

Planning, Transportation, Environment and Waste Overview and Scrutiny Panel

Date: **Wednesday 3 March 2010**

Time: **10.30am**

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

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

Membership

Mr A D Adams	Mr T East
Mr R A Bearman	Mr B Iles
Mr S W Bett (Chairman)	Mr J M Joyce
Mr A P Boswell	Mr M C Langwade
Mr J S Bremner	Mr B W C Long
Mr A J Byrne (Vice-Chairman)	Mr J M Ward
Mrs M Chapman-Allen	Mr A M White
Mr P G Cook	Mr R J Wright
Mr N D Dixon	

Non Voting Cabinet Members

Mr A J Gunson	Planning and Transportation
Mr I Monson	Waste and Environment

Non Voting Deputy Cabinet Member

Mr B H A Spratt	Planning and Transportation
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**For further details and general enquiries about this Agenda
please contact the Committee Administrator:**

Jo Martin on 01603 223814
or email jo.martin@norfolk.gov.uk

A g e n d a

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

2. **Minutes**

To confirm the minutes of the meeting held on 6 January 2010.

(Page **1**)

3. **Members to Declare any Interests**

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

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

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

5. **Public Question Time**

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

Please note that all questions must be received by 5.00pm Friday 26 February 2010. Please submit your question(s) to the person named on the front of this agenda. For guidance on submitting public questions, please refer to the Council Constitution Appendix 10, Council Procedure Rules or www.norfolk.gov.uk/reviewpanelquestions

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

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

Please note that all questions must be received by 5.00pm Friday 26 February 2010. Please submit your question(s) to the person named on the front of this agenda.

7. **Cabinet Member Feedback on previous Overview and Scrutiny Panel comments** (Page **30**)
Joint Report by the Cabinet Member for Planning and Transportation and the Cabinet Member for Waste Management and the Environment.

Items for Scrutiny

8. **Use of Civilian Traffic Marshals** (Page **32**)
To consider an update on the trial use of traffic marshals and agree the proposed next steps.
9. **Carbon Reduction Commitment: Quarterly Update** (Page **37**)
To consider the first quarterly update on preparations for the introduction of the Carbon Reduction Commitment from April 2011.
10. **Forward Work Programme: Scrutiny** (Page **44**)
To review and develop the programme for scrutiny.

Items for Review

11. **Planning, Transportation, Environment and Waste Integrated Performance and Finance Monitoring Report 2009/10** (Page **50**)
To comment on progress against the Department's service plan actions, risks and budget and consider whether any aspects should be identified for further scrutiny.
12. **Service Planning 2010-13** (Page **60**)
To consider the Department's service plans and identify any service areas for further scrutiny and monitoring.
13. **Norwich Area Transportation Strategy (NATS) Implementation Package** (Page **114**)
To comment on the emerging Implementation Plan and endorse recommended changes.
14. **Highway and Community Rangers** (Page **133**)
To discuss the Highway and Community Rangers approach and identify any key factors to consider in developing for a roll-out across the county.
15. **Connecting Norfolk - Norfolk's 3rd Local Transport Plan** (Page **139**)
To note the consultation results and comment on the proposed package of policy options.

16. **Greater Anglia Franchise Consultation** (Page **162**)
To comment on the key requirements for the Greater Anglia franchise to help shape the County Council's response to the current Government consultation.
17. **To consider any items of business which the Chairman decides should be considered as a matter of urgency**

Group Meetings

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

Chris Walton
Head of Democratic Services
County Hall
Martineau Lane
Norwich
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Date Agenda Published: Tuesday 23 February 2010



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Planning, Transportation, the Environment and Waste Overview and Scrutiny Panel

Minutes of the Meeting held on 6 January 2010

Present:

Mr S W Bett (Chairman)

Mr A D Adams	Mr T East
Mr R A Bearman	Mr B Iles
Mr A P Boswell	Mr J M Joyce
Mr J S Bremner	Mr B W C Long
Mr A J Byrne (Vice-Chairman)	Mr J M Ward
Mrs M Chapman-Allen	Mr A M White
Mr P G Cook	Mr R J Wright
Mr N D Dixon	

Substitute Members:

Mr T Tomkinson, for Mr M C Langwade.

Cabinet Members Present:

Mr A Gunson	Planning and Transportation
Mr I Monson	Waste and Environment

Deputy Cabinet Member Present:

Mr B H A Spratt	Planning and Transportation
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Also Present:

Mr M Brindle
Mr D Cox
Mr G Jones
Mr S Little
Mr J Mooney

1. Apologies

1.1 Apologies were received from Mr M C Langwade.

2. Minutes

2.1 The minutes of the meeting that took place on 4 November 2010 were signed as a correct record.

3. Declarations of Interest

3.1 Members declared the following interests:

- Mr T Adams declared a personal interest in items 9 and 10, being a member of the Norfolk Police Authority and the Norwich Highways Agency Joint Committee.
- Mr R Bearman declared a personal interest in items 9 and 10, being a Norwich City Councillor and non-voting member of the Norwich Highways Agency Joint Committee.
- Mr S Bett declared a personal interest in items 9 and 10, being a member of the Norfolk Police Authority.
- Mr B Bremner declared a personal interest in items 9 and 10, being a Norwich City Councillor and non-voting member of the Norwich Highways Agency Joint Committee.
- Mr A Byrne declared a personal interest in items 9 and 10, being a member of the Norfolk Police Authority and the Norwich Highways Agency Joint Committee.
- Mr B Iles declared a personal interest in items 9 (Street Lighting Policy) and 10 (Trading on the Highway), being a member of the Norfolk Police Authority.
- Mr B Long declared a personal interest in item 12 (The Wash Shoreline Management Plan – SMP - Consultation), being the Borough Council of King's Lynn and West Norfolk lead on the SMP.

4. Matters of Urgent Business – Winter Maintenance

4.1 The Committee received a report, which is attached at Appendix 1 to these minutes.

4.2 The Cabinet Member for Planning and Transportation thanked the County Council workforce for the hard work undertaken over the Christmas period in dealing with the wintry weather. He advised that the Winter Maintenance policy had last been reviewed in 2005 and that the principal of which roads are gritted and cleared had remained largely the same. Over £1m had already been spent on gritting and snow clearance – about half of the budget had been spent in one month. He confirmed that the county was not running out of salt. Norfolk County Council's PFI meant that salt stocks were automatically replenished. The policy was very clear – gritting and snow clearance was carried out on a priority basis, with A and B roads, heavily trafficked C roads and main access roads to villages the highest priority. This also included the main shopping footways in Norwich, King's Lynn and Great Yarmouth. Other roads, footways and cycleways were done as and when possible. A combination of factors has made this more difficult in the recent spell, not least the freezing temperatures.

4.3 Mr East, who had requested that the issue be considered as urgent business, reported that this had been a truly testing time for disabled, frail and vulnerable people. This had been exacerbated by the absence of gritting of footways in market towns and the fact that gritting bins had not been replenished. He had raised the issue to seek clarification about the neglect of market town centres, to establish who was responsible for grit bins and because he had had a lot of enquiries about the lack of treatment of footways. Since the Winter Maintenance programme was five years old he felt it needed to be reviewed.

The Head of Highway Operations reported that there were over 700 grit bins around the county and that it was difficult to know when they were empty. It would be helpful if Parish Councils could contact the County Council if that was the case. Delays in

replenishing grit bins was mainly owing to the use of the snow ploughs, which had diverted resources as they required two people to operate them. The County Council had been doing all it could to clear as many roads and footways as possible, but it had to do this on a priority basis, which had been outlined by the Cabinet Member.

4.4 Members of the Panel commended front-line staff, who they felt had worked exceptionally hard in difficult circumstances. Members had received a large number of queries from residents about grit bins. Some felt more systematic communication was needed to ensure that everyone was clear about who was responsible for where they were placed and how they were refilled. It was suggested that a database showing the location of grit bins would be useful. Others felt that, particularly in rural areas, responsibility for grit bins worked well through volunteers assigned by the Parish and Town Councils. One Member suggested a discussion needed to take place with community groups and residents and called for volunteer grit wardens to be assigned, to report to the County Council when the bins needed refilling. It was also suggested a review of the Winter Maintenance Plan should take place at the Panel's March meeting.

4.5 In response to questions, the Panel noted the following key points:

- Residents could help by removing snow from pathways, by sweeping the snow into the gutter before it compacted into ice, and making use of the grit bins in place. The additional information that had been circulated clarified the situation about potential liability and officers undertook to publicise it widely.
- Norfolk County Council had benefited greatly from the PFI contract for the provision of salt. However, the Government was likely to set in place emergency arrangements what would override existing contractual arrangements. The County Council had made the point that the Government needed to pay regard to local arrangements but there was likely to be an increasing degree of national control over grit supplies in the coming days.
- The provision of grit bins was the responsibility of Parish Councils.
- The County Council did have arrangements with some farmers to clear snow. They were provided with snow ploughs and adaptations for their tractors. These arrangements were costly and were only used when they could be of real benefit and provided value for money.

4.6 The Panel noted the report and agreed that further information about the existing arrangements for grit bins should be circulated before the next meeting, to include details of the locations of grit bins. The Panel would then decide whether further scrutiny was needed.

5. Public Question Time

5.1 Question from Councillor Brociek-Coulton (Norwich City)

The Labour City Councillors are worried about the shutting down of lights from 12 midnight to 5am, in the country many of the residents are used to not having lights but in the outskirts of the City where our ward is it is essential to have the lights remain on. For instance you intend to shut down Bull Close Road, Spencer Street, Silver Street and Wodehouse Street. If your policy is put through to do this to the residents of Norwich then this area would be in total darkness apart from Silver Street. The Sewell Labour Councillors find this unacceptable. Why when such as small amount of money is being

saved is this being put through and why hasn't there been better consultation with the people who are being most effected our residents.

Response by the Cabinet Member for Planning and Transportation

The Cabinet Member thanked Councillor Brociek-Coulton for letting the Panel know her views. He confirmed that in terms of consultation, a number of exercises had been, and were being, carried out. These included:-

- A specific consultation with Norfolk Citizens Panel, the results of which were reported to this Panel in November last year
- The Council's current consultation on it's budget for next year, which includes part night lighting
- Letters to Parish and Town Councils, District Councils, the Police and other stakeholders to ask for their views.

If the proposal was agreed, there would also be further opportunities for local residents to make their views known as residents would be advised in advance of any works in their area.

He explained that introducing part night lighting would not only save £167,000 each year, but would also help to save significant amounts of CO2. The proposal being considered was to introduce part night lighting in areas where there was little through traffic and low traffic volumes – this would be in the middle of the night (midnight to 5am) at a time when few people were out and about. A number of exemptions to this had been identified, and it was possible that one of these may apply to the streets that she had mentioned, for example, it may be necessary to continue lighting the road humps on Spencer Street. Local issues like this would be considered before installing the new equipment needed for part night lighting.

Councillor Brociek-Coulton stressed that she hoped the County Council did consult with residents as many had concerns.

5.2 Question from Mr John Cook

What consultation has the County Council undertaken with Norfolk Police in respect of plans to switch off street lights between midnight and 5am and what information has the Council obtained in respect of the impact of similar switch-offs elsewhere in Britain?

Response by the Chairman

The Chairman explained that in developing proposals, the County Council had discussed them with Norfolk Police and they had been invited to formally let us know their views as part of the current consultation. In addition, we worked with Norfolk Police in developing the street lighting PFI contract that was already being implemented across Norfolk. This included carrying out work to identify areas of low crime in Norfolk, information which was now being used to inform the part night lighting proposal.

The report to Panel Members included information on some other Local Authorities that had already introduced or trialled part night lighting. For example, Essex County Council had carried out a trial in two predominantly rural districts. They achieved energy savings of 20% in those areas and no increase in crime was recorded. In

addition, there were some Parish Councils in Norfolk who had already introduced part-night lighting for the lights that they owned, and he was not aware that they had experienced any issues.

Mr Cook asked when the Police had been contacted about the proposal, as this may have led to them taking a different view.

The Chairman confirmed that it had been during December, but a written response would be provided to confirm exactly when.

6. Local Member Issues/Member Questions

6.1 First Question from Graham Jones, Local Member for Mundesley Division

The failure of the County Council to grit key areas of Mundesley during the recent snow and ice led to a significant number of falls including at least 4 visits to the hospital and a number of minor injuries. One of the fallers was an elderly lady of 74 who sustained a swollen knee injury and a bruised elbow. There was no gritting at all in the important Station Road or Back Street and that included roads and footpaths. These roads and footpaths were like an ice rink. Given that these are vital links to the Doctors surgery and the County Council's own Mundhaven Care Home will the Panel respond to the following questions:-

Assuming that the County Council accept that the gritting of roads and footpaths such as those described is a mark of a forward thinking civilised and caring authority who are mindful of the well being of its inhabitants, can the Panel advise of what planning, particularly in the area of risk assessment, took place prior to the adverse weather event that would enable these areas to be rendered reasonably safe for the inhabitants of Mundesley?

Response by the Cabinet Member for Planning and Transportation

The Cabinet Member explained that the County Council, like all Highway Authorities, had an agreed Winter Maintenance Plan in place. The highest priorities (priority 1 and 2) were A and B roads together with a route into the major villages and footways in the main shopping areas of Norwich, King's Lynn and Great Yarmouth. Within a limited budget, roads had to be prioritised on the basis of traffic flows and strategic access. This ensured that as many people as possible had reasonable access to treated parts of the network, and could therefore reach places of work and key services, accepting that for some this would require adjustments to their normal route. The priorities were reviewed every year, and minor adjustments continued to be made. Any significant increase in the network covered would require additional resources to be made available.

During the recent spell of bad weather, as there was snow falling or forecast on several days we had to deploy two shifts of operatives to deal with the possibility of snow ploughing (which requires two operatives in each vehicle). To do this, we had to employ additional staff from our strategic partner, May Gurney, and other agencies. As a result, we did not have any operatives available to deal with footways. By 23 December, the main roads had been treated around 30 times.

The County Council had treated priority 3 roads (roads connecting strategic routes etc) on 3 occasions. There were also 750 grit bins provided around the County for residents to use on a self help basis. The depots received requests for additional assistance via Customer Service Centre, and these were responded to, where possible, by prioritising the resources available.

The Director of Planning and Transportation added that the Review of the Waste Management Programme was the risk assessment and annual assessment.

6.2 Second Question from Graham Jones, Local Member for Mundesley Division

Given the serious risk to life and limb will the Panel order an immediate review of its plans for the gritting of these two areas of Mundesley and a county wide review of other areas ensuring that it consults widely in this respect, especially with local members, District and Parish Councils and local farmers.

Response by the Cabinet Member for Planning and Transportation

The current winter maintenance policy was agreed by Cabinet in 2005, following consideration by Panel and stakeholder consultation; although the new policy did not differ significantly from the one previously agreed in 1999. At the end of each winter maintenance season, officers review performance and update the operational plan to take account of experience, ready for the next season.

In relation to Mundesley we recognise the need to add Station Road to gritting routes and this is being implemented. While we will continue to review the priority network, and make adjustments where appropriate, a significant increase in winter maintenance would require substantial additional funding which is not available within existing budgets.

Probably the best way of improving the situation would be for residents and businesses, where possible, to sweep the snow into the gutter before it has a chance to compact into ice, as we are unlikely to be able to respond as quickly ourselves.

6.3 Question by Stephen Little, Local Member for Town Close Division

Concerns have been expressed to me by residents that the turning off of street lights after 12 midnight in many residential streets in Town Close division, such as Newmarket Street, will potentially cause an increase in crime and fear of crime as well as compromise the safety of the many pedestrians returning home from pubs and clubs. Does the council consider that it has sufficient evidence to ensure that the safety of residents will not be compromised by this measure?

Response by the Chairman

The Chairman explained that this had already been answered.

Mr Little emphasised that crime and the fear of crime needed to be dealt with in consultation with the Police.

7. Cabinet Member Feedback on Previous Overview and Scrutiny Panel Comments

7.1 The Panel noted the annexed joint report (Item 7) by the Cabinet Member for Planning and Transportation and the Cabinet Member for Waste and Environment, which provided some feedback on Cabinet discussion of the Panel's comments.

8. The Environmental Impact of Landfill

8.1 The Panel considered the annexed report (Item 8) by the Director of Environment, Transport and Development, which summarised the legacy of landfill as a waste disposal method and the subsequent long term liability for the County Council.

8.2 In response to Member questions and comments, the Panel noted the following key points:

- The main aim of the waste team was to protect human health and natural resources. Where site checks showed there were risks, the County Council had installed appropriate monitoring arrangements. Where the risk is shown to be significant, action had been taken to control emissions. All assessments look at the history of the site, including the age of the waste, the composition and the environment the site was in.
- The legal argument set out in the Panel's report referred to unlicensed sites which were already closed. These were generally small pits with a very low risk and fell under the Contaminate Land legislation. Until a precedent was set by case law, it was not clear who had liability for these sites. The County Council had always said it may have liability, but the recent House of Lords ruling put that in some doubt. Officers continued to seek legal advice.
- The Environment Agency was the regulatory authority responsible for monitoring the levels of waste leaching into water systems. It had given permission for tipping to continue at Attlebridge.
- The County Council had no liability for the landfill site at Aldeby, which was run by WRG.
- The set-up costs to make a grid connection for electricity created from landfill gas were high. The County Council needed to prove that sufficient gas was being created to justify the capital outlay. The County Council had set up a project with the Environment Agency to looking at ways of dealing with low calorific gas.

8.3 The Panel noted the report.

9. Street lighting – part night lighting

9.1 The Panel considered the annexed report (Item 9) by the Director of Environment, Transport and Development, which proposed a way forward for introducing part night lighting in Norfolk.

9.2 Mr Bremner had requested some additional information, which was circulated to the meeting and is attached to these minutes at Appendix 2. A summary of the consultation responses was also circulated and is attached to these minutes at Appendix 3.

9.3 Some Members were concerned that switching off lights in whole areas could affect feelings of safety, particularly in urban areas. Others felt that it was important to think differently and that the energy saving benefits of the proposal outweighed the perceived

threat of crime. Trials in Essex had shown that levels of night time crime had reduced and other media coverage had shown that lights did not deter crime. The public needed to be reassured. One Member suggested that the decision should not be made until the best evidence was available, including Norfolk Constabulary's report. He suggested that the Cabinet should postpone making a decision until:

- 1) It had looked at options for the County Council to source its own renewable energy. This would generate greater energy savings and generate income for the County Council through feed-in tariffs.
- 2) A pilot had been carried out in a safe area of Norwich City.
- 3) Wider consultation had been carried out, perhaps through a "Street Lighting Panel", to allow community groups and Local Members to make considered representation.

Another Member added that if more exemptions were made, less energy would be saved, which was a limited approach. Trialling new technology should be looked at and it was important to listen to the Police, other agencies and the Parish and Town Councils.

9.4 In response to Member questions and comments, the Panel noted the following key points:

- Technology to develop street lights that generate their own energy was in its infancy. Bridgend Council had found this type of street light was not cost effective and that their performance was poor.
- It would be possible for the County Council to purchase locally generated renewable energy.

9.5 The Chairman emphasised that the decision had not yet been made and that a consultation was taking place. Some streets would be exempt from the switch-off, for example if they had CCTV cameras, where there were remote footpaths and alleys linking residential streets or if the Police could demonstrate that the proposal might adversely affect crime levels.

9.6 The Cabinet Member for Planning and Transportation confirmed that lights would not be switched-off in the centre of urban areas or any high or medium crime areas. The proposal would take three years to implement and local residents would be consulted with as each area was taken forward.

9.7 The Cabinet Member for Waste and Environment added that the County Council had a big task ahead to reduce carbon emissions. The Sustainability Team continued to explore opportunities for generating renewable energy.

