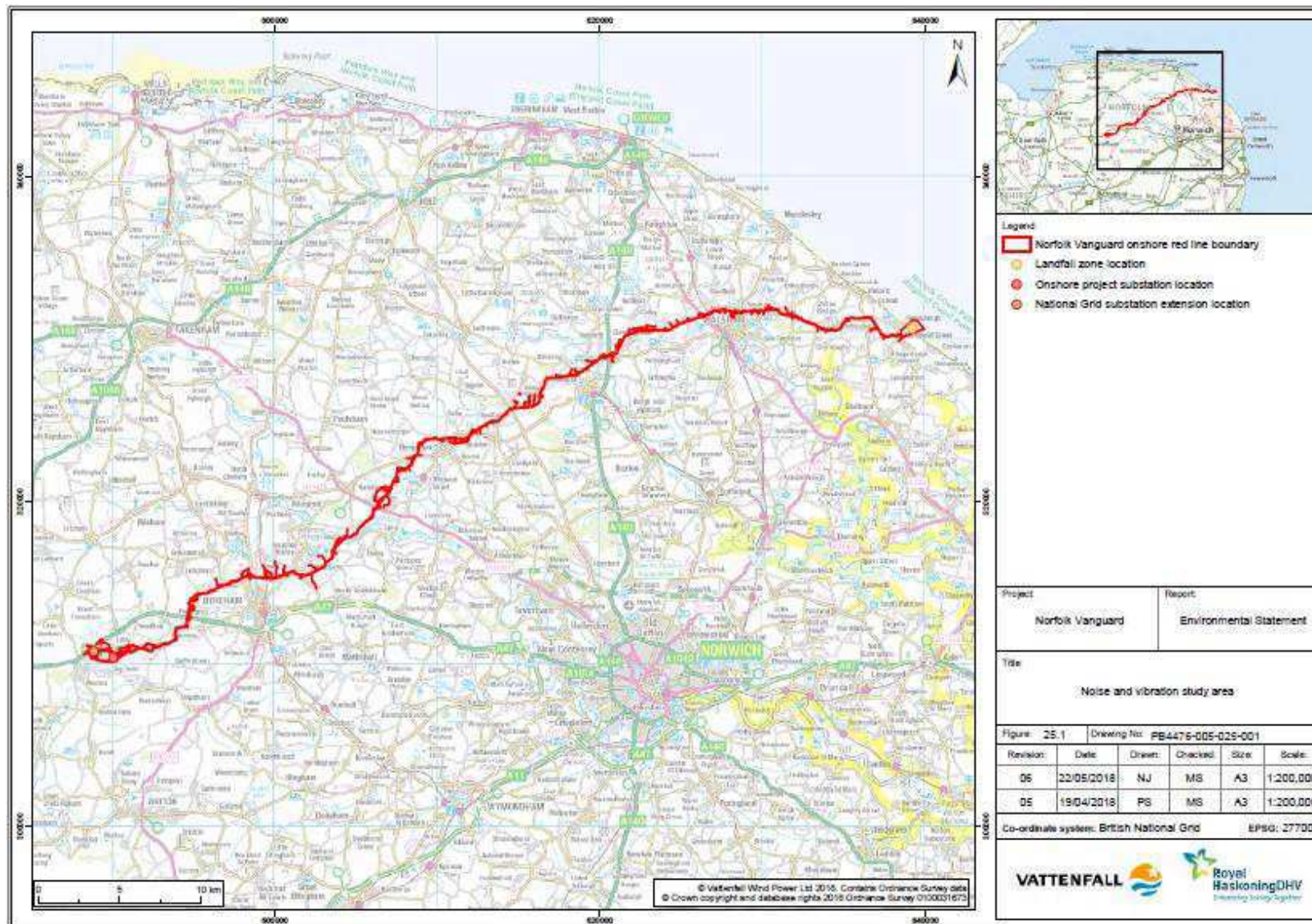


Appendix 3 Map 2 - Cable Landfall South of Happisburgh

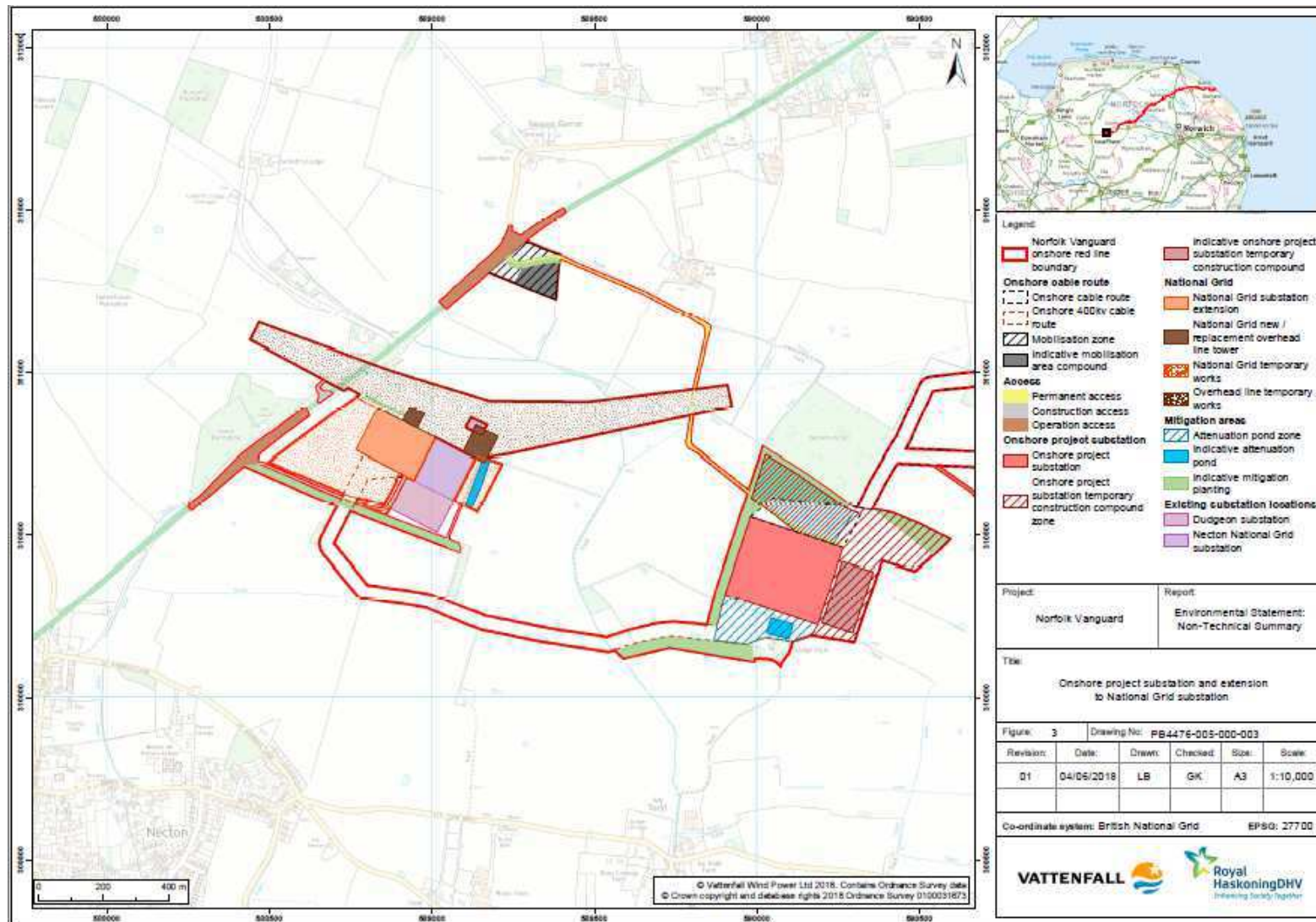




## Appendix 4 Map 3 Cable Route



Appendix 5 Map 4 - Grid Connection at Necton



# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Forward Plan and decisions taken under delegated authority</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe – Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> Providing regular information about key service issues and activities supports the Council's transparency agenda and enables Members to keep updated on services within their remit. It is important that there is transparency in decision making processes to enable Members and the public to hold the Council to account.	

## Executive summary

This report sets out the Forward Plan for EDT Committee. The Forward Plan is a key document for this committee to use to shape future meeting agendas and items for consideration, in relation to delivering environment, development and transport issues in Norfolk. Each of the Council's committees has its own Forward Plan, and these are published monthly on the County Council's website. The Forward Plan for this Committee (as at 9 August) is included at Appendix A.

This report is also used to update the Committee on relevant decisions taken under delegated powers by the Executive Director (or his team), within the Terms of Reference of this Committee. There are no relevant delegated decisions to report to this meeting.

### Recommendations:

Members are recommended to:

- 1. Review the Forward Plan at Appendix A and identify any additions, deletions or changes to reflect key issues and priorities the Committee wishes to consider.**

## 1. Forward Plan

- 1.1. The Forward Plan is a key document for this committee in terms of considering and programming its future business, in relation to communities issues in Norfolk.
- 1.2. The current version of the Forward Plan (as at 9 August) is attached at Appendix A.
- 1.3. The Forward Plan is published monthly on the County Council's website to enable service users and stakeholders to understand the planning business for this Committee. As this is a key document in terms of planning for this Committee, a live working copy is also maintained to capture any changes/additions/amendments identified outside the monthly publishing schedule. Therefore, the Forward Plan attached at Appendix A may differ slightly from the version published on the website. If any further changes are made to the programme in advance of this meeting they will be reported verbally



to the Committee.

## **2. Delegated decisions**

- 2.1. The report is also used to update on any delegated decisions within the Terms of Reference of this Committee that are reported by the Executive Director as being of public interest, financially material or contentious. There are no relevant delegated decisions to report for this meeting.

## **3. Financial Implications**

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

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

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

## **5. Background**

- 5.1. N/A

### **Officer Contact**

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

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# Forward Plan for EDT Committee

## Appendix A

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
<b>Meeting: Friday 12 October 2018</b>			
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies they sit on	None	To receive feedback	Members
Annual review of the Enforcement Policy	The Communities Committee has also been asked to confirm the CES Enforcement Policy meets the requirements of Communities services, prior to consideration by the Policy & Resources Committee.	The EDT Committee is asked to confirm the revised CES Enforcement Policy and its annex documents meet the requirements of EDT services, prior to consideration by the Policy & Resources committee (Policy & Resources Committee is the approval body for the policy).	Head of Trading Standards (Sophie Leney)
Strategic and Financial Planning 2019-20 to 2022-23	None	To consider budget savings proposals.	Executive Director of CES (Tom McCabe)
Annual Local Levy Setting for the Regional Flood and Coastal Committee	Decision will affect the amount of levy paid out of NCC's General Finance budget.	To decide on NCC's preferred position on the annual Local Levy setting to support member appointees in their levy setting vote at the Regional Flood and Coastal Committee meetings in October 2018 and January 2019.	Executive Director of CES (Tom McCabe)
Responding to government consultations on Fracking development as permitted development and as a nationally significant	None	To agree responses to consultations	Head of Planning (Nick Johnson)

## Forward Plan for EDT Committee

### Appendix A

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
infrastructure project.			
Statement of Community Involvement for the Norfolk Minerals and Waste Local Plan	No	Agree the revised updates to the document	Head of Planning (Nick Johnson)
Recommendations of the Greater Norwich Development Partnership Board	None	To consider the recommendations of the GNDP Board	Principal Planner (Phil Morris)
Agreeing ownership and management of land and structures along the Marriott's Way and Bure Valley Path routes.	Business and Property Committee	Agree the long-term ownership of land and structures along Marriott's Way and the Bure Valley Path	Countryside Manager (Trails and Projects) Andrew Hutcheson
Performance management	None	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Risk management	None	Review and comment on the risk information and consider any areas of risk that require a more in-depth analysis	Chief Internal Auditor (Adrian Thompson) / Risk Management Officer (Thomas Osborne)
Finance monitoring	None	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Forward Plan and decisions taken under delegated authority	None	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)

**Meeting: Friday 9 November 2018**



## Forward Plan for EDT Committee

### Appendix A

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies they sit on	None	To receive feedback.	Members
Norfolk Strategic Infrastructure Plan refreshed for 2018	None	The Committee welcomes and supports the production of the 2018 Norfolk Strategic Infrastructure Delivery Plan and endorse the strategic approach to infrastructure planning.	Senior Infrastructure & Economic Growth Planner (Laura Waters)
Waste services	None	To agree the preferred site for a Norwich Recycling Centre beyond 2021. To identify a preferred approach to funding district recycling and waste reduction activities. To consider whether to extend existing waste arrangements from 2020 to 2021.	Head of Waste (Joel Hull)
Adoption of the Norfolk Access Improvement Plan (NAIP)	None	To agree to adopt Norfolk County Council's 10 year Norfolk Access Improvement Plan (which incorporates the Rights of Way Improvement Plan for Norfolk).	Countryside Manager (Trails and Projects) Andrew Hutcheson
Finance monitoring	None	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Forward Plan and decisions taken under delegated authority	None	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)