9.8 The Panel asked the Cabinet Member for Planning and Transportation to report its views to the Cabinet on 25 January and agreed to recommend to the Cabinet that, if it agreed to a change in the street lighting policy to enable part night lighting, and subject to the outcome of the Budget consultation:

- 1) Part night lighting be introduced on roads which are not classed as routes with through traffic value and where crime rates are low (lighting classes S5 and S6)
- 2) That it approve the delegation of the resolution of relevant issues including decisions on part-night lighting exemptions, to the Director of Environment, Transport and Development in consultation with the Cabinet Member for Planning and Transportation.
- 3) That it approve the additional investment into street lighting, subject to the conditions above and sufficient funds being available from within the planning

and Transportation budget at the year end, and to set out a new reserve for this future investment.

9.9 Mr Bremner asked for the minute to record that he did not agree with points 1) and 2) at paragraph 9.8 above.

10. Removal and disposal of vehicles for sale on the highway

10.1 The Panel considered the annexed report (Item 10) by the Director of Environment, Transport and Development, which set out the latest position in connection with the removal and disposal of vehicles for sale on the highway.

10.2 Mr East reminded the Panel that he had raised this issue for scrutiny. He was satisfied with the information in the report and did not feel that further scrutiny was needed.

10.3 The Panel noted the report.

11. Forward Work Programme: Scrutiny

11.1 The Panel considered the annexed report (Item 11) by the Director of Environment, Transport and Development, which asked the Panel to review and develop the programme for scrutiny.

11.2 The Panel agreed the forward work programme.

12. The Wash Shoreline Management Plan

12.1 The Panel considered the annexed report (Item 12) by the Director of Environment, Transport and Development, which asked the Panel to comment on the content of the Shoreline Management Plan (SMP) as part of the formal consultation process.

12.2 The Panel welcomed Mr Mike Dugher, Northern Area Coastal Manager for the Environment Agency (EA).

12.3 The Head of Environment and Waste reported that the Cabinet had agreed the response, as set out in the report, but had raised concerns about the phrase 'no regrets' and felt that less emotive wording should be used.

12.4 Members raised concerns about the scientific basis on which the SMP had been drafted, the need to map a range of scenarios relating to sea level rises, the phrase 'no regrets', the lack of proper consideration of the historic environment and the cost of allowing land to be flooded.

12.5 In response to Member questions and comments, the Panel was advised that:

- SMPs were based on Department for Environment, Food and Rural Affairs (Defra) guidance. The Intergovernmental Panel on Climate Change (IPCC) 2007 report had been published since but the EA had been advised that Defra figures were robust.
- Each SMP would have an action plan. One of the actions could be that the Wash SMP should be reviewed in light of any changes to the guidance.

- The EA had looked at a range of scenarios for inter-tidal ranges in the second and third Epochs, which was why it had got undetermined policies in some areas. Keeping this under review would be part of the action plan.
- The EA had had input from stakeholders throughout the process and none had raised any direct concerns about protection of the historic environment. If any representations were made as a result of the consultation these comments would be considered.
- The EA continued to invest in the current defences in PDZ 2, Wolferton Creek to South Hunstanton. Defra had questioned whether the current approaches were economically viable, which was why new approaches were being consulted upon as part of the SMP.

12.5 The Panel agreed that the proposed response, as set out in the annexed report, should be submitted to the Environment Agency by 15 January 2010.

13. Integrated Performance and Finance Monitoring Report

13.1 The Panel considered the annexed report (Item 13) by the Director of Environment, Transport and Development, which set out progress against Planning and Transportation's service plan actions, risks and budget.

13.2 The Cabinet Member for Planning and Transportation highlighted that the decision on funding for the Postwick Hub scheme had been approved, subject to acceptance of the Major Scheme Business Case for the Northern Distributor Route (NDR) by the Department for Transport.

13.3 The Cabinet Member for Waste and Environment confirmed that the County Council was still working on securing short term schemes to divert biodegradable waste from landfill and that a further report would be presented to the Panel in March.

13.4 The Panel noted the report.

14. Service and Budget Planning 2010-13

14.1 The Panel considered the annexed report (Item 14) by the Director of Environment, Transport and Development, which set out proposals for service and financial planning for 2010/11-2012-13.

14.2 The Cabinet Members were asked if the County Council's environmental policy was likely to be hardest hit if cuts were implemented. The Cabinet Member for Planning and Transportation emphasised that cuts needed to be made because there was a shortage of money, which he recognised was an issue for Planning and Transportation, and these would depend on what priority an area was given. The Cabinet Member for Waste and Environment said energy savings and sustainability was a priority for the County Council and he hoped that if it did have to make cuts a balance would be found that would not be detrimental to carbon emission savings.

14.3 The Panel asked the Cabinet Members to report the Panel's concerns to the Cabinet about the need to maintain proper resources for the Sustainability Team, as failing to meet national indicators could cost the County Council more money and have an impact on council tax payers. The Panel also agreed the list of prioritised bids for capital funding set out in the annexed report.

15. Local Transport Plan Settlement and Highways Capital Programme 2010-2012

15.1 The Panel considered the annexed report (Item 15) by the Director of Environment, Transport and Development, which summarised the Local Transport Plan (LTP) Settlement for 2010/11 and suggested a highways capital programme for 2010/11/12.

15.2 The Cabinet Member for Planning and Transportation drew the Panel's attention to paragraph 2.1 of the Panel's report which stated that there had been no increase for the structural maintenance budget in real terms since 2004. This meant that the County Council was struggling to maintain the quality of roads and it was evident the quality was deteriorating. To mitigate this, it was recommended that the Panel support the reallocation of funding to the structural maintenance budget. The recommendation suggested £1m, but a further £0.5m had been identified from bridges. The Cabinet Member also drew the Panel's attention to suggested improvements to public transport. He would have wished to do more, but highlighted that the improvements were spread across the county.

15.3 During discussion the following comments were made:

- The structural maintenance budget had been reduced by 32% in real terms and the volume of road repairs had been reduced by one third as a result.
- Although money was being spent on creating shared cycle paths in Thetford, people were not getting on their bikes. It was suggested that those funds could be reallocated.
- There was scope to shelve the pedestrian improvement in Hoveton. The project was subject to further modelling and there was a lot of local opposition, so the £130,000 could be reallocated.
- The Department for Transport guidance rated shared cycle paths as a low priority.

15.4 The Panel agreed to recommend to Cabinet that:

- 1) £1.5m of integrated transport and bridges funding should be reallocated to structural maintenance of roads, to partially address the deterioration in highway condition.
- 2) Chief Officer delegated powers should be used to manage the two year programme.

16. City Agency Review

16.1 The Panel considered the annexed report (Item 16) by the Director of Environment, Transport and Development, which discussed the strategy and options for the Norwich City Highways Agency from April 2011.

16.2 Mr Adams, Chairman of the Norwich Highways Agency Joint Committee, urged the committee to support Option 3, as set out in the Panel's report, as being the best way forward. It was suggested that Option 2 also needed to be considered as the terms of the current agreement needed to be renegotiated.

- 16.4 The Panel agreed that Option 3, as set out in the annexed report, was the preferred approach subject with the addition of the need to minimise the cost of staff redeployment.

(The meeting closed at 12:45 pm)

Chairman



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**Planning and Transportation the Environment and Waste Overview
and Scrutiny Panel
6 January 2010
Item No.**

Winter Maintenance

Report by the Director of Environment, Transport and Development

nary

During, and following, the recent spell of wintry weather, a number of Members have reported that they received comments and questions from their constituents about the Council's approach to winter maintenance. There have also been some concerns raised by residents via the local media. In light of this feedback, and the fact that it is likely that we will experience further bad weather this winter, this report is being considered as an urgent item. This will provide the opportunity for Panel Members to discuss any issues or concerns, and will help to clarify the Council's policy and practice.

This report summarises the Council's current policy and practice in relation to winter maintenance. The policy is to carry out gritting and snow clearance work on a priority basis. The highest priority is A and B roads, heavily trafficked C roads and main access roads to villages – which accounts for 1,900 miles – and includes the main shopping footways in Norwich, King's Lynn and Great Yarmouth.

Within a limited budget, roads have to be prioritised on the basis of traffic flows and strategic access. This ensures that as many people as possible have reasonable access to treated parts of the network, and can therefore reach places of work and key services, accepting that for some this will require adjustments to their normal route. The priorities are reviewed every year, and minor adjustments continue to be made. Any significant increase in the network covered would require additional resources to be made available.

So far this winter, the workforce has been deployed over 50 times to carry out winter maintenance duties – this has included employing up to 56 additional staff from our strategic Partner May Gurney, sub-contractors and other agencies to help deal with the recent spell of bad weather. This has included some gritting of footways, but resources available to do this have been limited because of the need to use operatives for the prolonged use of snow ploughs (which requires two operatives to be present in each vehicle). The cost of carrying out this work, up to 31 December 2009, is over £900k - this includes the cost of the 10,000 tonnes of salt which has been used.

Action Required

Members are asked to consider the Council's current policy and procedure and identify whether there are any areas suitable for further scrutiny.

1. **Background**

- 1.1. The Council's Winter Maintenance Policy was last reviewed in 2004/5 and agreed by Cabinet in January 2005 – although it did not differ significantly from the previous policy agreed in 1999. The review in 2004/5 was carried out following some recent changes in relevant legislation. For example, Section 41 of the Highways Act was amended to expressly include snow and ice in a Highway Authority's statutory duty to maintain the highway.
- 1.2. As part of the review, a consultation with stakeholders was carried out, the results of which were reported to PTEWED Review Panel on 25 November 2004. This showed that 56% said we treated enough of the road network when frost was predicted and 60% said we should not treat footways when ice was forecast.
- 1.3. Gritting routes are reviewed annually by officers, against the policy, and some additional roads have previously been added as part of this process.

2. **Winter Maintenance Policy and practice**

- 2.1. The County Council is responsible for all roads in Norfolk with the exception of those within Norwich City (which are the responsibility of the City Council, under the terms of the Agency Agreement) and trunk roads, A11, A47 and A12, which are the responsibility of the Highways Agency.
- 2.2. The Council's current Winter Maintenance Policy is to carry out precautionary salting on a priority basis when ice is likely to form and, at times of snowfall, to clear snow from the highway. The priorities, shown at Appendix A, were developed taking into account the available resources, associated costs of operations and extent to which we are able to provide a responsive service (for example we have a target standard to complete priority treatments within three hours).
- 2.3. Within a limited budget, roads have to be prioritised on the basis of traffic flows and strategic access. This ensures that as many people as possible have reasonable access to treated parts of the network, and can therefore reach places of work and key services, accepting that for some this will require adjustments to their normal route. This is important for the delivery of goods and movement of buses, not just private cars. The priorities are reviewed every year, and minor adjustments continue to be made. Any significant increase in the network covered would require additional resources to be made available.
- 2.4. Snow ploughs are fitted on vehicles and used, where appropriate, but this does involve the need for a 'mate' in each vehicle to safely carry out the operation. For clearance of very heavy snow drifts etc, excavators and earth-moving equipment are deployed when and where needed. A list of problematic gradients is also maintained – these are known areas where significant snowfall is likely to cause major traffic congestions. We are also able to deploy approximately 60 snow ploughs with the help of farmers. However, a significant snow fall is necessary for these to be effective and economic.
- 2.5. The current policy includes provision for clearance of footways, although, as can be seen at Appendix A, these are a lower priority than roads and therefore addressed as resources permit. The conditions on main roads will dictate how soon resources can be released for the lower priorities.

- 2.6. The County Council maintains a number of grit bins at known trouble spots such as problematic gradients, bends, footbridges etc for use by road users, and procedures in place for dealing with requests for new bins. Since 1995, the number of bins provided in Norfolk has risen from 205 to over 700, with a considerable number of Parish Councils providing the funding for the bins in their area.
- 2.7. The Department has a number of winter services procedures in place for staff, which are contained in the Winter Services Plan.

3. **Preparing for winter maintenance**

- 3.1. The Winter Services Plan is reviewed and updated each year, including taking account of feedback and experience from the previous year. The identified gritting routes are also reviewed, and new maps and instructions are produced if necessary.
- 3.2. Training and briefings are carried out for relevant staff, including operatives, Duty Officers and County Controllers. All of the vehicles are fully serviced and checked, and some 'dry runs' carried out. All of the Council's salt barns were restocked with salt.
- 3.3. The county council's gritters use 'Safecote' salt that has been treated with a sugar byproduct to improve spreading, allowing spreading rates to be 25% lower without any reduction in effectiveness. The 'Safecote' salt stored for gritting Norfolk's roads comes from Winsford, Cheshire. 2008-09 was the first winter season 'Safecote' salt was used in Norfolk.
- 3.4. A leaflet, which includes details of the gritting routes, is produced before each winter season and over 4,000 hard copies are distributed, including to all County Council Members, Parish and Town Councils and to District Councils for their Members. Copies are also available in libraries and on the internet at http://www.norfolk.gov.uk/consumption/idcplg?IdcService=SS_GET_PAGE&ssDocName=NCC048988

4. **Resources**

- 4.1. The total budget allocated for winter maintenance for county roads in 2009/10 is £1.9m for actions and salt (over £900,000 has been spent so far during 2009/10) with another £1.6m for fixed costs like standing charges, vehicle costs and salt storage. In practice, should this budget be exceeded we will generally continue to carry out winter maintenance to the standards defined by our Winter Maintenance Policy if possible, with the shortfall being met from reserves, as happened last winter.
- 4.2. The Council has a PFI contract in place with Salt Union for the provision of salt to the seven barns located around the county – 10,000 tonnes have been used so far in 2009/10. This approach has been held up nationally as good practice - and despite the salt shortages other counties experienced early in 2009, Norfolk did not run out of salt and we were able to continue gritting routes throughout the bad weather.
- 4.3. The County Surveyors Society has recently issued some guidance to local authorities about conserving salt by reducing service levels. Whilst our PFI with Salt Union ensures that our salt stock position is manageable at present, we may need to consider this if there is a reoccurrence of the National salt shortages. The implication being there are authorities who were not able to deal with the situation as well as we have.

- 4.4. The Council has a number of trained staff in place to deal with winter maintenance. In addition, we are able to employ staff from our strategic partner May Gurney, sub-contractors and other agencies during peaks e.g. periods of particularly bad weather – we employed 56 additional staff to deal with the recent spell of bad weather.
- 4.5. A full action to treat the priority routes identified at Appendix A requires 52 vehicles, covers a road network of 70 main roads (1,900 miles). It also takes three hours on the road, uses 285 tonnes of salt and costs £25,000 (£37,000 if taking into account the fixed costs e.g. cost of vehicles and salt storage).

5. **Taking action**

- 5.1. The Winter Services Plan sets out clear procedures for decision making, including guidance on the appropriate treatments for the predicted road conditions. Special weather forecasts are received daily, as well as information from the ice detector stations placed around the County.
- 5.2. Decisions on the most appropriate course of action are made by the County Controller, in conjunction with the Duty Area Manager. The County Controller is also supported by Duty Officers located at the County's Depots. Duty rotas are maintained and updated weekly for these roles. Operatives often work 12 hour days during peak periods,
- 5.3. Making these decisions includes taking account of the road surface temperature, precipitation (e.g. whether it has rained, is expected to rain, whether it is expected to freeze) and the road conditions (e.g. wet, wet patches or dry). Those making the decision will also be mindful of the limitations of any approach which they may select, for example:-
- In normal conditions, gritting routes take up to 3 ½ hours to implement from start to finish.
 - In snow ploughing conditions, these times will be more than doubled because of the need to travel in both directions on the road.
 - Snow ploughs are not able to completely clear snow from the road – they will clear snow only to the clearance of the blade from the road, to prevent damage to the road and equipment.
 - As temperatures fall the effectiveness of using salt can be reduced (note that salting the road can contribute to lowering the temperature of the road).
 - Heavy snowfall can reduce the effectiveness of salt.
 - After spreading salt on top of snow, a reasonable amount of traffic, including HGVs, is needed to ensure that it is 'worked in' to the snow so that it can be effective.
 - The clearance of footways is a labour intensive manual operation, as it is carried out by hand, and it more difficult once the snow has 'glazed over'.
- 5.4. So far during the 2009/10 winter, the workforce has been deployed more than 50 times to carry out winter maintenance activities. This has included some gritting of footways, but resources available to do this have been limited because of the need to use operatives for the prolonged use of snow ploughs (which requires two operatives to be present in each vehicle). The vast majority of these activities involved gritting all 1,900 miles of priority roads across the county.

5.5. Because our efforts at times of snow concentrate firstly on the main roads, the most effective action to improve footways would be for frontagers to sweep the snow into the gutter before it compacts into ice, and to make use of the grit bins in place. The householder is, of course, under no duty to do that on a publicly maintainable footway. If they decide to do it they are potentially liable if an accident is caused by their intervention but they will only be liable if it can be proved by the claimant that they did not take reasonable care in what they did. They are unlikely to be liable if they only partially cleared the snow (given that they have no duty to do it at all) but only if they did something which made the situation worse e.g. pouring hot water on the surface which then freezes.

6. **Resource Implications**

6.1. **Finance** : Forecasting expenditure on winter maintenance is difficult because of the unpredictability of weather conditions. However, it was recently agreed to release £0.200m additional funding from the Planning and Transportation Budget under-spend into winter maintenance, and this is included in the figure quoted in para 4.1.

6.2. **Staff** : See section 4 above.

6.3. **Property** : The Council has seven salt barns in place across the County.

7. **Other Implications**

7.1. **Legal Implications** : Section 41 of the Highways Act 1980 includes the following sub-section:-

“1(a) In particular, a highway authority is under a duty to ensure, so far, as is reasonable practicable, that safe passage along a highway is not endangered by snow and ice”

There is, however, no absolute duty to clear snow and ice. The duty on the highway authority is, as far as practicable, to ensure snow or ice does not endanger the safe passage; winter maintenance falls within this duty and involves a balance between the degree of risk and the steps necessary to eliminate it including the cost involved. Section 150 of the Highways Act also imposes a duty upon authorities to remove any obstructions of the highway resulting from accumulation of snow etc.

7.2. **Equality Impact Assessment (EqIA)** : An equality impact assessment on the County’s winter maintenance policy has been carried out. This highlighted a possibility inequality for older or disabled people, particularly those with mobility problems, because of the low priority given to treating footways. The current policy of providing grit bins and treating footways on a cost benefit/resource analysis basis was thought to be appropriate in terms of helping to mitigate this issue, bearing in mind that this problem is infrequent and has a temporary impact. In implementing the Policy, the County Controller is also able to use his discretion to provide additional service in areas where there accessibility dependencies.

7.3. **Communications** : The Department provides information to the local media during spells of bad weather to help keep residents updated, and the Customer Service Centre are able to provide information about gritting runs etc. Information on the existing policy and practice are available to view on the Council’s website, and a gritting leaflet has been produced and shared with Parish and Town Councils and other stakeholders.

7.4. **Health and safety implications** : All winter maintenance staff are fully briefing/trained each year before carry out winter maintenance activities. All relevant risk assessments are in place.

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

8.1. N/A

Action Required

- (i) Members are asked to consider the Council's current policy and procedure and identify whether there are any areas suitable for further scrutiny.

Background Papers

Report to PTEWED Review Panel 25 November 2004

NCC Winter Maintenance Policy, as set out in the report to Cabinet dated 31 January 2005

2009/10 Winter Services Plan

Officer Contact

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

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

**Precautionary Gritting and Snow Clearance
Priorities for Treatment**

Subject	NCC Priorities	Situations when treated
Roads	Priority 1 & 2: <ul style="list-style-type: none"> • All primary and principal roads. • All Main distributor roads • All access roads (Local and HGV) • The most important urban traffic links with more than a local significance. This includes roads leading to important industrial and military establishments, hospitals, ambulance and fire stations. • Other roads serving a local purpose and connecting to strategic routes. This includes some roads leading to bus garages, important bus routes, important commuter routes, highways serving shopping centres, single access to villages, hamlets, rural communities, schools and known trouble spots but not all. * 	<p style="text-align: center;">When icy conditions are predicted. (In times of prolonged snowfall as resources permit)</p>
	Priority 3: <ul style="list-style-type: none"> • Remaining roads serving a local purpose and connecting to strategic routes. • Local roads, including residential roads and local interconnecting roads but not all. * 	<p style="text-align: center;">After a prolonged period of icy or snowfall as resources permit.</p>
	Priority 4: <ul style="list-style-type: none"> • Remaining roads including estate roads not included in priority 1,2 or 3. 	<p style="text-align: center;">After snowfall as resources permit, having first established reasonable conditions in clearing higher priority roads and footways.</p>
Footways	Important Traffic Restricted routes within King's Lynn, Great Yarmouth and Norwich. *	When frost is predicted or after snow.
	Main shopping areas and busy urban areas including footways leading to essential industrial establishments, hospitals, important bus routes and schools, and known trouble spots. *	Reactive Treatment After Prolonged Frost or Snow.

	remaining footways.	Reactive treatment after snowfall as resources permit, having first established reasonable conditions in clearing higher priority roads and footways.
Cycleways	On - road cycleways.	Treat as part of relative road priority.
	Off - road cycleways.	To treat as resources permit, having first established reasonable conditions in clearing priority roads, footways and on-road cycleways.