# Forward Plan for EDT Committee

## Appendix A

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
<b>Meeting: Friday 18 January 2019</b>			
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies they sit on	None	To receive feedback	Members
Highway capital programme and Transport Asset Management Plan (TAMP)	None	To approve the highways capital programme/funding, and any proposed changes to the Transport Asset Management Plan.	Assistant Director (Nick Tupper)
Review of Norwich Highways Agency Agreement	None	To note feedback on the performance of the Norwich Highways Agency Agreement and agree whether to continue with the Agreement from 1 April 2020.	Assistant Director Highways and Waste (Nick Tupper)
Performance management	None	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Risk management	None	Review and comment on the risk information and consider any areas of risk that require a more in-depth analysis	Chief Internal Auditor (Adrian Thompson) / Risk Management Officer (Thomas Osborne)
Finance monitoring	None	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Forward Plan and decisions taken under delegated authority	None	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)

## Forward Plan for EDT Committee

### Appendix A

Issue/decision	Implications for other service committees?	Requested committee action (if known)	Lead Officer
<b>Meeting: Friday 8 March 2019</b>			
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies they sit on	None	To receive feedback	Members
Performance management	None	Comment on performance and consider areas for further scrutiny.	Business Intelligence and Performance Analyst (Austin Goreham)
Risk management	None	Review and comment on the risk information and consider any areas of risk that require a more in-depth analysis	Chief Internal Auditor (Adrian Thompson) / Risk Management Officer (Thomas Osborne)
Finance monitoring	None	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Forward Plan and decisions taken under delegated authority	None	To review the Committee's forward plan and agree any amendments/additions and to note the decisions taken under delegated authority	Head of Support and Development (Sarah Rhoden)

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

## Forward Plan for EDT Committee

### Appendix A

Regular items	Frequency	Requested committee action (if known)	Lead officer
Risk management	Four meetings each year – January, March, June/July, October	Review and comment on the risk information and consider any areas of risk that require a more in-depth analysis	Chief Internal Auditor (Adrian Thompson) / Risk Management Officer (Thomas Osborne)
Finance monitoring	Every meeting	To review the service's financial position in relation to the revenue budget, capital programme and level of reserves.	Finance Business Partner (Andrew Skiggs)
Highway Asset Performance	Annually – July	Review and comment on the highway asset performance report against the performance and asset management strategy. To consider whether any changes are required.	Assistant Director (Nick Tupper)
Highway capital programme and Transport Asset Management Plan (TAMP)	Annually - January	To approve the highways capital programme/funding, and any proposed changes to the Transport Asset Management Plan.	Assistant Director (Nick Tupper)
Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies they sit on	Every meeting	To receive feedback	Members

# Environment, Development and Transport Committee

<b>Report title:</b>	<b>Commercialisation of Highways Services</b>
<b>Date of meeting:</b>	<b>7 September 2018</b>
<b>Responsible Chief Officer:</b>	<b>Tom McCabe - Executive Director, Community and Environmental Services</b>
<b>Strategic impact</b> In September 2016, EDT Committee received a report detailing eight alternative service models which offered the potential to create opportunities to expand to other markets on a commercial basis - and so reduce the net cost of delivering the Highways Service.	

## Executive summary

A Strategic Review of EDT services in 2016 recognised that highways generates income through selling of services externally. It also noted that there were additional commercial opportunities associated with this. Members commissioned further work so that the opportunities could be better understood, and a more detailed report on outline options was considered by the Committee in late 2016.

The highways service is locally delivered and has a strong brand and reputation, particularly with Members and communities (parish and town councils). It is important that whatever model is put in place, it offers the best service to communities and best value for the County Council.

Significant work has been carried out looking in detail at a range of potential options for commercialisation. The services that have been considered are: Highway works (the in-house routine maintenance service including emergency works and Winter Service (gritting); Highways Laboratory (an in-house highways laboratory service); CES Fleet Services (our vehicle fleet unit based in Hethersett) and Fast Lane Training Services (a small training unit who provide highways training).

This work has identified alternative approaches:-

- A more efficient in-house delivery model
- An arm's length company approach

The conclusion of the work carried out is that an arm's length company approach would provide the greatest opportunity and benefit to the County Council. This would deliver an ongoing saving in excess of £0.5m per annum, with no reduction in quality. As such, an agreement with the NORSE group is recommended.