*Based upon local discretion of Area Managers and Norwich City Councils Director of Development, considering the following:-

1. Wider transport and other priorities.
2. Accessibility dependencies.
3. Known problems including significant gradients, exposed areas and other topological factors.
4. Co-ordination and co-operation with other authorities.
5. Overall risk assessment including the need to maintain consistency.

APPENDIX 2

1) When is the County Council going to present evidence from their own Community Safety Team at County Hall relating to their street lighting plans?

The Council's Community Safety Team were consulted during the development of the proposals being considered by the Planning and Transportation the Environment and Waste (PTEW) Overview and Scrutiny Panel on 6 January 2010 – this is mentioned at para 3.5 in the report. The Team have not identified any issues or concerns in relation to the report, and noted that we are not proposing to implement part night lighting in high crime areas and that other authorities who have already trialled/implemented part night light have not had an increase in crime. A check of crime & disorder levels between midnight and 5am across Norfolk has been commissioned for identification of any hotspots requiring further investigation. The Team highlighted that it would be appropriate for some exemptions to implementation to be identified, for example for areas where CCTV is provided, and these are included in the report at Appendix C.

2) In late December the County Community Safety Team reported that they had not been asked to comment on these proposals or advise on crime and disorder aspects. Why was the County Community Safety Team specifically NOT asked to comment on these proposals or advise on crime and disorder, their special area of expertise?

See 1 above.

3) The Police had been asked for comments and are still working on this, but at a force-level. Why does the Cabinet Member Cllr Gunson say "The lights that we are proposing to or turn off from midnight to 5am are in those areas defined as low crime by the Police", yet the Police have not replied?

Officers worked with the Police during the development of the Street Lighting PFI contract, which is currently in place. This included identifying areas of low and high crime, using the same data and methodology adopted by Norfolk Police. Only those streets identified by the Police as low crime areas have been included in the proposal.

4) In compliance with Section 17 of the Crime and Disorder Act, County reports have a section in which authors are required to evaluate the impact of proposals on Crime and Disorder. As no Cities or Counties have sufficiently advanced with plans to have firm data to show whether or not crime and disorder will be affected by such a move, so who has been doing the evaluation?

Essex County Council implemented the part night lighting trials in Maldon and Uttlesford in February and April 2007. These schemes have therefore been in place for almost three years. During that time there has been no significant change in crime statistics in these districts as distinct from the rest of Essex.

5) The Community Safety Officer of Norwich City Council did not see the actual list of streets involved till I sent it to him. Why was he not consulted from the beginning, especially to do with Crime and Disorder?

The Council's Community Safety Team were consulted on the proposals (see 1 above). The City Council has also been consulted on the proposals, as have the other local authorities in Norfolk, and have been sent a copy of the full list of affected roads. Cabinet will be able to consider any consultation responses in making their decision on 25 January.

6) When were the Community Safety officers of Norwich, Great Yarmouth and all the other District Councils consulted? Why was there no consultation?

See 5 above.

7) When were the Architect Liaison Officer (ALO) shown the proposals by the County Council. Why was there no consultation?

The proposals were shared with the Police in November 2009 and a meeting was held with two architectural Liaison Officers early in December.

8) CCTV is specifically mentioned, yet areas of the City covered by CCTV are to be blacked out. Why was the CCTV department at City Hall not consulted?

The list of affected roads and lights that has been circulated lists all of the low crime areas in Norfolk which have type S5 or S6 lights in place which are owned and maintained by the County Council. The list of exemptions identified have not yet been applied to this list, and in practice there are likely to be some areas on the list that are not suitable for the implementation of part night lighting – this includes areas covered by CCTV. The suitability of part night lighting for each of these roads lists will be assessed before any local implementation decisions are made.

9) How many other CCTV departments in County and Districts have not been consulted?

We have consulted all local authorities in Norfolk. There is not a need to specifically consult with CCTV departments and we are not proposing to implement part night lighting in areas with CCTV.

10) I am interested in the comment in the County's letter which says that exemptions will be considered for "Sites where the Police can demonstrate that there will be an increase in crime if lights are switched off, or where they can demonstrate that switching lights off directly affects the ability to reduce crime." What data has been used?

We will need to liaise with the Police on instances like this, and we are currently consulting them on the proposals.

11) There is no evidence from the documentation available that any crime and disorder data has been used in the decision-making process. What (if any) evaluation has been done of the possible effects?

See 3 above

12) Cllr Gunson writes “No lights would be converted to part night lighting in high crime areas or on busy roads or thoroughfares.” Indeed, for Norwich as a whole, the proportion of lights that would be converted is 7,388 out of 13,954, i.e. about half. Why is half of Norwich to be blacked out?

The number of type S5 or S6 lights in low crime areas of Norwich, on roads that do not have a high value of through traffic represents around half of the Council's lighting stock in the area, the same proportion as in the rest of the county. The proposal to be considered by the PTEW Overview and Scrutiny Panel is that these lights would, unless one of the exemptions applies, be turned off from midnight to 5am.

13) In the report Street Lighting Policy, paragraph 3.4 says “ The high and medium crime areas comprised parts of Bowthorpe , Lakenham, Mancroft, Mile Cross and Thorpe Hamlet wards in Norwich, Central and Northgate and Nelson Wards in Great Yarmouth, Fairstead Ward in Kings Lynn and Saxon Ward in Thetford” Whole streets in these wards in Norwich will be blacked out at Midnight, including most of Mile Cross Ward. Does that make any sense? How many areas of Kings Lynn, Thetford and Great Yarmouth are to be blacked out at Midnight?

The high and medium crime areas comprise parts of areas like Bowthorpe, Lakenham etc, but not all of these areas. The list of roads and would be affected by the proposal only includes those roads in low crime areas.

The total number of lights that may be affected by the proposal represents approximately half of the County Council's lighting stock (25,000 out of 49,500). For the areas you mention, those affected represent:-

Great Yarmouth – 62%
King's Lynn – 56%
Thetford – 61%

Note that these figures only relate to the County Council's lighting stock. In practice, there may be a number of other lights owned/maintained by district or parish councils, and these are not included in the proposals.

14) All the lights in Beecheno Road, Stevenson Road and Gilbard Road are in the list for the Midnight Black-out. This is the area known as the Larkman. Is this a sensible idea?

As mentioned above, the proposal is to implement part night lighting for S5 and S6 type lighting in low crime areas on roads where there is little through traffic. These roads fall within this definition.

15) Nearly all the streets in the West Earlham in Norwich are down for the Midnight Black-out – the whole area in darkness. Is this a sensible idea?

See 14 above.

Also, it should be noted that there are already large parts of the County where no street lights are provided at all.

16) City Centre streets and Lanes are down to be Blacked-Out at Midnight, where jewellers are based, where Police Night-time Economy Public Order Patrols operate, red light areas, even the War Memorial and Gardens, will all suffer the Midnight Black-Out. Why did the County Officers make up these nonsensical lists without any consultation? Why did the Cabinet Member let these lists go out without proper consultation?

These areas may be covered by the identified exemptions.

We are currently carrying out a consultation on the proposals for the implementation of part night light, and the list of lights that could be affected by this has been circulated so that people are able to put it in the context of their local area. There will be further consultation with local residents and parish councils in advance of carrying out any work in their area.

17) It says in the first line of the report, in the Summary – “At the meeting in November, the Panel agreed to endorse a change in street lighting policy to enable part night lighting.” That is not true. We agreed “...to seek Cabinet approval to a change in street lighting policy to remove the commitment to light throughout the night when street lighting is provided.” Why have the officers only suggested a massive black-out of whole areas, including half of Norwich?

As mentioned above, the proposal is to implement part night lighting for S5 and S6 type lighting in low crime areas on roads where there is little through traffic.

18) Again the Cabinet member writes: "I note the various points which you make about perceptions of safety at night,..." If over half the female population of Norwich feel unsafe in the dark how does the Cabinet Member propose we help reduce that figure by making sure that there is far, far more dark in Norwich? What targets do we have for reducing fear of Crime?

The report being considered by Panel recognises that street lighting can contribute to residents perceptions and feelings of safety, and that this may be more likely or extreme for people who feel vulnerable, and this may typically be women, older people and some disabled people. The impact that the implementation of part night lighting may have on this is clearly something that we will need to keep an eye on, and consider whether any additional exemptions should be applied. The Council also has targets to reduce CO2 emissions and make cost savings. All these need to be considered in the round.

It is important to emphasise that experience from other parts of the country who have trialled or implemented part night lighting is that it did not result in an increase in crime or accidents.

19) “There is a clear gender split on after dark safety with 26% men feeling unsafe and 51% of women.” That is in Norwich as a whole and in some areas, City Centre and others the figures will be far higher. In two wards I would suggest the figures will be more like 75% of women feeling unsafe in the dark. I would guess that would be the same for areas of Thetford, Kings Lynn, Great Yarmouth, etc. What does the Norfolk Place Survey say for after dark feelings of safety in each of these areas?

See 18 above.

The results of the place survey shown that, across the county, 55% of people feel safe and outside in their local area after dark. When split by districts, the range is from 69% of respondents in North Norfolk feeling safe after dark, and 46% in Norwich after dark.

20) Why has the relevant information from the Norfolk Place Survey not been given in this report?

See 18 above.

The results of the Norfolk Place Survey have been previously shared with Members. In addition, the results of the Citizens Panel survey that included questions to test perceptions to street lighting was reported to Panel in November.

21) Why has the suggestion to take out every third light at midnight not been followed up, and investigated?

This was considered during the development of the proposal, but was not considered to be appropriate for the reasons set out in Appendix A of the report. If the Panel would like some further work to be done to work up a proposal based on this option this can be done and brought back to the March Panel meeting.

22) Why are we rushing into this without any proper consultation, without any real research?

The PTEW Overview and Scrutiny Panel have previously discussed the idea of part night lighting on two occasions last year. A survey has also been carried out with Norfolk Citizens Panel – the results of which were reported to Panel at the meeting in November 2009.

A consultation on the principle of part night lighting is underway with Parish and Town councils, district councils, Norfolk Police and key stakeholders. There will also be opportunity for further consultation with local residents in advance of implementing proposals in any particular area.

In terms of research, officers have made contact with the other local authorities who have already trialled or implemented part night lighting and have reviewed the technology available.

APPENDIX 3

Street Lighting Policy – Item 9
Part night lighting - summary of consultation responses
as at 5 January 2010

Volumes

Consultee	No consulted	No who have asked questions or requested additional information	No who have responded to the consultation
Parish and Town Councils who would be directly affected by the proposals	153	22	14
District councils	7	1	2
Other stakeholders e.g. emergency services and transport providers.	32	0	3

Summary of views contained in responses

Comments	Parish and Town Councils	District Councils/ councillors	Other stakeholders
1. Some Parishes have said that they are interested in changing the lights that they own/maintain to part night lighting also.	2	0	0
2. Some Parishes have said that they have already introduced part night lighting for all or some of the lights that they own/maintain – and have they have not experienced any problems as a result.	2	0	0
3. Concern that the proposal would mean some parts of the Parish to be fully lit, and others not – resulting in a patchy approach.	2	0	0
4. Concern that proposal would affect lights in some areas with many elderly residents.	3	0	1
5. People feel safer with lights on, and part night lighting may increase crime, disorder, anti-social behaviour or accidents.	2	1	1

6. Do not support the provision of any street lights.	1	0	0
7. Object to the proposal as they relate to the centres of Cromer, Fakenham, North Walsham, Sheringham and Wells where the District Council operates CCTV.	0	1	0
8. Environmental benefits can be achieved – including carbon reduction and light pollution.	1	0	1
9. Alternative technology should be considered.	1	0	0

List of respondees

	Support	Oppose	Other
Parish and Town Councils			
Old Catton		✓	
Wiggenhall St Mary Magdalene		✓	
East Harling	✓		
Hemsby		✓	
Roydon	✓		
Sedgeford	✓		
Hempnall	✓		
Taverham		✓	
North Walsham		✓	
Saham Toney	✓		
Docking		✓	
Hethersett	✓		
Ryburgh			✓
Necton		✓	
District Councils			
Norwich			✓#
North Norfolk		✓*	
Other stakeholders			
Living Streets (formerly the Pedestrians Association)		✓	
CPRE/Norfolk	✓		
Shirley Weymouth		✓	

– Great Yarmouth Borough Councillor			
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#Some concerns raised about crime and disorder and highway issues, and recommendations made for how NCC should proceed.

*Oppose the introduction of part night lighting in areas where CCTV is provided by the Borough Council. Initial response – more detailed response to be submitted.

**Planning and Transportation Environment and
Waste Overview and Scrutiny Panel**

3 March 2010

Item No. 7

**Cabinet Member feedback on previous Overview and
Scrutiny Panel comments**

A joint report by the Cabinet Member for Planning and Transportation
and Cabinet Member for Waste Management and the Environment

**Joint Planning and Transportation and the Environment and Waste
issues**

Report/issue	Service and Financial Planning 2010-13
Date considered by O&S Panel:	4 November 2009 and 6 January 2010
O&S Panel comments:	<p>The Panel considered two reports on service and financial planning 2010-13. The report on 4 November 2009, which including information on spending pressures and detailed proposals for service and financial planning for 2010/11-2012/13, was noted by Panel.</p> <p>The 6 January 2010 report updated Panel on with further affecting the proposals, including confirmation of the Provisional Grant Settlement and information on capital funding bids. The Panel asked the Cabinet Members to report their concerns to the Cabinet about the need to maintain proper resources for the Sustainability Team, as failing to meet national indicators could cost the County Council more money and have an impact on council tax payers. The Panel also agreed the list of prioritised bids for capital funding.</p>
Date considered by Cabinet:	25 January 2010
Cabinet feedback:	<p>The concerns raised by Panel were reported to Cabinet (an extract from the minutes was included as an Appendix to the report). The Cabinet considered a report setting out budget proposals for the County Council for 2010/11, and resolved to recommend these to Council.</p>

Planning and Transportation issues

Report/issue **Street lighting policy**

Date considered by 6 January 2010

O&S Panel:

O&S Panel comments: Panel agreed to recommend to Cabinet that:-

1. Part night lighting be introduced on roads which are not classed as routes with through traffic value and where crime rates are low (lighting classes S5 and S6).
2. That it approve the delegation of the resolution of relevant issues including decisions on part-night lighting exemptions, to the Director of Environment, Transport and Development in consultation with the Cabinet Member for Planning and Transportation.
3. That it approve the additional investment into street lighting, subject to the conditions above and sufficient funds being available from within the planning and Transportation budget at the year end, and to set out a new reserve for this future investment.

Mr Bremner asked for the minute to record that he did not agree with points 1) and 2).

Date considered by Cabinet: 25 January 2010

Cabinet feedback: Cabinet approved the recommendations. Recommendation 2 was subsequently 'called in' by Cabinet Scrutiny Committee and discussed at their meeting on 9 February. Cabinet Scrutiny Committee intend to propose to Cabinet that the recommendation as follows:-

Approve the delegation of the decision on individual streets, including decisions on part night lighting exemptions, to the Director of Environment, Transport and Development and Cabinet Member for Planning and Transportation after due consultation with local people through their elected representatives.

This will be considered at the March Cabinet meeting.

Officer Contact

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Use of Civilian Traffic Marshals

Report by the Director of Environment, Transport and Development

Summary

The use of police accredited traffic marshals reduces disruption to bus, emergency, servicing and other vehicles. Feedback from stakeholders tells us it is helping reduce congestion and helping bus services become more reliable. As such, it should continue to be used.

For events generally e.g. Norfolk show, firework displays, concerts we should build on our success and encourage event organisers to fund the traffic marshal service as one part of their event traffic management plans to minimise disruption.

Where no specific organiser can be identified, the County Council will continue to take a lead in deployment and seek contributions from the beneficiaries. The main deployment this year will be pre Christmas in Norwich and King's Lynn.

Where travel demand generated by events impact on the highway network, the County Council will continue to seek to ensure event organisers keep to HSE guidance in agreeing appropriate traffic management plans with police and the highway authority, and where necessary, fund traffic marshals.

Action Required

Panel are asked to comment on the report and identify whether they support the next steps proposed, and whether they require a further report during 2011.

1.0 Background

- 1.1. Panel agreed to trial the use of traffic marshals at your meeting of March 2009. This report updates Panel on the trial to date and asks for comments on the way ahead.

2.0 Experience to Date

- 2.1. Eventguard have been deployed on the highway at a range of events during 2009.
- 2.2. During the Norfolk Show, marshals were deployed on county roads and car park entrances to help keep county and trunk roads moving.
- 2.3. In November 2009, traffic marshals were used at major fireworks events in Norwich. The 'Sparks in the Park' event, organised by the City Council, was a public transport based event with no car parking provided on site following problems with heavy ground conditions during the 2008 event and bus companies providing extra commercial services to the event some based using the Costessey Park and Ride Site. The Norfolk showground event was on the same night and traffic marshals were deployed to reduce blocking of the roundabouts and help ensure the bus services from the P&R site were not disrupted. The Norfolk show and fireworks events are examples of uses which were paid for by the event organisers.

2.4. Christmas 2009

Eventguard were deployed at or close to major car parks entrances from October half term through the Christmas period. The deployment was successful with good feedback from bus operators, taxis drivers, blue light services and car park operators.

- 2.5. There was noticeably less conflict with drivers than last year and this is a due in no small measure to the attitude of the Eventguard team. A difficulty raised by the traffic marshals is that they are unable to engage in conversation with motorists while they are trying to move them on. This frustrates motorists and is regrettable but unavoidable as the reason for the deployment is to keep traffic moving. The main role of the marshal's is to prevent obstruction on the highway.
- 2.6. There was very good co operation with Chapelfield and other major car park operators. The City Council also assisted by providing copies of their where to park leaflet. The feedback from operational organisations is that the deployment of Police accredited traffic marshals is reducing congestion. All the operational services consider this to be a very positive step in helping reduce congestion. Bus operators continue to report that this is helping bus services become more reliable.
- 2.7. Contact with bus companies in King's Lynn have identified two locations at which vehicles queuing on yellow box junctions during the pre Christmas peak regularly block traffic including bus services. Though marshals were not able to be deployed this year it is hoped that deployment will be an option in 2010.
- 2.8. It appears that the section of the 2004 Traffic Management Act covering civil enforcement of moving traffic offences is now unlikely to be taken forward by Department for Transport for 3 years or so. However, use of civilian traffic marshal's allow us as a highway authority, and event organisers, under their health and safety responsibilities (see section 4.5), to procure accredited resources to carry out a traffic marshalling service to help keep traffic moving.
- 2.9. A high profile event where there is no agreed event traffic management plan is Norwich City Football Club home games. The issue of pedestrian safety while the crowd is dispersing from the football club has been raised at Norwich Highways Agency Joint Committee and by correspondents. We are working with the police and football club but this issue is not resolved. Discussions are ongoing and any further progress will be reported to members at the panel meeting.

3.0 **Funding and Costs**

- 3.1. The Christmas 2009 cost was £19,680 of which Chapelfield contributed £4,500. Chapelfield have been extremely proactive with this scheme and to date are the only organisation to make a contribution in 2009. Chapelfield also make contributions to the cost of park and ride and other transport costs and their continued support is appreciated. We will continue to seek funding from other organisations to reduce the impact on public funds.
- 3.2. For privately organised events e.g. concerts/football matches, charity events, etc we continue to work with Norfolk Police and District Council Safety Advisory Groups to have event organisers provide appropriate traffic marshals to minimise disruption caused by their event. This is based on the Health and Safety Executive (HSE) guidance 'The Safety Event Safety Guide' HSG195.

3.3. The proposed funding arrangements are :

- Works promoters (both Local Highway Authority and Utilities) should fund cost of provision for their works
- Event organisers are to be asked to provide traffic marshals for their events (e.g. Norwich City Football Club, Lord Mayors Show, Norfolk Show, Grand East Anglian Run).
- County Council to consider funding (from within existing budget) deployment for planned events where no 'organiser' is apparent. Pre Christmas shopping in Norwich and Kings Lynn are the most obvious examples (contributions to be sought from Chamber of Trade, shopping centres, car park operators and bus operators)

4.0 **Next Steps**

4.1. For events generally e.g. Norfolk show, firework displays, concerts etc. we should build on our success and encourage event organisers to fund the traffic marshal service as one part of their event traffic management plans to minimise disruption.

4.2. Where no specific organiser can be identified the County Council will continue to take a lead in deployment and seek contributions from the beneficiaries of activities. The main deployment this year will be pre Christmas in Norwich and King's Lynn. Where travel demand generated by their events impacts on the highway network the County Council will continue to encourage event organisers to keep to HSE guidance in agreeing appropriate traffic management plans with police and highway authority and where necessary fund traffic marshals.

5.0 **Resource Implications**

5.1. **Finance** : The cost of deployment is to be kept within existing revenue budgets and contributions sought from event organisers and works promoters.

5.2. **Staff** : None

5.3. **Property** : None

5.4. **IT** : None

6.0 **Other Implications**

6.1. **Legal Implications** : None

6.2. **Human Rights** : None

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

6.4. **Communications** : It is proposed that a range of communications means will be used to raise awareness of the traffic marshals and their deployment. Following concerns raised from feedback, the reasons why marshals do not get into conversation with drivers will be a key message to get across.

- 6.5. **Health and safety implications** : During 2009 Eventguard became part of the Norse group of companies. Eventguard remain the only company with police accreditation in Norfolk and appropriate risk assessments are in place. Eventguard have worked with police and highways staff to ensure safety of staff and the public.

Event organisers are being directed to the Health and Safety Executive guidance 'The Safety Event Safety Guide' HSG195 for information on the need to agree traffic management plans for their events with the highway authority and police. The guidance also contains detailed information on the arrangements that should be in place.

7.0 **Section 17 – Crime and Disorder Act**

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

8.0 **Alternative Options**

- 8.1. The alternative option is not to continue to fund the deployment of traffic marshals for events like Christmas where there is no specific event organiser.

9.0 **Conclusion**

- 9.1. The use of police accredited traffic marshals reduces disruption to bus, emergency, servicing and other vehicles. Feedback from stakeholders tells us it is helping reduce congestion and helping bus services become more reliable. As such, it should continue to be used.
- 9.2. For events generally e.g. Norfolk show, firework displays, concerts we should build on our success and encourage event organisers to fund the traffic marshal service as one part of their event traffic management plans to minimise disruption.
- 9.3. Where no specific organiser can be identified, the County Council will continue to take a lead in deployment and seek contributions from the beneficiaries. The main deployment this year will be pre Christmas in Norwich and King's Lynn.
- 9.4. Where travel demand generated by events impact on the highway network, the County Council will continue to seek to ensure event organisers keep to HSE guidance in agreeing appropriate traffic management plans with police and the highway authority, and where necessary, fund traffic marshals.

Action Required

- (i) Panel are asked to comment on the report and identify whether they support the next steps proposed, and
- (ii) whether they require a further report during 2011.

Background Papers

Use of Civilian Traffic Marshals Report - Planning, Transport, Environment and Waste Overview and Scrutiny Panel 4 March 2009

The Event Safety Guide HSG195 Health and Safety Executive reprinted 2005

Officer Contact

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**Carbon Reduction Commitment:
Quarterly Update**

Joint report by the
Director of Environment, Transport and Development
and the Director for Corporate Affairs

Summary

This report provides the first quarterly update on preparations for the introduction of the Carbon Reduction Commitment (CRC) from April 2011.

Following negotiation of a very favourable deal with the two main electricity and gas suppliers, we also now aim to achieve a higher proportion coverage of carbon emissions by Automatic Meter Readings (AMRs). The new Programme Office will be leading project management of our preparations for the CRC, overseen by the Council's Climate Change Programme Board.

The report proposes that early cash flow, penalties and rewards under the scheme should be managed centrally during the introductory phase (2010-13), as the sums involved are relatively small, while we review how we incentivise Departments to reduce carbon emissions in the longer term.

Action Required

PTEW is invited to:

- (i) Note the current risk regarding our CRC league table position;
- (ii) Note that we propose to manage the initial purchase of allowances centrally during the introductory phase (2010-13);
- (iii) Note that we also propose to manage centrally the cost of any shortfall in the recycling payment during the introductory phase; and
- (iv) Note that we propose to review how we incentivise Departments to reduce carbon emissions in the longer term.

1. Background

- 1.1. PTEW Overview and Scrutiny Panel received an overview report of the Carbon Reduction Commitment (CRC) and its likely impacts on Norfolk County Council in August 2009, and requested an update on the Council's preparations in six months' time.

- 1.2. The CRC presents a significant financial risk for the County Council. As well as cash flow implications relating to the purchase of allowances, there are both financial and reputational risks associated with poor performance. Cabinet agreed that reducing energy use must become a fundamental part of the Council's overall efficiency drive. Cabinet has since endorsed a £9.38m capital spend over the next 3 years, as part of a £13.9m 5-year investment programme to improve the efficiency of the Council's estate.
- 1.3. Poor administration will also be heavily penalised under the scheme, with fines that could amount to over £3m for failing to keep adequate records. It is paramount that we ensure the Council is thoroughly prepared to administer the scheme effectively.

2. **How will the County Council perform in the scheme?**

2.1. **Year 1 (2010/11)**

- 2.1.1. Our league table in Year 1 will be determined by our action against the 'early action' metric. The County Council is unable to meet one of the two 'early action' criteria for the CRC scheme, namely compliance with the Carbon Trust standard, which requires proof of carbon emission reductions over the past 3 years. This could potentially affect our position relative to other organisations in the first league table, which is to be published in October 2011 (based on information from 2010/11).
- 2.1.2. Work is in hand to address the other 'early action' criterion, namely percentage coverage of carbon emissions by voluntary Automatic Meter Readings (AMRs). We initially aimed to install voluntary AMRs covering 70% of the Norfolk County Council estate, based on analysis of cost effectiveness. We now hope to achieve a higher proportion of coverage following negotiation of a very favourable deal with the two main electricity and gas suppliers, which enables us to fit a greater number of electricity supplies with AMRs than expected within the £87k revenue funds which have been allocated for this purpose. In addition, we plan to allocate some of the planned capital funds for energy efficiency measures (approx. £84k) to install AMRs at large oil supplied sites. This will bring the total AMR coverage of the County Council estate up to 87%.

2.2. **Year 2 onwards**

- 2.2.1. In the longer term, our league table position will be determined by our success at reducing our carbon footprint relative to other organisations in the scheme.
- 2.2.2. We need to raise our game significantly in this area. As reported in November, our carbon emissions rose between 2007/08 and 2008/09, mainly due to a 9% rise in electricity consumption. This was partly due to data collection issues and new school buildings to deal with the growth in pupil numbers. However, general energy use in schools has also been rising significantly, due partly to the growth in ICT use and out-of-hours services.
- 2.2.3. The latest year-on-year data is attached as an Annex. Comparing calendar year 2008 with 2009, we estimate that our electricity consumption rose by approximately

2.4% and the associated costs by nearly 8%¹. However, data from the last 6 months suggests a reduction in consumption of approximately 2%. This is promising, but it remains to be seen whether the trend will be consolidated. In light of this data, we will review progress in meeting the Council's targets under the Carbon Management Programme and provide advice in the next quarterly report on where we need to focus action to make a significant impact on energy consumption and carbon emissions.

3. Managing the Council's preparations for CRC

3.1. Preparing for the CRC could be a significant organisational change issue, which will require action across a range of themes:

- Policy on devolution of penalties and rewards
(or other ways of incentivising Departments)
- Financial systems
- Data management
- Trading strategy
- Embedding energy and carbon in decision-making
- HR
- Communications (internal and external)

3.2. Given the breadth of the implications, this work needs to be closely aligned with the Council's wider corporate affairs agenda. The new Programme Office will be leading the project management of our administrative preparations, with Corporate Finance and others leading on the different workstreams set out above. Preparations will be overseen closely by the Council's Climate Change Programme Board.

4. Devolution Policy

4.1. The CRC is intended to provide a financial incentive for organisations to reduce their energy use (and therefore carbon emissions). In preparing to administer the scheme, we need to consider how to link this incentive to those who actually use the energy.

4.2. The scheme requires us to purchase carbon allowances each year to cover our projected carbon emissions – starting in April 2011 (approx £1m). We will receive an amount in return later in the year (the "recycling payment"), depending on our relative success in reducing our emissions compared to other large organisations in the scheme (published in a league table). The first recycling payment will take place in October 2011, on publication of the first league table.

¹ Based on a sample of about 60 of our largest half-hourly read electricity supplies.

4.3. Given that the reimbursement can deviate by 10% from the initial purchase, depending on performance, we could see a surplus or shortfall of up to £100k in the first year (2011/12).

4.4. **Accounting for initial purchase of carbon allowances**

4.4.1. The purchase of carbon allowances up front is a question of managing cash flow. The first purchase will be in April 2011 and will be reflected in the Finance General Budget for 2011/12.

4.5. **Accounting for surplus or shortfall after reimbursement of allowances**

4.5.1. The worst case scenario for the first year (2011/12) is that there would be a shortfall in our reimbursement (or "penalty") of around £100k (the maximum 10% of £1m).

4.5.2. Initially we will manage this at a Corporate level, and as time progresses we will review whether it is appropriate to delegate this to Departmental level. (2011/13)

4.6. **How can we incentivise Departments in the longer term?**

4.6.1. While we propose to manage CRC centrally during the introductory phase (2010-2013), we need to review how we incentivise Departments to reduce their carbon footprint in the longer term.

4.6.2. This could include a method of delegating energy costs, rewards or penalties to all Service Departments. Alternatively, non-financial incentives could be used, for example, league tables or achievement awards. We will need to pay special attention to more complex cases such as schools and tenancy arrangements.

4.6.3. In addition to any financial impact from CRC we need to be aware of the reputational impact of our position in any league table.

4.6.4. It should be noted that CRC penalties are just a small part of the equation. The initial CRC charge for a tonne of carbon is £12. The London Energy Project estimates that for every tonne of carbon, the cost of the associated energy is around £225. On this calculation, the CRC will effectively add just 4% (estimate) to the cost of energy in the first year. In 2008/09, for example, our total energy bill was £15.9m. While an additional 4% would be a significant sum, we should be clear that it is the £15.9m energy bill itself that provides the greatest incentive to improve performance.

4.6.5. Some Council sites and services have direct responsibility for energy bills, so already have an incentive to reduce costs. But in other cases there a disconnect between energy use and financial responsibility for energy use, so there is no in-built incentive for services to reduce their carbon footprint where they can.

4.6.6. We need to recognise that Departments do not currently control all of the factors affecting their services' energy use. We will need to consider, for example, how corporate investment in energy efficiency could provide appropriate and fair support in any new system, and how we fund energy management more generally. We will also need to consider how a new system could be supported by an appropriate

Service Level Agreement with NPS. We are working closely with Norse on all aspects of our preparations and will address these questions with them.

- 4.6.7. Corporate Finance will also remain in contact with professional bodies such as CIPFA and the Society of County Treasurers to ensure that we are up-to-date with reporting requirements and best practice from other authorities.

5. **Resource Implications**

- 5.1. **Finance** : Provision of £1m provision will be made corporately in 2011/12 for the purchase of carbon allowances in April 2011. The maximum penalty in the first recycling payment in October 2011 will be £100k. Corporate provision of £87k will also be made in 2011/12 for the running cost of AMRs for electricity supplies. £84k of planned capital investment in energy efficiency measures will be allocated for installing additional AMRs at our largest oil supply sites.
- 5.2. **Staff** : Currently work to prepare for the CRC has been achieved within existing resources.
- 5.3. **Property** : Cabinet has previously approved £9.38m to invest in the energy efficiency of the Council estate over the next 3 years.
- 5.4. **IT** : The ICT implications, in terms of improving energy data, performance management capability and financial systems ready for carbon trading, will be analysed as part of our preparatory programme.

6. **Other Implications**

6.1. **Legal Implications :**

- 6.2. The CRC is a mandatory scheme, introduced by the Climate Change Act 2008. There are criminal offences relating to falsification of evidence or non-compliance with enforcement measures under the CRC. The recommendations in this paper have no bearing on these.

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

- 6.4. This report does not have a direct impact on equalities of access or outcome, but in examining possible ways of incentivising Departments to reduce energy use, Finance will need to ensure that there will be no adverse impact on equality

6.5. **Communications :**

- 6.6. An internal and external communications plan will be devised in preparation for publication of the first league table and introduction of carbon trading in 2011.

7. **Risk Implications/Assessment**

- 7.1. The key areas of risk from the scheme include:

- Financial risks linked to poor league table position;
- Financial and legal risks associated with non-compliance;

Damage to image and reputation.

8. **Any other implications**

8.1. Apart from those listed in the report (above), there are no other implications to take into account.

Action Required

PTEW is invited to note:

- (i) Note the current risk regarding our CRC league table position;
- (ii) Note that we propose to manage the initial purchase of allowances centrally during the introductory phase (2010-13);
- (iii) Note that we also propose to manage centrally the cost of any shortfall in the recycling payment during the introductory phase; and
- (iv) Note that we propose to review how we incentivise Departments to reduce carbon emissions in the longer term.

Background Papers

PTEW report 'Implications of the Carbon Reduction Commitment for Norfolk County Council', 14 August 2009

Cabinet report 'Implications of the Carbon Reduction Commitment for Norfolk County Council', 9 November 2009

Further information and guidance on the CRC can be obtained from DECC via www.decc.gov.uk/crc

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Electricity Period Comparison

Name:

Reference: Summary

12 months ending Dec 2009

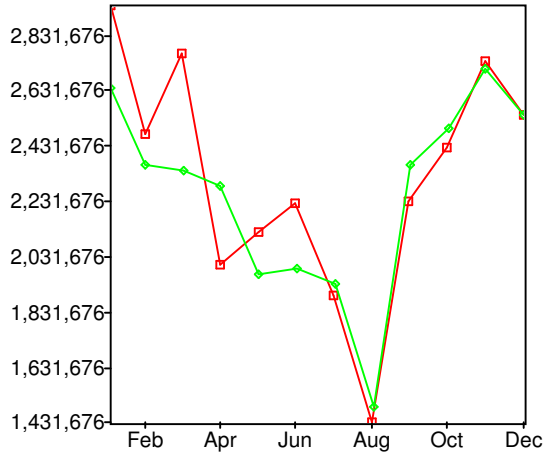
and Dec 2008

Consumption in kWh
Apportioned Data

Cost in £

Consumption

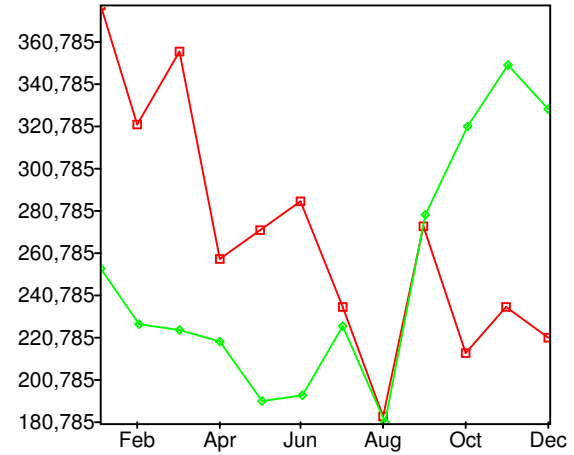
kWh



—□— Current —◇— Previous

Cost

£



—□— Current —◇— Previous

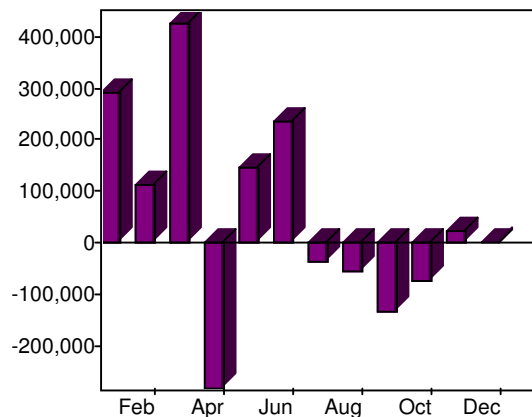
Consumption

Cost

Date	Consumption				Cost			
	Current	Previous	Difference	Percentage Difference	Current	Previous	Difference	Percentage Difference
Jan	2,936,144	2,643,587	292,556	11.07	377,282.81	253,866.66	123,416.15	48.61
Feb	2,476,853	2,365,987	110,866	4.69	321,391.15	227,793.02	93,598.13	41.09
Mar	2,763,201	2,340,692	422,509	18.05	356,084.80	224,670.79	131,414.01	58.49
Apr	2,002,992	2,285,512	-282,520	-12.36	258,188.91	219,229.65	38,959.26	17.77
May	2,119,135	1,971,498	147,636	7.49	271,858.07	191,355.61	80,502.46	42.07
Jun	2,225,723	1,989,427	236,296	11.88	285,802.02	194,036.80	91,765.22	47.29
Jul	1,895,949	1,931,127	-35,178	-1.82	235,952.40	226,805.80	9,146.60	4.03
Aug	1,431,676	1,487,632	-55,956	-3.76	183,904.87	180,784.73	3,120.14	1.73
Sep	2,233,659	2,366,162	-132,503	-5.60	273,316.48	279,478.78	-6,162.30	-2.20
Oct	2,424,401	2,496,812	-72,411	-2.90	214,098.89	320,910.47	-106,811.58	-33.28
Nov	2,738,447	2,713,462	24,986	0.92	235,891.70	349,603.03	-113,711.33	-32.53
Dec	2,543,270	2,542,451	820	0.03	221,219.97	328,476.67	-107,256.70	-32.65
Period	27,791,450	27,134,349	657,101	2.42	3,234,992.07	2,996,152.44	238,839.63	7.97

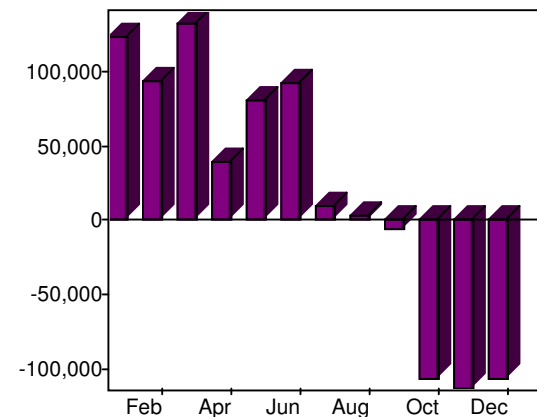
Consumption

kWh



Cost

£



■ Difference

Forward Work Programme: Scrutiny

Report by the Director of Environment, Transport and Development

Summary

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

1. The Programme

1.1. The Outline Programme for Scrutiny (Appendix A) has been updated to show progress since the 6 January 2010 Overview and Scrutiny Panel.