### Recommendation:

1. **Consider the opportunities, benefits and risks outlined in this paper and agree a way forward.**

## **1. Proposal**

- 1.1. EDT Committee have previously considered a report on opportunities to increase commercial activity for the highways service. This followed on from a strategic review of all the services reporting to EDT Committee, which had been overseen by a Member Working Group
- 1.2. In previous years, Members had been clear that they wished to retain routine highway maintenance activities (in particular our roadworker workforce - the Highway Rangers) in-house as the service was providing an effective service and demonstrating locality working.
- 1.3. Since that time, highways services have continued to seek opportunities to generate income, and the volume of work delivered for external third parties on a commercial basis has increased. The Committee received a report in September 2016 about business models. Given the context of the Council's overall budget gap and ambition to commercialise and generate more income, the Committee asked officers to explore business model options in detail with a view to developing a business case to enable a more commercial approach.

## **2. Scoping**

- 2.1. Significant work has subsequently been carried out to assess potential opportunities in the market and develop a proposal.
- 2.2. One workstream has looked closely at which highways services offer the most potential in terms of a more commercial approach. The following have been identified on the basis that they already operate on a significant commercial basis and there is appetite in the market for these services, both in Norfolk and other areas. They are essentially the blue collar elements of work:-
  - 2.2.1. Highway works – this is the in-house routine maintenance service carrying out a range of planned and emergency works across Norfolk, including Winter Service (gritting). More commonly known as the Highway Ranger service, there are around 125 roadworkers, along with relevant management and support staff. They are also empowered to carry out essential work that they identify while out and about, without the need to check back with the office. In addition, they undertake a significant range of individual construction projects within the county.

The Client function will remain within Norfolk County Council and will continue to report via management to Elected Members. Client staff based in highway area offices are the first point of contact for local engagement and include Highway Engineers, Area Managers and Highway Inspectors. They will continue to identify work requirements, through the current inspection function, retain customer, Parish Council and Member liaison and deal with enquiries. Also, the responsibility for the supervision, quality and health and safety auditing of works delivery will remain with the Client team.
  - 2.2.2. Highways Laboratory – we are one of a small number (around 10) local authorities that has an in-house specialist highways laboratory service. The Laboratory is nationally recognised and has significant credibility in the market. Although we do not actively advertise our services, around 60% (circa £1m) of our work is from external sources, and we have scaled up to deliver this (currently 27 ftes).
  - 2.2.3. CES Fleet Services – our vehicle fleet unit with some 15 ftes based in Hethersett. Over the last year we have developed a joint fleet service with highways and Norfolk Fire and Rescue Service, and the vehicle fleet maintained includes fire appliances (and associated equipment) and our winter gritting fleet. Day fleet (e.g. vehicles used during the day by roadworkers) is currently



provided by an external contractor as this provides the best value.

- 2.2.4. Fast Lane Training Services – this is a small training unit (2 ftes) who provide bespoke training to Highway works, and others e.g. regional contractors, utilities and other local authorities.
- 2.3. There are other highway services that may be suitable to commercialise further in the future (for example the highway design service) but the four identified above provide the best initial opportunities. This is based on our current experience in the market and appetite in the market (based on discussions with external providers, including NORSE).

### **3. Delivery Models**

- 3.1. The EDT Committee considered 8 specific service delivery options in September 2016. Detailed consideration was given to these, and the options were narrowed down to two which offered the best potential:

- 3.2. **Option A – a more efficient in-house model**

- 3.2.1. A number of efficiency improvements have been made to the service in recent years. These include providing our roadworkers with electronic devices so that they can access the information they need remotely and log issues on site using gps locations (we are one of a few authorities who have successfully done this) and installed trackers on vehicles to enable better route optimisation and work tracking.
- 3.2.2. There is still more that could be done to improve efficiency, and we need to balance between investment and return e.g. bespoke ICT systems can be costly and resource intensive to implement. We are aligned with the Commercialisation workstream within the Norfolk Futures programme which has identified opportunities to enable trading services to operate more commercially.
- 3.2.3. Based on our understanding of our business and from discussions with existing providers we have identified a number of improvements. IT improvements would include:
  - Job costing – allowing labour, plant and materials to be attributed accurately to each job ordered, thus providing an accurate picture of costs per job. This, in turn will facilitate wider review, analysis, and discussion around how to further improve the service and deliver additional cost-saving efficiencies.
  - Dynamic scheduling – building upon the existing use of mobile technology by NCC, this would allocate work to gangs / operatives in real time. To do this, the system will identify the gangs / operatives with the necessary skill sets, closest to the location to each job (whilst also taking the priority of each job in to account).
  - Use of improved and more powerful mobile devices able to run this software
  - Business analytic resource which would provide day to day admin for the work scheduling/optimising software and reporting and management information on operational and financial performance.
- 3.2.4. As part of our options analysis we have reviewed the financial transactions of the service and tested the validity of our existing model and the assumptions behind the NORSE business plan. It is clear that the IT and works scheduling improvements would need both capital and ongoing revenue investment. NORSE would benefit from having existing expertise and systems that they would utilise, but these would still require additional annual costs of some £130,000. If we were to deliver an in-house service we would incur at least these costs and an estimated one off cost in order of £250,000 to access the necessary systems.
- 3.2.5. A challenge for any in-house model is how they compare with external

organisations in the way that we manage performance and reward; operate sickness absence management; adjust employment conditions and salaries to reflect market conditions; and streamline HR, finance and other back office functions to reflect commercial best practice. A range of changes would be necessary for us to match the costs and focus of a commercial organisation.

- 3.2.6. In the in-house model, the County Council remains in total control of the service, but also retains all the associated risks. There are also legal limitations including that 80% of our turnover must be with the County Council.

3.3. **Option B – an arm's length company approach**

- 3.3.1. There are a number of different models for an arm's length company approach, from setting up a new company, utilising existing companies or working with other authorities. One key element of this type of approach is the share of risk, both service delivery risk and commercial risk.
- 3.3.2. An arm's length company would have commercial freedom and can decide how it best operates to meet the commercial aspirations of its shareholders.
- 3.3.3. We have explored a number of potential avenues for this, including discussions with CORMAC Contracting Ltd (a company wholly owned by Cornwall County Council who provide highway services for a number of authorities) and NORSE Group.
- 3.3.4. NORSE have an aspiration to expand their public sector offer into the highways services market, and have proposed setting up a Partnership arrangement with the County Council. This would mean setting up a trading arm within NORSE and transferring the services to be carried out under the NORSE umbrella, underpinned by a Service Level Agreement (SLA).
- 3.3.5. There are a number of particular benefits from this approach with NORSE:
- Profit made from the Highways arrangement will be returned to NCC as part of our ownership of the NORSE Group. This will also include profit from any highways operation developed outside Norfolk.
  - A SLA would be developed between NCC and NORSE that would set out the level of service that is required by the Council, detailing:
    - the quality standard and specification, including metrics to demonstrate satisfactory delivery and details of any corrective action and redress if required;
    - the value of net saving that will be guaranteed annually and confirmation that this would be underwritten by NORSE. This profile is illustrated as per the table in paragraph 5.2.
    - Working arrangements and expectations between the NCC client function and NORSE Highways.
  - NORSE already have a significant number of contracts with many local authorities and so have a broad range of contacts and relationships in place. This geographic footprint provides the springboard to expand outside Norfolk.
  - Through such an arrangement NORSE will be able to access the technical and professional highways skills and experience, which they do not currently have within their business. Conversely, the highways service will be able to access the more commercial resource, systems, processes, marketing/branding and client contacts from NORSE, which we do not currently have access to.
  - There is scope to achieve additional efficiencies from the service, e.g. by being able to tap into the buying power of a large commercial entity and

streamlined management arrangements.

- Expanding the highways service into other areas of the country should help to make the Norfolk service more resilient. If we are able to increase volumes of work, there is scope to increase the number of specialist posts. There is also a challenge each year in securing sufficient resource for winter maintenance, and NORSE will enable access to a greater pool of this resource.
- It enables the County Council to focus on being a strong client. The County Council would continue to be in control of the service through commissioning and monitoring. The County Council would continue to hold the budget and if there is an underspend then the County Council would hold this.
- The NORSE Group is owned by the County Council, and so benefits via annual dividends from NORSE.