1.2 Members of the Overview and Scrutiny Panel can add new topics to the scrutiny programme in line with the criteria below: -

(i) High **profile** – as identified by:

- Members (through constituents, surgeries, etc)
- Public (through surveys, Citizen's Panel, etc)
- Media
- External inspection (Audit Commission, Ombudsman, Internal Audit, Inspection Bodies)

(ii) Impact – this might be significant because of:

- The scale of the issue
- The budget that it has
- The impact that it has on members of the public (this could be either a small issue that affects a large number of people or a big issue that affects a small number of people)

(iii) Quality – for instance, is it:

- Significantly under performing
- An example of good practice
- Overspending

(iv) It is a Corporate Priority

1.3 At the last meeting the Panel considered a report on winter maintenance as an item of urgent business. It was agreed at the meeting that further information about existing arrangements for grit bins should be circulated before the next meeting, to include details of the locations of grit bins (this information was circulated to Members on 8 January 2010). The Panel would then decide at this meeting whether further scrutiny of the Council's approach in relation to grit bins was needed.

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

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

3 **Equality Impact Assessment**

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

Action Required

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

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Outline Programme for Scrutiny

Standing Item for the Planning and Transportation the Environment and Waste Overview and Scrutiny Panel:
Update for **3 March 2010**

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

Scrutiny is normally a two-stage process:

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

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

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

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

Changes to Programme from that previously submitted to the Panel on 6 January 2010

Added

- Grit bins – agreed on 6 January 2010 that information about arrangements for grit bins would be circulated to Members (actioned 8 January).

Deleted

- Transfer of landfill sites to the County Council (Panel noted the final report which summarised the legacy of landfill as a waste disposal method).
- Street lighting (Panel agreed recommendations for Cabinet and asked for its views to be reported to Cabinet).
- Trading on the Highway.

Topic	Outline Objective	Cabinet Portfolio Area	Stage 1 (scoping report)	Stage 2 (report back to Panel by Working Group)	Requested by	Comment
Scrutiny Items Outstanding/ Ongoing						
1. Use of Civilian Traffic Marshals	To review the use of civilian traffic marshals in Norwich over the Christmas period to determine whether it was successful and could be extended to other areas of the county.	Planning and Transportation	4 March 2009		7 January 2009 O&S Panel	Panel agreed to receive a further report on this in March 2010, when the use of accredited traffic marshals has been trialed.
2. Carbon Reduction Commitment	To receive an update on the Carbon Reduction Commitment (which comes into force on 1 April 2010) – to consider whether to scrutinise further.	Waste and Environment	To be taken to 3 March 2010 meeting		4 November 2009 O&S Panel	Update report to be considered at March 2010 meeting.
3. Grit bins	To review the Council's approach to providing, managing and maintaining grit bins for local residents and businesses to make use of during periods of bad weather.	Planning and Transportation	This was considered as an urgent report at the 6 January meeting.		Councillor Tim East	Agreed on 06/01/10 that further information on grit bins would be circulated to Members in advance of the March meeting, and Members would then consider whether further scrutiny was required.
<i>Community Infrastructure Levy</i>	<i>TBC</i>	<i>Planning and Transportation</i>	<i>TBC</i>	<i>TBC</i>	<i>14 May 2008 Review Panel</i>	<i>To be considered for Scrutiny once a body of evidence becomes available</i>

Completed Scrutiny Items:

Date completed	Topic	Method
5 December 2002	Trading on the highway	Full Panel
5 December 2002	Safer Journeys to School	Task & finish group
23 January 2003	Norfolk Waste Partnership	Full Panel
23 January 2003	20mph speed limits	Task & finish group
14 April 2003	Draft Local Performance Indicators for 2003/04	Full Panel
14 April 2003	Accident rates for different modes of transport	Full Panel
4 March 2004	S106 Agreements – phase 1	Task & finish group
15 July 2004	Snow situation 28 January 2004	Full Panel
16 September 2004	Trading on the highway	Full Panel
16 September 2004	Impact of Castle Mall and future developments on city centre traffic	Task & finish group
16 September 2004	Effectiveness of walking & cycling schemes	Task & finish group
25 November 2004	Signage to local business and tourist destinations	Task & finish group
9 March 2005	County Council travel plan	Full Panel
8 June 2005	Residual waste treatment and disposal contract	Full Panel
8 November 2005	Concessionary travel schemes	Task & finish group
15 March 2006	Temporary road closures & cost implications of H&S legislation- phase 2	Task & finish group
17 May 2006	S106 Agreements – phase 2	Task & finish group
19 July 2006	Safer and Healthier Journeys to School – school travel plans	Full Panel
24 January 2007	Operation of intelligent transport systems	Full Panel
18 July 2007	Coastal protection and the Marine Bill	Task & finish group
18 July 2007	County parking standards for new development	Task & finish group
18 July 2007	Management of commuted sums	Full Panel
14 November 2007	Casualty reduction strategy	Full Panel
14 November 2007	Effectiveness of new waste recycling contracts	Full Panel
14 November 2007	Validity of financial forecasts for waste budgets	Full Panel
9 January 2008	Drainage protocol between district councils, Environment Agency and NCC	Full Panel

Date completed	Topic	Method
9 January 2008	Bus Net system cost effectiveness and use of information	Full Panel
14 May 2008	Environmental impact of grass cutting on highway verges	Full Panel
7 January 2009	Diplomas for 14-19 year olds – transport implications	Full Panel
4 March 2009	Delays occurring on county and trunk roads as a result of accidents & incidents	Task & Finish group
4 March 2009	Drainage protocol	Full Panel
8 July 2009	Waste and recycling (including business waste and recycling markets)	Full Panel
9 September 2009	Climate related decisions of Norfolk County Council	Full Panel
4 November 2009	Partnership Working	Full Panel
4 November 2009	HGV Route Hierarchy	Member Working Group
6 January 2010	Transfer of Landfill Sites to the county Council	Full Panel
6 January 2010	Street lighting	Full Panel
6 January 2010	Trading on the Highway	Full Panel

Planning and Transportation the Environment and Waste Overview & Scrutiny Panel

3 March 2010

Item no 11

Planning Transportation Environment and Waste Integrated Performance and Finance Monitoring report 2009/10

Report by Director of Environment, Transport and Development

Executive Summary

The progress information included is the most up to date available at the time of writing. However, it should be noted that further updates may have occurred prior to presentation to the Panel meeting. The financial information reflects the forecast position as at the end of December 2009. This report provides an update of the latest progress made against the 2009-12 service plan actions, risks and finances for Planning and Transportation (P&T).

- **Revenue Budget** The departmental underspend has increased by £0.064m from the previous reported position to a total underspend of £0.416m. The significant extra costs associated winter maintenance and the corresponding highways damage have been met by fully utilising the winter maintenance reserve, reduction in programmed routine maintenance and a drawdown from the fleet reserve. However, adjustments made to the routine maintenance programme to accommodate increased winter activity, will result in corresponding financial pressures of £0.955m against the 2010/11 routine programme. This figure does not include any provision to the highways maintenance reserve which is held for fluctuations in winter maintenance activity.
- **Capital Budget** The Highways Capital Programme and the Other Services budgets are not reporting any changes to the previous report in reporting an overspend of £0.755M, against a revised budget of £54.946M on Highways. This will be managed down to a balanced outturn during the year, through effective planning of work. The Other services capital budget is on track. This does not include any additional funding for structural capital maintenance following the winter damage. Current estimates suggest this could amount to £2.250m, and will be a pressure for the 2010/11 capital programme.
- **Additional funding** In addition to its core budget, P&T manages a range of partnerships. Some of this is from external sources.
- **Service plan actions.** The introduction of a new flexibus is now very unlikely as there are no areas under current circumstances that are considered suitable. The action will be re-examined in 2010/11.
- **National indicators.** Work continues to deal with those measures reported previously as slightly off track.
- **Risks.** The department has four risks categorised as of corporate significance. All four are being managed to mitigate, as far as practicable, any likelihood or impact of those risks occurring.

Action Required:

- Members are asked to comment on the progress against P&T's service plan actions, risks and budget and consider whether any aspects should be identified for further scrutiny.

1 Performance update

1.1 Update on delivering service plan objectives

- 1.2 We currently monitor all of the actions from the 2009-12 service plans, to assess the extent to which we are achieving our service objectives, by receipt of monthly updates from lead officers.
- 1.3 We report progress to Overview and Scrutiny Panel on this by exception – focusing on areas where progress is off track.
- 1.4 Based upon the latest information available at the time of writing, there is one additional significant change to a service plan action to report to this panel over those reported previously. The following action is now looking very unlikely to be achieved:
- 1.5 Introduce a new flexibus service, by March 2010, to increase public transport availability and accessibility (contributes to National Indicator 175 – access to services).

The Harling Area flexibus was launched in July 2009 and, in combination with other service amendments, has meant that we are on track to deliver our target for the National Indicator NI175 (access to services). However, that launch was as a result of work carried out in 2008/9 and so doesn't count toward the achievement of the 2009/10 action, as that requires a further flexibus service to be introduced.

With local bus knowledge and information gathered on the National Indicator (NI 175) accessibility map, there are no areas that can be currently identified as suitable new flexibus operating territory. The situation will be re-examined in 2010/11 as there are indications that some operators may consider revising some of their services.

2 National Indicators

The table in appendix A shows the latest performance data available for those national indicators (NIs) relevant to the work of the Panel. Those two indicators reported to panel as slightly off track in January remain as such. Work is ongoing to achieve the targets.

3 Revenue budget

The original approved budget for the Department was £101.646M . This has increased to a current budget of £101.838M.

Division of service	Approved budget £m	Forecast Outturn £m	Forecast +Over/- Underspend £m	Forecast +Over/- Underspend as % of budget	Variance in forecast since last report £m
Planning and Transportation	68.266	68.266	-0.416	-0.40	-0.068
Environment and Waste	33.572	33.572	+0.000	+0.00	+0.000
Total	101.838	101.838	-0.416	-0.40	+0.000

Planning and Transportation £+/-m forecast over/underspend (budget £+/-m)				
Area/section/ sub group (as appropriate)	Projected Variance		Variance as % of approved budget	Reasons for movement since last report
	Total £m	Movement £m		
Passenger Transport	+0.419	-0.067	+5.4%	Reducing overspend from Park & Ride and Rural Bus Services
Programme Management	-0.543	-0.041	-2.5%	The movement relates to an increased underspend from the Safety Camera Partnership and continued financial control on expenditure.
Highways Maintenance Budget	+0.000	+0.000	+0.0%	See para 3.1 to 3.7 below.
Highways Operations Budget	+0.064	+0.064	n/a	Operations will incur additional costs due to the concentration on Winter activities
Contribution from Initiatives	-0.103	0.000	-8.2%	
Strategy & Performance	-0.100	+0.034	-2.1%	Developer agreement income targets are proving challenging due to the economic down-turn
Business Support Services	-0.153	-0.058	-3.4%	Cross department efficiencies and vacancy management
Total	-0.416	-0.068	-0.4%	

3.1 Despite the significant impact of the recent winter conditions, P & T are able to manage this financial pressure to a balanced outturn in 2009/10.

3.2 In total, the bad weather over recent months has resulted in a forecast overspend of £0.867m, consisting of additional Operations costs of £0.667m, and additional Salt usage of £0.200m. However, this is reduced by a £0.255m of Routine Works that

have not been carried out this year due to the weather, resulting in a net forecast overspend of £0.612m.

- 3.3 It is anticipated that we draw down £0.266m from the Highways Maintenance Reserve, (allowed specifically for Winter Maintenance expenditure), thereby reducing this provision to zero. Similarly, it is proposed that the balance of £0.346m be funded from the Fleet reserve, failing any other favourable underspends elsewhere within the Department (the future vehicle requirements of the service will need to be reviewed as part of the departmental Strategic Review).
- 3.4 By adopting this approach the Department faces significant risk against any Winter overspend in 2010/11, as there will be no provision held in reserves and no current facility to increase the Winter Maintenance budget in line with recent trends.
- 3.5 The level of annual provision required to maintain the current level of maintenance programme and expected financial pressures arising from future Winter Maintenance is £0.600m. No allowance has been made for this as part of the 2010/11 budget setting process.
- 3.6 Similarly, the recent bad weather has meant some Routine Maintenance work has been redirected into winter activities, despite the continued requirement for this work to be carried out. This will lead to a financial Revenue pressure in the 2010/11 programme of £0.955m, which relates to programmed work that has been redirected into: additional patching required as a result of the bad weather (£0.500m); contribution to winter maintenance (£0.200m); other routine works not carried out (£0.255m).
- 3.7 There continues to be pressure against the structural maintenance budget and the bad weather has led to greater deterioration of the highway resulting in planned repairs being brought forward. Whilst more work is on-going to accurately estimate the capital requirement to rectify this it is in the range of between £1.500m to £2.250m.
- 3.8 At the meeting on 25 January 2010, Cabinet approved additional investment into implementing the street lighting policy, and the setting up of a new reserve for this future investment, subject to the conditions identified within the report and funds being available from within the Planning and Transportation budget at the year-end. At this stage, it is expected that the full underspend will be used as means of provision for investment into this programme of future works.
- 3.9 The Waste and Environment budgets remain to be forecast on budget. However, it should be noted that the bad weather has meant disruption to some services and it is unclear as to waste levels from the start of the calendar.

4 Monitoring of budget investment decisions

All investment decisions are on track.

5 Capital programme

There is no change from the previous report. Please see Appendix B and C. However, as mentioned in para 3.7 above, this does not include the deterioration of the highway resulting from the recent bad weather and the expected capital requirement of between £1.500m and £2.250m in 2010/11.

6 Other financial information Reserves and Partnerships

Reserves

There is no change from the previous report.

Partnerships

There is no change from the previous report.

7 Corporate risk update

The Corporate Risk Register includes four risks relating to P&T led activities. Current mitigation actions relating to those risks are detailed below:

Risk:	Failure to divert biodegradable municipal waste from landfill as required		
Progress as of end of December	<p>In 2011/12, and until the benefits of the Waste Private Finance Initiative (PFI) are secured (expected to be in 2015), the County Council could exceed its allowance for the landfill of biodegradable municipal waste if it did not mitigate the impact by a range of measures. The proposed measure for the longer term requirements is to move more waste to the Waste PFI contract from year one to around 170,000 tonnes. Proposals to meet shorter term requirements include securing small levels of waste treatment at the same time as re-procuring landfill services, reducing waste volumes further, increased recycling of biodegradable materials from within the existing waste stream (particularly kitchen waste), or purchasing additional allowances. The Waste PFI: OJEU (Official Journal of the European Union) notice was placed in April 2009. Pre-qualification questionnaires were received on 18 June 2009 and a shortlist of four was approved on 14 September 2009. Detailed solutions from 4 shortlisted participants to be returned by 28 January 2010. The Framework Contracts and Allowance Trading Strategy was considered by members in November 2009; it is yet to be fully implemented.</p>		Relevant Corporate Objective
			Corporate Objective 7 To protect and sustain the environment
			Prospect of mitigation
			Improving

Risk:	Failure to implement Northern Distributor Route (NDR)		
Progress as of end of December	<p>Further development of NATS complementary measures, public consultation held in October/November 2009 - report to Cabinet on outcome in April 2010. Working with Birse to take forward the NDR design through the Early Contractor Involvement process. Further environmental survey work progressed to inform the Planning Application. Funding for Postwick Hub scheme approved (subject to satisfactory completion of the Statutory Procedures). Programme Entry granted for section of NDR from A140 to Postwick in December 2009. Planning consent granted for Postwick Hub in December 2009 (subject to signing of</p>		Relevant Corporate Objective
			Corporate Objective 1 Lead a strategic approach to the development of the Norfolk Economy
			Prospect of mitigation
			Improving

S106 agreement). Postwick Hub Side Roads Order published 13/11/09, period for representations ends on 8/01/10. Objections received - working to resolve statutory objection.	
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Risk:	Failure to secure resources to reduce carbon footprint of operations to prepare for Carbon Reduction Commitment (CRC)	
Progress as of end of December	Relevant Corporate Objective	
Strategic Carbon Manager (Buildings) recruited at the end of December 2009 but not yet in post. Agreement by Chief Officer Group that carbon reduction should be incorporated into Service Level Agreement with Norfolk Property Consultants Ltd. and that Departmental Sustainability Officers should be appointed. Corporate Finance Group met on 2 December to identify range of work needed and high level timeline. A new project manager is required and discussions have begun with the Programme Office.	Corporate Objective 7 To protect and sustain the environment	
	Corporate Objective B Value for Money	
	Prospect of mitigation	Improving

Risk:	Unforeseen extreme weather event causes major disruption to NCC services and/or assets	
Progress as of end of December	Relevant Corporate Objective	
A Local Climate Impacts Profile conducted in April 2009 identified main risks to council services and recommended a variety of actions. A Comprehensive Risk Assessment for council services in Norfolk has begun, and interviews with service leads are underway at all councils. Planning and Transportation also lead a multi-agency partnership taking forward the Pitt Report recommendations on surface water management. The work of the Partnership and the Forum is overseen by Cabinet Scrutiny as recommended by the Pitt Review.	Corporate Objective 7 To protect and sustain the environment	
	Corporate Objective B Value for Money Corporate Objective 3 Help make Norfolk a safe place to live and work	
	Corporate Objective 5 Improve the health and well-being of Norfolk's residents	
	Prospect of mitigation	Improving

8 Resource implications

All financial implications have been outlined in the report.

9 Equality Impact Assessment (EqIA)

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

10 Section 17 – Crime and Disorder Act

None

11 Risk implications / assessment

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

12 Conclusion

The overspend is due to the costs associated with winter maintenance. There will be attempts to reduce this overspend by measures on other works however, this may not be able to fully cover this cost.

13 Action required

Panel Members are asked to:

- i) Members are asked to comment on the progress against P&T's service plan actions, risks and budget and consider whether any aspects should be identified for further scrutiny.

Background Papers

None

Officer Contact

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

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

Performance Indicators

Appendix A

National Indicator (NI)	Description	Previous year-end result (March '09 unless otherwise stated)	Current performance	Year-end target	Current Performance alert
Related to 47	People killed or seriously injured in road crashes	388 (2008)	395 (Dec)	449	★
Related to 48	Children killed or seriously injured in road crashes	33 (2008)	21 (Dec)	32	★
154	Net additional homes provided	3,182		5,250	
155	Number of affordable homes delivered (gross)	1,670		1,200	
157	Processing of planning applications (County Matter) within 13 weeks	63.83%	80% (Dec)	76%	★
159	Supply of ready to develop housing sites				
167	Congestion - average journey time per mile during the morning peak	3:50 (2007/8)			
168	Principal roads where maintenance should be considered	3%			
169	Non-Principal classified roads where maintenance should be considered	10%			
175	Access to services and facilities by public transport, walking and cycling	78.87%	80.04% (Dec)	79%	★
176	Working age people with access to employment by public transport (and other specified modes)	76% (2008)			
177	Local bus and light rail passenger journeys originating in the authority area	30,089,235		31.2m	
178i	Bus services running on time (non-frequent services)	81.43%	81.13% (Dec)	82.5%	●
185	CO ₂ reduction from local authority operations	N/A			
186	Per capita reduction in CO ₂ emissions in the LA area				
188	Planning to adapt to climate change	1*		2*	
189	Flood and coastal erosion risk management	100%			
191	Residual household waste per household (Kg)	559.48Kg	546Kg (Sept)	557.8Kg	★
192	Percentage of household waste sent for reuse, recycling and composting	43.1%	44.85% (Sept)	46%	●
193	Percentage of municipal waste landfilled	56.8%	54.80% (Sept)	55%	★
194	Air quality - % reduction in NO _x and primary PM ₁₀ emissions through local authority's estate and operations	N/A			
197	Improved local biodiversity - proportion of local sites where positive conservation management has been or is being implemented	50%		56%	
198	Children travelling to school - % travelling by car	30.2%		30.4%	

Key to symbols: On target or better is denoted by a green star alert (★); worse than target but within 5% variance is shown by a blue circle alert (●); worse than target, by a greater amount, is shown by a red triangle alert (▲)

* NI188 levels are: 0) Baseline, 1) Public commitment and prioritised risk-based assessment, 2) Comprehensive risk-based assessment and prioritised action in some areas, 3) Comprehensive action plan and prioritised action in all priority areas, 4) Implementation, monitoring and continuous review.

Scheme or programme of work	Approved 2009-10 capital budget £m	Forecast 2009-10 capital outturn £m	Slippage since the previous report	Reasons
Bridge Strengthening	2.080	2.099		
Bus Infrastructure Schemes	1.332	1.278		
Bus Priority Schemes	1.986	1.896		
Cycling	1.642	1.858		
Local Road Schemes	3.921	4.024		
Local Safety	3.171	2.901		
Other Schemes	0.733	0.160		
Park & Ride	0.271	0.288		
Public Transport Interchanges	0.735	0.546		
Road Crossings	1.160	1.397		
Safer & Healthier Journeys to School	1.107	1.381		
Structural Maintenance	26.255	26.283		
Traffic Management & Calming	2.295	2.290		
Walking Schemes	4.982	5.551		
Northern Distributor Road	3.217	3.250		
Norwich - A47 Postwick Hub	0.059	0.500		
Total	54.946	55.702		

Note: Whilst there is a forecast overspend against the Capital programme, this will be managed down by the year end.

Other Services Capital

Appendix C

Scheme or programme of work	Approved 2009-10 capital budget £m	Forecast 2009-10 capital outturn £m	Slippage since the previous report	Reasons
IT Schemes over £20,000 each	0.355	0.355		
Kings Lynn HWRC Improvements	-0.011	-0.011		
Closed Landfill Sites-Capping & Restoration	1.126	1.126		
PROW Programme	-0.025	-0.025		
Drainage Improvements	1.496	1.496		
Growth Point – Catton Park	0.010	0.010		
Pingo trail	0.018	0.018		
Growth Point- Mousehold Heath	0.024	0.024		
Recycling Centre – Legal Compliance	0.277	0.277		
Mile Cross Travellers site	0.80	0.80		
Caister on Sea	0.10	0.10		
Harling	0.12	0.12		
Blickling Boardwalk	0.09	0.09		
Gapton Hall	1.340	1.340		
NE & SW Econets	0.090	0.090		
LPSA – Waste minimisation	1.381	1.381		
Wensum River Parkway	0.075	0.075		
Total	6.267	6.267		

Planning and Transportation, the Environment and Waste Overview and Scrutiny Panel

3 March 2010
Item No. 12

Service Planning 2010-13

Report by the Director of Environment, Transport and Development

Executive Summary

Overview and Scrutiny Panel Members will recall that reports in November and January gave an initial view of service and budget planning for 2010/13 including key challenges and budgetary issues facing each service. This report covers the next stage of delivery with, by way of example, a copy of the Waste draft service plan as appendix 'a' to this report and copies of the remaining 'suite' of service plans relevant to this panel available in the Members room and on Members Insight.

The plans at this stage do not take account of the changes to structures arising from the Organisational Review. It is anticipated that as managers are confirmed in post, adjustments to plans may need to be made as priorities are reviewed.

Action required

Overview and Scrutiny Panel members are invited to review the plans and to consider any service areas for further scrutiny and monitoring.

1. Background

- 1.1. Overview and Scrutiny Panel Members will recall that reports in November and January gave an initial view of service and budget planning for 2010/13 including key challenges and budgetary issues facing each service. This report covers the next stage of delivery including draft service plans relevant to panel members for scrutiny.

The plans at this stage do not take account of the changes to structures arising from the Organisational Review. It is anticipated that as managers are confirmed in post, adjustments to plans may need to be made as priorities are reviewed.

2. Changes for 2010/13

- 2.1. Service plans for 2010/13 follow the corporate template introduced in 2008. Some additions have been made to the template for 2010/13 including a 'strategic overview' section which focuses upon the areas on which the service will concentrate on.
- 2.2. A section has also been included in the 'cross-cutting' section of plans to give an overview of Business Continuity Management for each service. This section

looks at critical activities or priority services, considers the risks to these and includes planning activities or mitigation measures to ensure that critical activities can continue in a 'broad' approach. Detail for each service will be included within their Business Continuity Plan.

- 2.3. As with last years plans services have used the most appropriate and meaningful medium either through planned activities or performance measures in order to be able to demonstrate service delivery against corporate objectives.
- 2.4. Economic Development's service plan has been included in Planning and Transportation's 'suite' of plans. This plan will be considered by the Economic Development and Cultural Services Overview and Scrutiny Panel. The plan has been included in order to demonstrate a complete 'view' of areas of activity undertaken by the department.
- 2.5. The introduction of the Carbon Reduction Commitment or CRC means that the authority will need to assess all service delivery to ensure sustainability and reduction in CO2 emissions where possible. The focus of efforts in 2010/11 will be to reduce the carbon footprint of the Council. A corporate target of a 5% annual reduction in emissions, totalling 25% by 2013 has been set.
- 2.6. Each Department has in place an appointed Departmental Sustainability Champion who will be responsible for championing a 'Carbon Management Six Point Plan'. Services have been asked to embed actions where appropriate on reducing energy use and carbon emissions within the service planning process. This work is currently at an early scoping stage and it has not been appropriate for all services to identify 'direct actions' within their 2010/13 service plans. Work is ongoing to further develop this field and the expertise required.
- 2.7. **Key Activities for Services**
- 2.8. The following are overviews of the key areas of activity broken down by Service derived from the draft service plans.
- 2.9. **Strategic Land Use and Transport Planning**
- 2.10. Activities to address the Growth Agenda remain key. Minimising the impact that new development has as well as contributing effectively to the local economy will be a difficult balance in order to ensure the sustainability of future development. Building upon the success of LTP2 through the development of LTP3 (to be known as 'Connecting Norfolk') in partnership with key stakeholders will look to improve accessibility along with continued effective lobbying for improved infrastructure. Implementation of Civil Parking Enforcement by April 2011 will be a high profile activity.

The service will continue to deliver actions associated with addressing climate change and progressing the carbon management programme, through its influencing role within the authority and continued partnership work. Ensuring the authority is prepared to meet the Carbon Reduction Commitment and leading the development of the Norfolk adaptation plan along with partners

helping to build Norfolk's resilience to the changing climate.

2.11. **Minerals and Waste Planning**

2.12. Ensuring the key targets for Minerals and Waste planning applications are met will continue to be a significant part of the Service's work. Implementation of e-planning in conjunction with Strategic Land Use and Transport Planning service will also be a key area of action for the service (in association with the Strategic Land Use and Transport Planning service), which will enable faster and simpler access to services. Work towards developing the Minerals and Waste Local Development Framework, including site specific plans, will continue to be a high profile area of work.

2.13. **Economic Development**

(To be considered by Economic Development and Cultural Services Overview and Scrutiny Panel.)

2.14. Central to Economic Development's service plan will be measures to monitor and address the economic downturn and assist the economy in preparing for the upturn in Norfolk. Initiatives to support business growth and the creation of higher value jobs in Norfolk's key sectors (creative industries, energy, engineering and marine industries, financial industries, food and agriculture, health and life sciences, information and communications technology and tourism).

The development of a Local Area Economic Assessment is a new statutory duty which will be the responsibility of the authority. Economic Development will lead on this in partnership over the coming year.

2.15. **Highways**

2.16. The highway assets, in particular roads, are showing some deterioration. Whilst a successful ongoing programme of efficiency savings is in place, there continues to be insufficient investment in the asset to arrest the levels of deterioration. This is in part due to the purchasing power of the Highways Maintenance budgets (revenue and capital) falling behind inflation. For example the structural maintenance budget has remained static in cash terms since 2004 representing a real terms reduction of in excess of 32%. Future investment will focus upon the more heavily trafficked routes which will include an investment of £7m DfT funds to carry out major maintenance works to repair the concrete carriageway on A140 Scole Bypass.

Areas of activity will include continued maintenance and improvement to Norfolk's transport infrastructure. Delivery of projects associated with the Growth Agenda such as the development of the first phase of Bus Rapid Transit (Dereham Road corridor) and the Kings Lynn Southgates Roundabout will be included within the life of the plan. Further development of the Norwich Area Transport Strategy including the Norwich Northern Distributor Route will continue to be a priority.

Improving Highway Safety will include evaluation and dissemination of findings

from the Rural Demonstration project which looked at innovative casualty reduction measures. This will be complemented by the continuation of current schemes to improve road user behaviour.

Work to improve the CO2 footprint by reducing energy consumption in all Highway premises by 10% will help with delivery of the authority's objective to reduce CO2 emissions.

Ensuring that schemes which promote growth, access and regeneration also maximise community cohesion is an area of focus for the plan. Regeneration and 'growth' work will continue in Great Yarmouth and Thetford.

Following agreement from Cabinet the service will be moving forward with changes to streetlighting policy to reduce the amount of lighting where appropriate and make units more efficient.

The responsibility for delivering many of the 92 recommendations from the Pitt report into the 2007 floods applies to Norfolk County Council. Delivery of these recommendations will be carried out by the Highways and Environment services in partnership with amongst others the Norfolk Flood Partnership and District Councils.

2.17. **Passenger Transport**

2.18. The Passenger Transport service will continue to address relevant actions from the Norwich Area Transport Strategy in order to improve public transport for the Greater Norwich area in line with the planned growth for the area. Reviews of service delivery for areas such as demand responsive transport and flexibus services will determine the way forward for increasing accessibility especially for individuals living in rural areas. Work will also be undertaken to improve the quality and perception of school transport in order to make it a more attractive option for parents.

The service has an embedded culture of making efficiencies, through reviewing transport networks and changing processes, making £383k of savings during 08/09, mainly for Children's and Adult Services. Savings made in 09/10 are on target to meet in the region of £352K.

Reducing the impact on the environment will also be a key area of service delivery. Actions such as investigating the use of alternative fuel sources and reducing energy use at Norwich bus station and Park and Ride sites by 5% will contribute towards the authority's objective to reduce CO2 emissions.

Areas for improving customer focus have been identified including carrying out a review of local bus service publicity to ensure it is accessible and clear for users.

2.19. **Environment**

2.20. Developing and promoting the use of paths both 'strategic long distance paths' and 'urban' paths as routes to schools, businesses and services thereby encouraging the use of existing routes for different purposes.

Improving the health and well-being of Norfolk residents through better access

to the countryside and continued promotion and further development of health and heritage walks.

The service will also continue its programme of delivering 'countryside skills training' in order to improve the opportunities for people to learn and environmental and heritage protection projects in order to promote business growth and diversification and provide greater resilience within the rural economy.

Providing a lead on coastal management and delivering the Norfolk Coast Action Plan for 2010/11 will be significant parts of service delivery.

2.21. Waste

2.22. Many of the actions from the 2009/10 service plan will still remain key to service delivery. Minimising the amount of household waste through awareness raising and maximising recycling continues to be high priority, along with determining sustainable methods for disposing of municipal waste. As part of the development of Household Waste Recycling centre provision the service has been concentrating on building larger, modern centres resulting in the option to close smaller, less efficient sites as opportunities arise.

Cabinet's decision in July 2009 not to proceed with the residual waste treatment contract 'A' on the grounds of cost has meant that this plan will see actions reflecting the adjustments to our Waste Procurement Strategy delivered in order to ensure that the Council meets its waste disposal requirements, its Landfill Allowance Trading Scheme targets and achieves value for money.

2.23. Value for Money

2.24. All services have completed a review of value for money (VFM) as part of the service and budget planning process. Where appropriate actions have been included within service plans in order to address areas for potential improvement. However, as in previous years this has proved a difficult exercise mainly due to the lack of benchmarking information available. Where information is available it is important to bear in mind that some information should be treated with caution as it does not necessarily reflect a 'like' for 'like' basis.

As part of the 'refreshed' departmental initiatives scheme (now to be referred to as efficiencies scrutiny group) scope, value for money and efficiency will be discussed and monitored as an ongoing process.

2.25. Risks / Pressures

2.26. Risks against achieving corporate objectives have been identified within the appropriate service plan. Some of the risks identified are carried forward from the 2009/11 service plans where applicable.

2.27. Single Impact Assessments

2.28. A review of the contents of Single Impact Assessments has been carried out to ensure their relevancy to ongoing service delivery. The Single Impact Assessment looks at cross-cutting issues such as accessibility, community cohesion, environmental and economic sustainability. Where appropriate actions have been included within service plans in order to address significant issues.

3. **Resource Implications**

3.1. **Finance** : Issues are addressed within the Service Plan and were reported to November and January Overview and Scrutiny Panels.

3.2. **Staff** : Issues are addressed within Service Plans

3.3. **Property** : Issues are addressed within Service Plans

3.4. **IT** : Issues are addressed within Service Plans

4. **Other Implications**

4.1. **Legal Implications** : None

4.2. **Human Rights** : None

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

A full programme of equality impact assessments has been carried out covering all Planning and Transportation activities, and these have been reviewed during the service planning process to ensure that they are up to date and reflect any changes to service delivery practices. Work will be carried out, as part of day to day service delivery and development, to ensure that any potential inequalities in access or outcome can be addressed.

4.4. **Communications** : Covered within the Service Plans

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

5.1. Issues are addressed within the single impact assessments

6. **Risk Implications/Assessment**

6.1. Relevant risks and opportunities have been identified within the Service Plans

7. **Alternative Options**

7.1. None

8. **Conclusion**

- 8.1. The Planning and Transportation ‘suite’ of service plans demonstrate each Service’s contribution towards achieving the three Strategic Ambitions, nine Corporate Objectives and cross-cutting issues such as VFM and customer focus. It is used as an important ‘live’ planning tool to monitor, manage and demonstrate accountability following the golden thread principle. Progress against the activities, performance measures and risks included within the plans will be monitored on a monthly basis using Prism and is reported to Overview and Scrutiny Panel within an integrated service planning and financial monitoring report on at least a quarterly basis.

Action Required

- (i) Overview and Scrutiny Panel members are invited to review the plans and to consider any service areas for further scrutiny and monitoring.

Background Papers

Complete P&T Service Plans (available in the Members’ Room or at Members Insight)

Officer Contact

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

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact Bev Herron on 01603 228904 or textphone 0844 8008011 and we will do our best to help.



Waste Management

Planning and Transportation

Service Plan 2010-13

Mark Allen

Published March 2010

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Service profile for Waste Management

Service description To manage Norfolk's municipal waste sustainably and promote reduction of the impact of business waste on the environment.

Service activities and volumes

- Work through the Norfolk Waste Partnership and its member councils to deliver the aims of the Joint Municipal Waste Management Strategy for Norfolk, meet national and European targets and monitor and report on progress against identified actions and objectives.
- Organisation of the Annual Norfolk Waste Partnership Conference, AGM and Award's Ceremony
- Create greater awareness of waste issues by developing and delivering awareness campaigns targeted at people living in, working in and visiting Norfolk, including children, householders and businesses.
- Provision of environmental advice, guidance and events for businesses across Norfolk.
- Provision of waste education within schools, through the Schools Waste Action Club (SWAC) programme.
- Management of Norfolk's Home Composting and Master Composting Schemes.
- Promoting the benefits of real nappies to all parents in Norfolk in partnership with local NHS Trusts, Primary Care Trusts, Sure Start centres, community groups and local suppliers, including the provision of an incentive scheme to help parents purchase them.
- Support partners in their continued provision of an on-line materials exchange – Eastex.
- Payment of around £6M in recycling credits to Waste Collection Authorities, charities and voluntary organisations to support recycling and reuse.
- Management of £4.3m contract for the provision of 19 Recycling Centres.
- Seek to divert biodegradable waste from landfill in the longer term in accordance with the Landfill Directive and Government landfill allowances, through the provision of treatment facilities for residual municipal waste.
- Work to ensure the effective recycling and safe disposal of household waste in Norfolk and promote reduction of the impact of business waste on the environment.
- Management of municipal solid waste, recycling, composting and the disposal of residual waste – over 410,000 tonnes in 2009/10.
- Capping and restoration of completed areas of landfill sites previously operated by Norfolk Environmental Waste Services (NEWS).
- Environmental responsibility for potentially 150 closed landfill sites.

-
- Recording waste data and management, collation and interpretation of the resulting information in order to identify trends and financial impact.
-

Customer profile

- The population of Norfolk.
 - Norfolk's seven Waste Collection Authorities.
 - Charities, voluntary organisations and the community sector.
 - Schools and Educational Establishments.
 - GoEast.
 - Government Departments ie Defra, BIS.
 - Statutory agencies such as the Environment Agency and EEDA.
 - District, Town and Parish Councils.
 - Public utilities.
 - Land managers and developers.
-

Strategic partners

- The Norfolk Waste Partnership.
 - Department of Children Services.
 - Department of Finance.
 - Mott MacDonald.
 - May Gurney.
 - East of England Development Agency (EEDA).
 - Government Departments ie Defra
 - Waste Industry.
 - Thetford and Norwich Growth Point Partnerships and Rackheath Eco-town Partnership.
-

Area context

Whole county service.

The changing context for service delivery

External drivers

- Legislative and National Policies.
- EU Landfill Directive and Government landfill allowances.
- PFI and Waste Project deadlines.
- National Indicators for waste.
- County Council's Local Area Agreement (LAA) target with Government for waste.
- Landfill Tax increases.
- Growth Point Agenda.

Internal drivers

- Council policies for waste.
- PFI and Waste Project deadlines.
- Improve customer focus.
- Meet efficiency targets.
- Increasing cost of waste management.
- Council policies and strategies for carbon management.

Reviewing performance

Last year's performance

Estimated 2009/10 performance based on Service Plan activities:

- The "Footprint" magazine, produced in conjunction with the Sustainable Schools Partnership, was awarded "Highly Commended" at this year's Chartered Institute of Public Relations (CIPR) PRide awards and also received a "Green Apple" environmental award.
- Held the Annual NWP Conference and AGM at the John Innes Centre in October at which around 200 individuals attended, with 95% rating the event as good, very good or excellent.
- Held the Annual NWP Awards Ceremony at The Forum in March.
- Worked with the Norfolk Waste Partnership to utilise £87,000 of funding from Government's Waste Resource Action Programme (WRAP) to run a communications campaign to encourage householders to cut down on the amount of food that they throw away.
- Produced two editions (June and December) of 'Your Rubbish Your Choice' in association with Archant.
- Held 85 events to promote recycling, composting and waste reduction.
- Ran approximately 250 learning activities through the Schools Waste action Club (SWAC) programme.
- Recruited and trained a further 21 Master Composter volunteers, resulting in 113 volunteers trained of which 82 are currently active, 3274 volunteer hours contributed and 250 local and county events attended since the start of the scheme in November 2006.

-
- Distributed over 1000 home composters, raising the countywide total to around 90,000.
 - Provided training to 40 businesses and advice and information to a further 327.
 - Received 450 Real Nappy Claims.
 - Worked in partnership with Norfolk's seven Waste Collection Authorities resulting in an increase in countywide household waste recycling and composting levels to 44%.
 - Increased recycling and composting levels at Norfolk's 19 Recycling Centres up to 65%, including the additional recycling of timber and flat glass.
 - Improved levels of customer satisfaction at Recycling Centres from 81% to 83%.
 - Installed new welfare facility at Caister Recycling Centre.
 - Installed new reuse shelters at 4 Recycling Centres across the County.
 - Submitted planning application for a new Recycling Centre at Dereham.
 - Introduced the sale of "soil improver" at 17 Recycling Centres.
 - Held hazardous waste amnesties at 6 Recycling Centres.
 - Improved Mile Cross Recycling Centre through the introduction of paint recycling, DIY pay as you throw scheme, staff uniforms and Automatic Number Plate Recognition.
 - Provided disposal facilities for around 390,000 tonnes of household waste and 240 abandoned vehicles, for the seven Waste Collection Authorities in Norfolk.
 - Managed the recovery of disposal costs for 7,500 tonnes of commercial waste collected by the seven Waste Collection Authorities.
 - Prevented potential illegal disposal of commercial waste under County Council contracts through weighbridge audits and investigations at Recycling Centres.