#### **4. The recommended option**

- 4.1. Based on the detailed work carried out, the option that it is considered will provide the greatest opportunities and benefits to the County Council is an arm's length company approach, under the NORSE umbrella. This also has the potential to offer increased job security and opportunities to existing staff.
- 4.2. During the last 8 months, officers have been working with staff from NORSE to develop a business case and to quantify the benefits from such a model. This level of analysis has provided NORSE with the confidence to underwrite the savings in excess of £0.5m per annum set out below.
- 4.3. It is recommended that we further progress the model with NORSE as the preferred approach, offering the benefits as per the detailed full business case, with a view to implementing the new model from 1 April 2019 (or as soon as possible after this date). Given the commercial nature of the business case, this document will remain confidential and not made public, but it has been included as an exempt item on the agenda for this meeting.
- 4.4. The establishment of a new trading entity within NORSE will require the approval of the Policy and Resources Committee, as would appointment of Directors to any associated Board. The Executive Director of Finance and Commercial Services would need to take a report to Policy and Resources Committee on these matters as necessary.

#### **5. Financial Implications**

- 5.1. There will be costs associated with setting up a new arrangement with NORSE, and these have been assessed within the business case.
- 5.2. It is anticipated that the proposal with NORSE will provide a range of savings. Assuming an implementation date of 1 April 2019, there are some savings that can be delivered from 2019/20. A net total annual (and ongoing) saving of over £500,000 is anticipated from 2022/23, with savings offered in the years preceding that as detailed below:

All values are at FY17/18

	Yr1 FY19/20	Yr2 FY20/21	Yr3 FY21/22	Yr4 FY22/23	Yr5 FY23/24
£K					
Business Analysis	88	88	88	88	88
Operational IT Systems	41	41	41	41	41
Gross Operational Efficiencies	-209	-370	-520	-640	-640
<b>Net Saving</b>	<b>- 80</b>	<b>-241</b>	<b>-391</b>	<b>-511</b>	<b>-511</b>

Operational Efficiencies identified by Norse comprise more efficient use of subcontractors and hired plant in operational areas, improved rates for casual staff, better works scheduling (enabled by the investment in improved IT systems) and improved working processes. These savings have been offset by the investment required which is also detailed in the table.

These savings would be guaranteed, and any dividend from the trading organisation will be over and above these figures.

- 5.3. Existing staff working in these services would be eligible to transfer to the new body under TUPE arrangements. There will be associated pension liabilities that are currently being worked through.
- 5.4. The only transfer of assets to NORSE under the proposed arrangements would be the operational small plant and tools and vehicles ('day fleet') needed for the daily operation of the highways services together with a limited volume of materials held as stock. All gritting vehicles (and winter grit) will remain the property of NCC. This will enable us to retain the flexibility and control to procure and deploy as required (although the gritting service would be delivered by NORSE operatives). All Fire and Rescue appliances and associated equipment will also continue to be the property of the County Council.
- 5.5. Property to be occupied by NORSE to enable the delivery of the services (ie highways depots and the laboratory) will be leased to NORSE at market rates. At the end of the partnership arrangements, the equivalent assets to those transferred will be returned to NCC in a comparable condition as at the start of the relationship.

## **6. Issues and risks**

- 6.1. One of the most valuable elements of the existing highways service is that it can be flexible to respond to changing needs and priorities. It will be important to ensure that any new arrangement recognises the need to continue to deliver a flexible and responsive service. We need to agree an approach that retains the ethos of public service going forward, delivering good quality work, on time, to local communities. Any arrangement would need to have a focus on working collaboratively to deliver services and not creating an unhelpful adversarial contract that could create additional work to resolve issues.
- 6.2. In addition, there will be a need to ensure that any arrangements for Fire and Rescue Fleet are appropriate and the client function for this element of service will be from within Fire and Rescue to ensure there can be strong oversight. There will be a specific service specification to set out the arrangements for Fire and Rescue to ensure that their requirements can be understood and delivered.
- 6.3. NORSE have a number of Joint Venture/Partnership arrangements in place and have a tried and tested approach to the structure and governance of these that would enable us to demonstrate Teckal compliance. This is important as it means that we could commission work directly from NORSE without the need to go through a procurement exercise in the market, should we wish to do so.
- 6.4. It will be necessary under the Teckal compliance to demonstrate that there will be no financial support from NCC. We will ensure that NORSE does not benefit from a subsidised service when competing with other providers for 3<sup>rd</sup> party work.
- 6.5. We also need to ensure that any arrangement is beneficial for the County Council and does not present a risk that the service cost would increase. The development of the SLA that will underpin the relationship will consider this risk and others identified during the process.

## Officer Contact

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

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