Strategic overview

Municipal waste management is entering a crucial phase. The need to move waste away from landfill for financial and environmental reasons along with the increasing pressure brought by European and Governmental targets means that greater emphasis is being placed on optimising reduction, reuse, recycling and the treatment of residual waste.

Whilst reduction, reuse and recycling continue to have a part to play, ultimately delivery of the County Council's residual waste treatment (Waste PFI) contracts is a key part of the plan in order to achieve targets relating to the increased diversion of municipal waste away from landfill and also to help reduce the level of increasing financial costs.

Due to budgetary pressures and reduced usage mid week closures of some of the County Council's Recycling Centres will start in 2010.

It is proposed to close the Docking site for the same reasons.

The objectives and activities identified in this service plan help deliver the levels of change required in order to continue to manage municipal waste in a sustainable way and reduce the increasing levels of financial impact on the Council Tax payers of Norfolk.

Delivering outcomes

The following causal map demonstrates how the Waste Management service helps its customers experience better outcomes. These outcomes are expressed through *Norfolk Ambition*, through *County Council Plan* objectives, and through objectives within key thematic plans. The service objectives identify how the service delivers these outcomes.

Service plan map for Waste Management

To be added later

Contribution to Strategic Ambitions

Inspirational place with a clear sense of identity - working within schools (ie SWAC), businesses (ie waste audits) and engaging individuals and communities (ie NWP annual Conference) on waste related issues will help achieve the objectives of the waste hierarchy through the provision of advice and guidance and identify the benefits of reducing the amount of municipal waste produced and sent to landfill.

A vibrant, strong and sustainable economy - the delivery of the high tech infrastructure necessary (via the Waste PFI contract) to manage municipal waste sustainably demonstrates that Norfolk is making a real difference without compromising its natural environment.

Aspirational people with high levels of achievement and skills - Working in partnership, waste management team members engage with all aspects of the community, including children and young people, in order to raise their knowledge on waste issues.

The following pages focus on each service objective in turn, detailing the specific actions, the performance measures used to measure progress, risks and opportunities relevant to each objective, and any specific resource considerations. Please note due to the timescale for producing plans some performance and financial information may not have been available at the time of printing.

Corporate Objective 7 To protect and sustain the environment

Service Objective CP07.07 To reduce municipal waste landfilled and improve recycling and composting

Responsible officer Head of Environment and Waste.

What success would look like Reduction in municipal waste landfilled and an improvement in recycling and composting.

Performance measures

Indicator – should be relevant across the 3 years of the plan	LAA no. if applicable (target year 2010/11)	Result 09/10	Target 09/10	Target 10/11	Target 11/12	Target 12/13
Government Landfill Allowance Trading Scheme (LATS) targets for Norfolk (tonnes)	N/A	-	166,921	148,341	129,761	111,181
NI191 Amount of residual waste (i.e. that is not reused, recycled, composted) collected per household (kg)	Countywide contribution towards LAA 4.3	-	557.77	536.98	499.35	498.79
NI192 Percentage of household waste reused, recycled, composted or sent for anaerobic digestion (%)	Countywide contribution towards LAA 4.3	-	46	48	49	50
NI 193 Percentage of municipal waste land filled (%)	4.3	-	56	54	52	51
Local Indicator - Increased recycling and composting of household waste at County Council Recycling Centres (%)	Countywide contribution towards LAA 4.3	-	65	67	69	70
Local Indicator - Increased recycling and composting of municipal waste	Countywide contribution towards	-	62	64	69	70

at County Council Recycling Centres (%)	LAA 4.3					

Service actions

Action	Milestones – 6 months	Milestones – 12 months	Owner
Progress Waste PFI Contract for the diversion of residual waste from landfill.	Identification of short list of two bidders and obtaining final tenders.	Identification of preferred bidder and contract award.	Project Director Residual Waste Services
Progress consideration and procurement a number of alternative transfer, treatment, recycling and composting and disposal contracts under a framework arrangement of up to 4 years, starting post March 2011.	Invitation to tender.	Award of contracts.	Project Director Residual Waste Services
Management of any surplus/deficits in LATS through monitoring, banking, borrowing and trading, as appropriate.	Monitoring of LATS progress towards annual targets.	Banking, borrowing and trading as appropriate in order to address any surplus/deficit.	P&T's Principal Finance and Procurement Officer (as LATS Trading Officer).
Minimise the amount of household waste collected through education, awareness raising and the provision of Service in order to contribute towards the achievement of Local Area Agreements (LAAs) and Landfill Directive and Government allowances for landfill.	Progress towards achievement of NI191, NI193 and LAA targets.	Achievement of NI targets and continued progress towards LAA targets.	Strategic Waste Manager
Maximise the amount of household waste recycled and composted through education, awareness raising and the provision of Service in order to contribute towards the achievement of LAAs, and Landfill Directive and Government allowances for landfill.	Progress towards achievement of NI191, NI192, NI193 and LAA targets.	Achievement of NI targets and continued progress towards LAA targets.	Strategic Waste Manager

Management of municipal waste in a sustainable way through additional recycling, composting and recovery of energy whenever possible in order to contribute towards the achievement of LAA targets and Landfill Directive and Government allowances for landfill.	Progress towards achievement of NI191, NI192, NI193 and LAA targets.	Achievement of NI targets and continued progress towards LAA targets.	Project Director Residual Waste Services
Increase recycling and composting at the County Council Recycling Centres through greater service provision and increased customer satisfaction levels in order to contribute towards the achievement of LAAs, and Landfill Directive and Government allowances for landfill.	Progress towards achievement of NI191, NI192, NI193 and LAA targets.	Achievement of NI targets and continued progress towards LAA targets.	Strategic Waste Manager
Assist in the delivery of the objectives contained within the County Council's Carbon Management Strategy through the management of liabilities associated with closed landfill sites.	Meet monitoring targets.	Agreed targets and reporting requirements met. Appropriate action undertaken.	Strategic Waste Manager

Risks and opportunities

- **Risk:** Failure to reduce and/or recycle and compost municipal waste arisings may lead to increased waste volumes requiring disposal and potentially impacts on ability to achieve LAA and Landfill Directive and Government allowances for landfill.
- **Opportunity:** Any reduction in waste volumes potentially leads to financial and environmental benefits.
- **Risk:** Failure to divert sufficient biodegradable municipal waste from landfill may lead to additional financial cost in terms of payment of fines or purchasing of Landfill Allowances Trading Scheme (LATS) allowances.
- **Risk:** Failure to exercise the contract extension option within the current Mile Cross Recycling Centre contract may lead to a lack of such provision within the Norwich area post 2011
- **Risk:** Failure to replace landfill disposal contracts
- **Risk:** Failure by any landfill contractor to provide contracted services
- **Risk:** Residual municipal waste levels increasing above projected tonnages
- **Risk:** Failure to ensure adequate welfare and drainage provision at County Council's recycling centres may lead to enforcement
- **Risk:** Responsibility for Schedule 2 waste passing in totality to the Waste Disposal Authority
- **Opportunity:** Obtaining PFI credits - currently estimated at £169m - to support the residual waste treatment contract procurement. Leads to less financial costs for the County Council.
- **Opportunity:** Dealing with waste in a more sustainable manner decreases the risk of ground and surface water pollution by landfill leachate and landfill gas migration.
- **Opportunity:** Any increased levels of recycling prior to the introduction of the County Council's residual waste treatment facility may result in the potential opportunity for the trading of any surplus LATS allowances.

Resource Implications

County Council funding is used on an Invest to Save principle to support a number of waste projects and initiatives (ie residual waste treatment contracts, home composting and Schools Waste Action Club (SWAC) etc. It is also used to meet the County Council's financial contribution towards joint Norfolk Waste Partnership projects and initiatives. There is currently limited waste management budgetary provision available to support these activities. Beyond 2010/11, either additional budgetary provision will have to be made available or some or all of these activities will cease. Should these activities cease there is likely to be an increased cost to the County Council through the disposal of additional waste as well as potential landfill allowance implications either through fines or the need to purchase landfill allowances.

Waste Collection Authorities have their own internal pressures which may affect their ability to support waste projects, initiatives and the provision of staff.

The future role and structure of the Norfolk Waste Partnership and its contribution towards LATS, NI and LAA targets may require consideration post 2010 in light of any outcomes and implications from the proposed Local Government Review and/or the work of Norfolk's Public Services Leaders Board on improving waste services through joint working and co-ordinated delivery.

The Strategic Partnership is utilised in the design and provision of new Recycling Centres ie Dereham.

Changes to staff and service provision as a result of the move away from landfill to treatment towards Waste PFI delivery for residual municipal waste will be addressed in accordance with the timescales and services required by the new contracts.

Dependency on Strategic Projects

Delivery of the County Council's residual waste treatment contracts (Waste PFI) is necessary in order to achieve targets relating to the increased diversion of municipal waste away from landfill and also to help reduce the level of increasing financial costs.

Contribution to other corporate objectives

Service actions

Actions/activities proposed

Corporate Objectives 1 to 9	Action/activity proposed	Milestones – 6 months	Milestones – end of year	Responsible officer
1. Lead a strategic approach to the development of the Norfolk economy	<p>Respond to appropriate consultations on municipal waste issues and provide the Norfolk perspective on other municipal waste issues that arise.</p> <p>Represent the county at appropriate national and regional waste groups.</p> <p>NWP annual conference.</p> <p>NWP annual awards ceremony.</p>	<p>No of appropriate Consultation responses.</p> <p>No and type of groups.</p> <p>Progress towards delivery of conference.</p> <p>N/A</p>	<p>No of appropriate Consultation responses.</p> <p>No and type of groups.</p> <p>Conference held successfully in October.</p> <p>Awards ceremony held successfully in March.</p>	Head of Environment and Waste
2. To improve travel and transport	Achieve planning permission for new Recycling Centre at Thetford	Project briefs approved.	Planning Permission obtained.	Head of Environment and Waste
3. Help make Norfolk a safe place to live and work	Review number of abandoned vehicles removed in	Review number of vehicles removed in	Vehicles disposed of in accordance with	Head of Environment and Waste

	light of the downturn in the economic climate.	light of economic climate.	legislation.	
4. Improve educational attainment and help children achieve their ambitions	Provision of School related learning activities through the Schools Waste action Club (SWAC) programme	No of activities.	No of activities.	Head of Environment and Waste
6. Improve opportunities for people to learn throughout life	Skills for Life and NVQ2 waste management for operatives.	Six monthly training for Recycling, as appropriate.	Six monthly training for Recycling, as appropriate.	Head of Environment and Waste
8. Build vibrant, confident and cohesive communities	Provision of advice and financial support to community schemes through Recycling Credit payments.	Scheme promotion.	No. of new schemes approved.	Head of Environment and Waste

Impact of service

When providing public services we are expected to work in a way that not only provides good value financially, but is also equitable, sustainable and customer focused. In preparing service plans, services are required to conduct a Single Impact Assessment (SIA) that assesses the potential positive and negative impacts of the proposed actions against a range of cross-cutting themes. Completing a SIA is an essential part of planning at NCC; it is a simple tool to help those who plan services or who are making decisions to quickly identify and manage those key cross-cutting issues. The SIA is primarily a scanning tool and is not intended to be a detailed impact assessment – by answering the questions you should be able to quickly judge whether a more detailed assessment of impact is required. Full details of how and why a SIA should be completed are outlined on the SIA Tool. The findings of this assessment are summarised here, along with any further actions to mitigate against negative impacts or promote positive impacts.

Theme	Impact	Further actions
1. Community cohesion & equalities	Services are generally accessible to people regardless of age, gender, disability, race & faith or sexuality.	Equalities Impact Assessment and Action Plan established for Recycling Centres. Waste/recycling signage at Recycling Centres is generally pictorial in order to overcome any language difficulties. INTRAN translation is available at all Recycling Centres and County Council literature.

<p>2. Accessibility planning</p>	<p>There are some accessibility issues arising from the activities proposed in this plan</p>	<p>Equalities Impact Assessment and Action Plan established for Recycling Centres.</p> <p>All Recycling Centres have some "low level" access and staff to provide assistance, if required, for the elderly, infirm or those with a disability.</p> <p>The majority of Recycling Centres are open 7 days/week. However mid week closures of some centres will start in 2010 due to budgetary pressures and reduced usage. It is proposed to close the Docking site for the same reasons. This will impact on ease and convenience of access to those site effected. This approach still meets national and County Council service standards.</p>
<p>3. Environment & sustainability</p>	<p>Failure leads to increased waste volumes and impacts on ability to achieve statutory LAA, LATS and European Union Landfill Directive targets.</p> <p>Failure to divert biodegradable municipal waste from landfill as required, leading to additional financial cost.</p> <p>Failure to dispose of waste in a sustainable manner may lead to the risk of ground and surface water pollution by landfill leachate and landfill gas migration.</p> <p>Management of historic liabilities associated with closed landfill sites.</p>	<p>The eight Norfolk Authorities have agreed a "Joint Municipal Waste Management Strategy for Norfolk" which seeks to mitigate the risk.</p> <p>Provision of a new Recycling Centre at Dereham will potentially help reduce vehicle movements and therefore the environment.</p> <p>Action Plan established to procure treatment (Waste PFI) facilities for Norfolk's residual waste.</p> <p>The potential and actual liabilities for 150 closed landfill sites are proactively managed.</p> <p>The restoration of landfill sites offers the opportunity for additional "green space". Public access has been allowed to areas of restored sites ie Acle, Strumpshaw and Bergh Apton.</p>

4. Deprivation	There are thought to be no significant impacts relating to urban or rural deprivation.	<p>Work with Norfolk's seven Waste Collection Authorities to promote the provision of waste services delivered directly to householders to all areas of the community i.e. "bulky" household waste collections will help ensure that waste services are accessible to all areas (those living in deprived areas may not be able to dispose of these items otherwise).</p> <p>The potential provision of new waste treatment facilities in the King's Lynn area and a new Recycling Centre at Dereham may offer employment opportunities.</p>
5. Health and Well-being	Failure to dispose of waste in a sustainable manner may lead to the risk of ground and surface water pollution by landfill leachate and also landfill gas migration.	<p>Provision of a new Recycling Centre at Dereham will potentially help reduce vehicle movements and therefore help to improve the environment.</p> <p>Action Plan established to procure treatment facilities for Norfolk's residual waste.</p> <p>The potential and actual liabilities for around 150 closed landfill sites are proactively managed.</p>
6. Crime & disorder	Provision of waste facilities and abandoned vehicle services may have a positive impact on crime & disorder ie reduced incidents of flytipping.	<p>A potential new Recycling Centre site is actively being sought in the Dereham area, which may help reduce environmental crime i.e. fly-tipping.</p> <p>Continue to take a leading role in the Abandoned Vehicle Forum and the Norfolk Waste Enforcement Group.</p>
7. Safety & welfare	There are thought to be no significant impacts relating to the safety & welfare of children and adults.	Policies established at Recycling Centres.

Business Continuity Management

Business Continuity Management

Business Continuity is the process of understanding critical activities or priority services within an organisation, considering the risks to these, building resilience, developing plans to ensure disruption is minimised in the event of an incident and then testing arrangements. We must ensure that we can continue to provide our services appropriately to our customers whether we are faced with a minor or major disruption.

Critical Activities/Priority Services

Priority services, as identified within the Business Impact Analysis plan, include:

- The disposal and treatment of waste
- The Provision of Household Waste Recycling Centres
- Closed Landfill Site management

Other waste activities escalate to “major” or “extreme” within 4 days.

Risks

Risks associated with the priority services identified above include:

- Loss of buildings
 - Loss of power to closed landfill sites
 - Loss of staff
 - Loss of IT/Key Infrastructure
-

Action

Key Actions include:

- Working from home
 - Use of mobile phones & e-mail
 - Utilise Landfill Gas Emergency Contingency Plan
 - Reallocation of staff, as appropriate
-

Planning

- Landfill Gas Emergency Contingency Plan in place
 - Business Continuity Plan prepared and documented on Corporate Business Continuity software
-

Value for Money

Value for Money

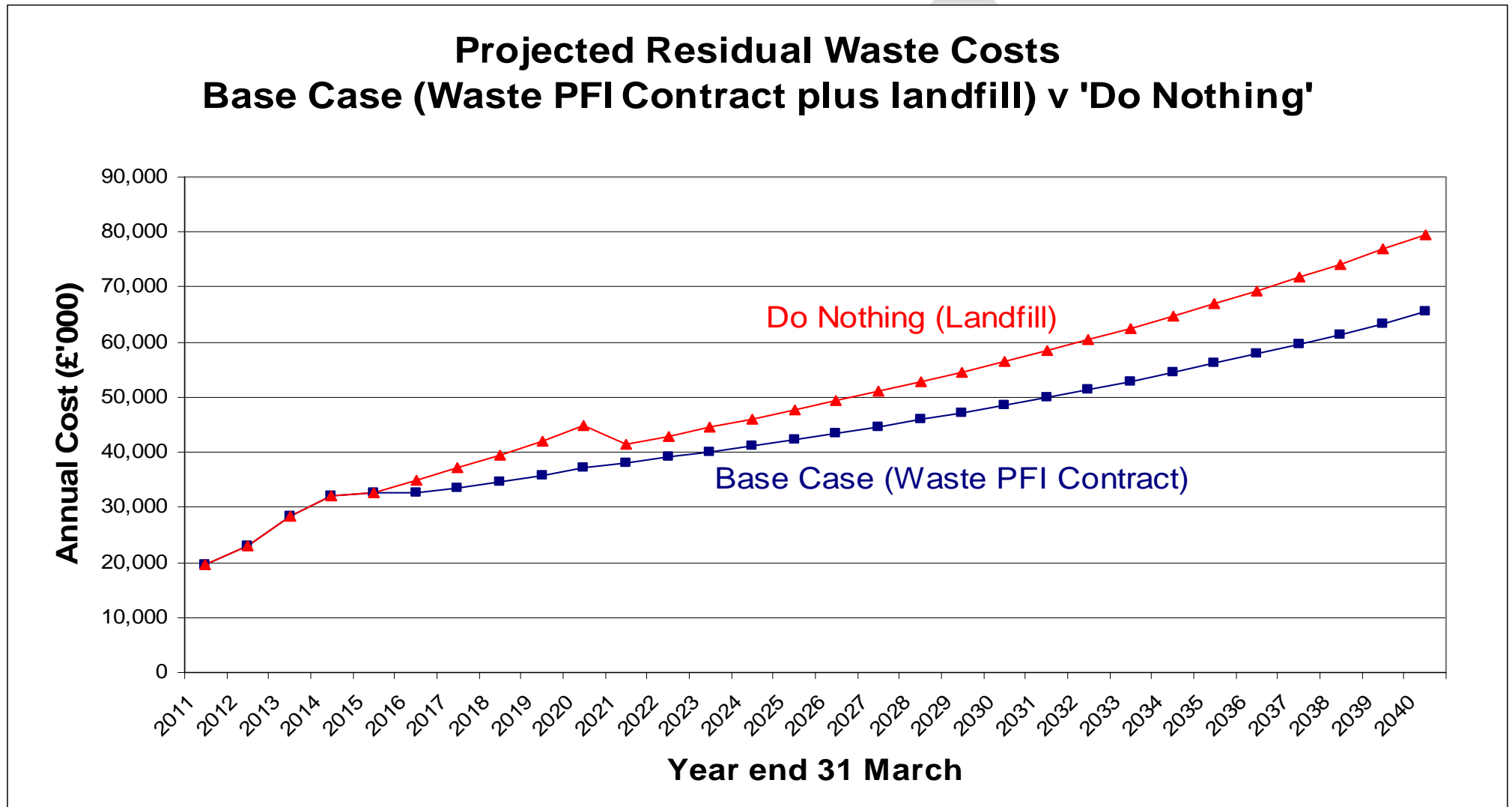
Whilst the majority of the services delivered in any one year will continue to be required in the future, medium term planning for our services considers all factors that need to be taken into consideration to ensure that future delivery meets council targets, has adequate capacity, is customer focused and provides value for money. Our budget planning processes are designed to support the overall medium term planning within the council and provide financial appraisal and information for members to support budget decisions.

Value for money is a key component of the planning process and it is important that the assessment of value for money is incorporated in the budget planning process and used to inform service planning. Value for money should be reflected in two ways within budget planning:

- Evaluation of value for money and benchmark and comparator data to identify service improvements and efficiency savings that will appear in the budget planning savings. Management teams can use this information to help identify how services compare; whether this is right for local needs/priorities; and help steer future direction
- Evidence to support value for money of investment decisions. To ensure that all budget decisions are supported by a clear view of what will be delivered and how this will be measured. This will not always be about service improvement, investment may be required to stand still - but this should be stated.

Full details are outlined in the Budget Planning Guidance.

Graph: comparison over time of predicted waste management costs (without treatment) and costs (with treatment)



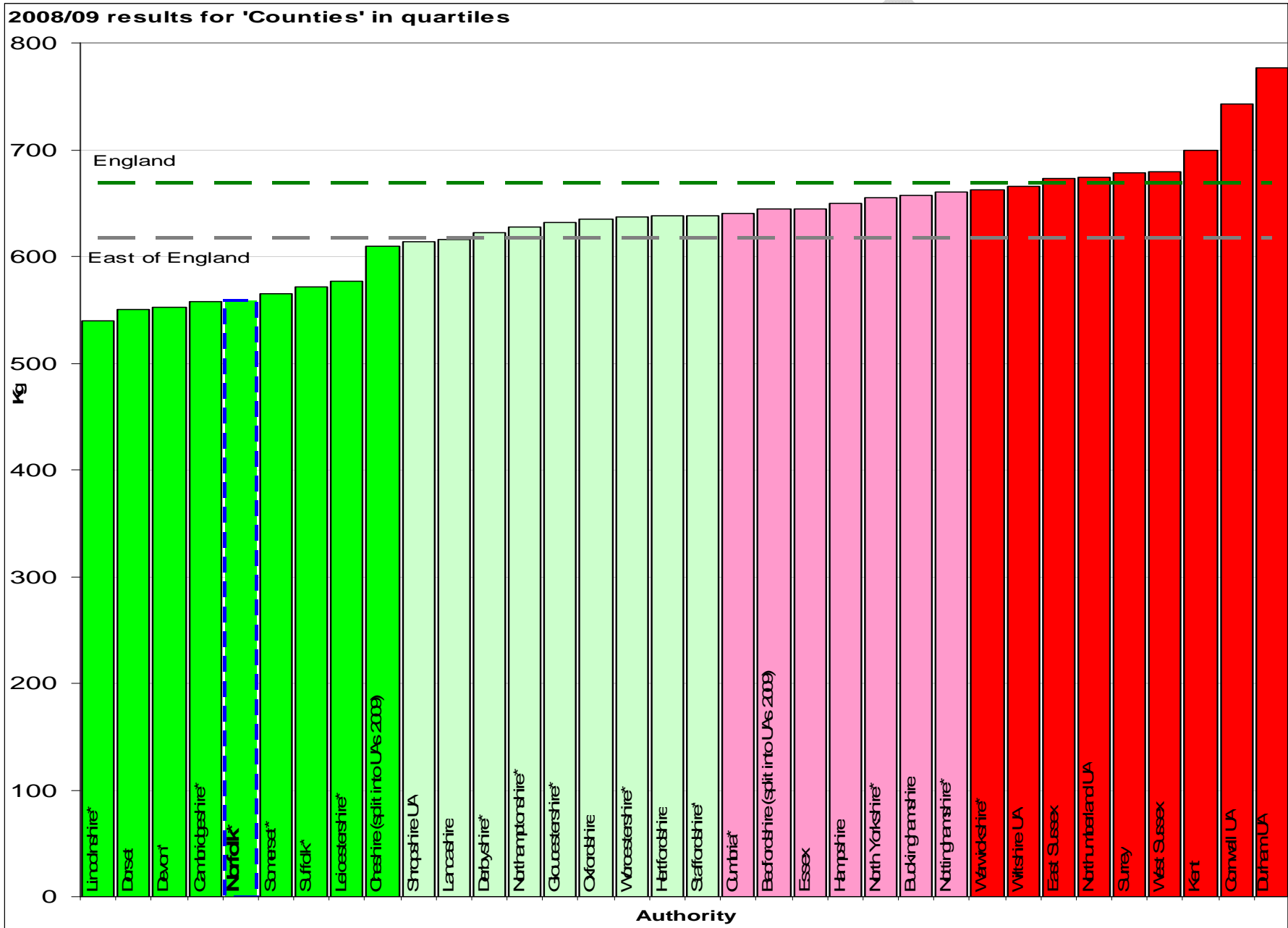
The "do nothing" option shows a brief drop in costs after 2020. This is due to the current assumption that Government's Landfill Allowance Trading Scheme (LATS), and therefore any associated penalties, ceases at that point in time, reducing the level of growth in potential costs.

It is assumed that Landfill Tax will continue at its current escalator rate of £8/tonne until 2013 when it will reach a level of £72/tonne. Government have yet to determine what will happen to the tax after 2013 so, at this stage, post 2013 the £72 has been inflated by an estimated annual RPI increase of 2.5%.

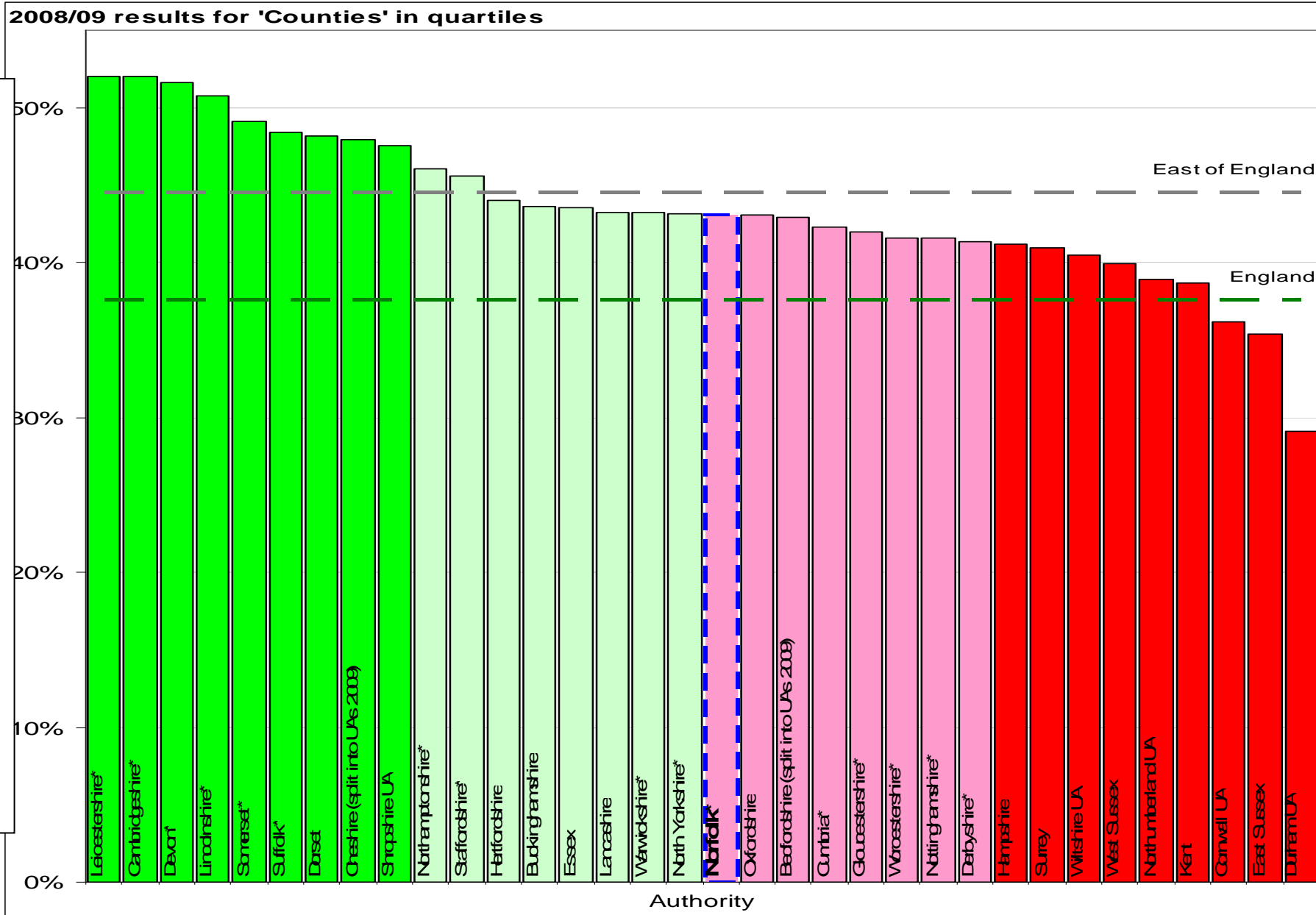
Landfill gate fees have been assumed to increase by 3% annually to allow for RPI and increased contractual costs.

The only certain way of reducing the predicted levels of cost increases is to reduce the amount of materials collected from households. This is a key objective for the Norfolk Waste Partnership and as a result Norfolk is highly ranked when compared with other Counties for kgs of household waste (including recycling and composting) collected per head of population.

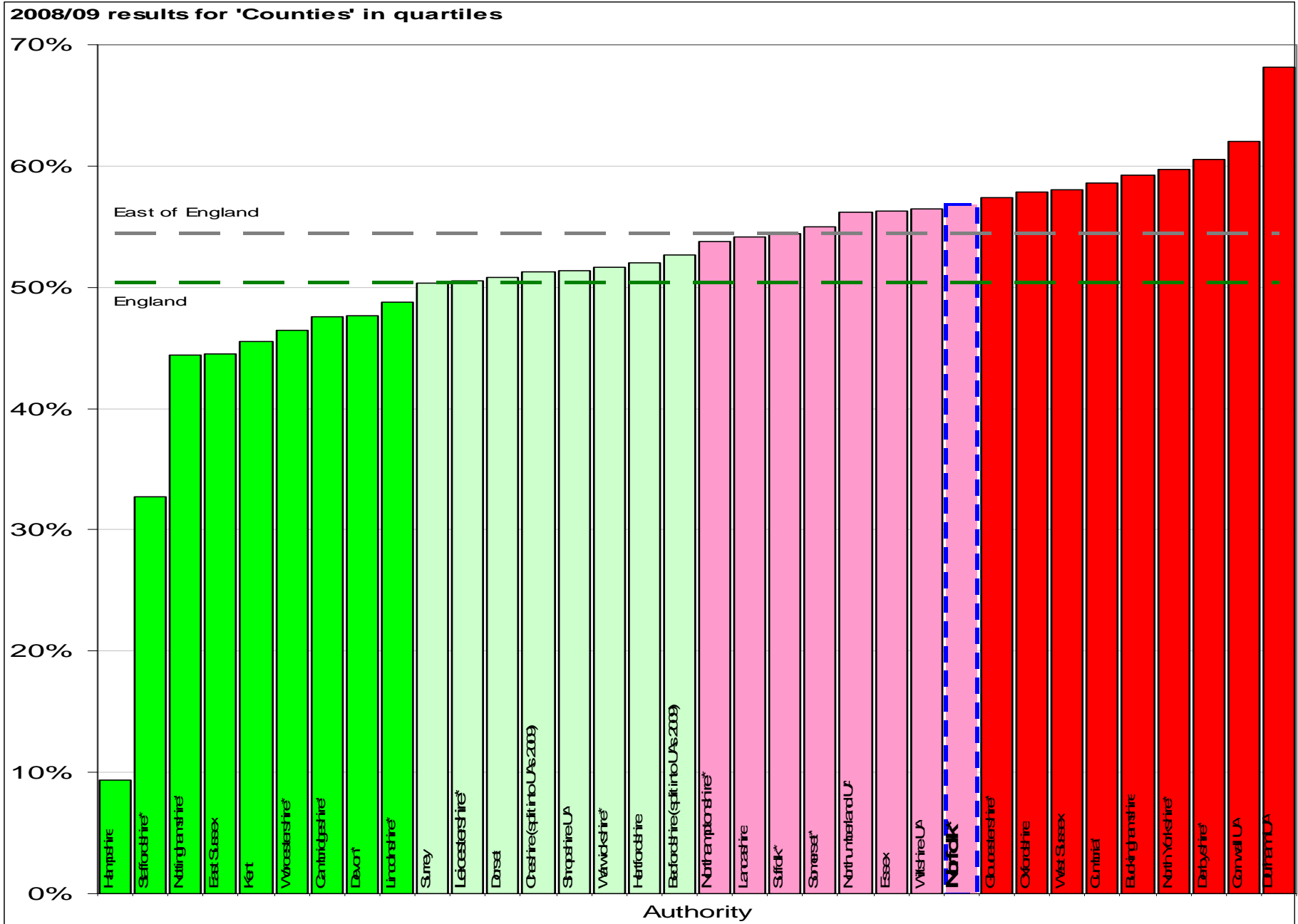
NI 191 Residual household waste per household (kgs)



NI 192 Percentage of household waste sent for reuse, recycling and composting



NI 193 Percentage of municipal waste landfilled



Analysis of VFM

- The County Council continues to support waste minimisation, recycling and composting on an Invest to Save basis in order to reduce the amount of waste produced and then to divert a higher proportion away from landfill. Recycling and composting performance continues to improve and the amount of household waste produced per head of population remains low when compared with other County Councils, indicating that these initiatives are succeeding, ultimately resulting in less cost for the County Council and Council Tax payer.
- Whilst emphasis is being placed on waste minimisation, recycling and composting it is also recognised that treatment facilities (Waste PFI) will be required for residual waste in the future if the Landfill Directive and Government landfill allowance targets are to be achieved and thereby avoid significant fines or Landfill Allowance trading costs. The County Council is progressing its residual waste treatment (Waste PFI) contract process in order that these targets can be achieved.
- The cost of waste management (mainly landfill costs) continues to grow, largely through such fiscal measures as the Landfill Tax escalator. The provision of treatment facilities is likely to be less costly than continuing to use landfill as a means of disposal in the medium to long term.

Carbon

Landfill sites are a significant source of greenhouse gas emissions. Biodegradable materials sent to landfill, such as paper, card, textiles, food and garden waste, decompose and release the greenhouse gases methane and carbon dioxide (CO₂) into the atmosphere. Carbon resulting from material that is converted to methane contributes to climate change. Methane accounts for roughly half of the landfill gas and has 21 times the warming potential of carbon dioxide. In terms of carbon equivalency, landfill impacts for Norfolk are 4.8 million tonnes. Landfill gas can continue to be emitted from landfill sites for 25-30 years after the closure of a site.

Waste management seeks to ensure continuous improvement in the way its services are delivered and in particular reduce the amount of biodegradable waste being sent to landfill. Waste management activities positively impact on the amount of waste landfilled and therefore on the amount of carbon produced, for example:

- The Home Composting and Master Composter schemes are thought to reduce waste disposal costs by around £1m and to divert 7,470 tonnes of CO₂ each year.
- It has been calculated that by working with schools on waste issues the Schools Waste Action Programme has the potential to reduce CO₂ landfill emissions from its 361 Norfolk contact schools by 932 tonnes over a one year period. Similarly it has also been calculated that there is the potential to divert 187 tonnes of CO₂ from landfill over a one year period by increasing recycling within its contact schools.

- The 'Green Supplier Support Scheme' has been developed to integrate environmental measures into the County Council's suppliers' business activities. The scheme assists existing and potential suppliers to deliver long term efficiency savings, encourage innovation and make more efficient and effective use of natural resources. Since its introduction in late 2008 it has engaged with over 50 suppliers. It has been calculated that if the scheme only engages with the top 200 of the County Council's suppliers, it has the potential to reduce CO₂ emissions by 600 tonnes per year.
- In the longer term the County Council's Residual Waste Treatment Contract (Waste PFI) has the potential to reduce emissions of greenhouse gases. From the sixth year of the contract there is to be a progressive reduction in the amount of greenhouse gases arising from the operation and delivery of the services.
- In order to reduce and adapt to the impacts of Climate Change waste management will seek to reduce business travel by car by 10% during 2010/11.

Value for Money Improvement Actions

- New National Performance Indicators for waste have been developed by Government and introduced from April 2008. Targets for NI193 (Percentage of municipal waste land filled) through to 2010/11 have been included within the Local Area Agreement process and all Norfolk's Waste Authorities have a part to play. Actions and interim progress is monitored through Norfolk's Waste Partnership and the County Council's LAA Project Board.
- The Joint Municipal Waste Management Strategy for Norfolk incorporates an Action Plan, with identified actions aligned with the waste hierarchy for individual Authorities. The Norfolk Waste Partnership has agreed to delay any review of the strategy until the outcomes from the proposed Defra consultation of the future of such documents is known, expected in mid 2010.
- The County Council has an Action Plan established to procure treatment facilities for Norfolk's residual waste, through to the Landfill Directive target years in 2010, 2013 and 2020, as well as the interim Government landfill allowance targets.
- Modernisation of the existing Recycling Centre network is being undertaken. Improvements in Waste Collection Authority kerbside services has meant that the operation and availability of County Council Recycling Centres has been reviewed with the result that some will in future only open on a part-time basis, Docking will be closed and a new site will be built to serve the Dereham area.
- A review of the mechanism by which Waste Collection Authorities are recharged disposal costs for any commercial waste that they collect and bring to disposal facilities under County Council contracts will be undertaken.

Customer focus

Meeting the ten customer service quality determinants

Norfolk County Council's Customer Services Strategy specifies ten customer service quality determinants.

These are the aspects of service delivery which must be consistently excellent in order to provide excellent customer service overall. To complete this section, give an assessment of your service's status against each of the determinants (green/amber/red). Where further comments or explanations are required, and where you have evidence to support your assessment, note these in the appropriate column.

Determinant	What this means	Service Assessment (Green/Amber/Red)	Comments and evidence
Access	The ease and convenience of accessing the service	Amber	<ul style="list-style-type: none"> • Low level bins at Recycling Centres. • Broader range of service at Recycling Centres • The majority of Recycling Centres are open 7 day/week. However mid week closures of some centres will start in 2010 due to budgetary pressures and reduced usage. It is proposed to close the Docking site for the same reasons. This will impact on ease and convenience of access, but still meets national and County Council service standards. • Working with Waste Collection Authorities on opening hours of landfill sites & Transfer Stations around Bank Holidays. • Utilisation of CSC service, including dedicated waste phone number. • Internet Information.

Communication	Consistent, accessible plain English communication with strong feedback mechanisms	Green	<ul style="list-style-type: none"> • Extensive public consultation was undertaken as part of the Joint Municipal Waste Management Strategy for Norfolk and Residual Waste Treatment Contract processes. These consultation exercises underpin the actions of the waste team. • Norfolk Waste Partnership communication and media protocol. • Norfolk County Council website. • Norfolk Waste Partnership website. • Norfolk Waste Partnership Conference. • Norfolk Waste Partnership Awards Ceremony. • Your Rubbish Your Choice magazine. • Leaflets and media advertising. • Feedback with various groups and partners
Competence	Staff with the skills and knowledge to provide the service	Green	<ul style="list-style-type: none"> • Highly qualified, experienced and knowledgeable staff. • Competency based appraisals. • Appropriate learning and development of staff. • Training for Recycling Centre staff, to improve customer satisfaction.
Courtesy	Staff at all levels who are polite, respectful, friendly and show consideration	Green	<ul style="list-style-type: none"> • Low level of customer complaints. • Thank you letters received. • Favourable feedback. • Formal complaints procedure. • High levels of customer satisfaction at Recycling Centres.
Credibility	A trustworthy service with a strong reputation and image	Green	<ul style="list-style-type: none"> • Strong local, regional and national reputation. • Good image ie SWAC. • Numerous awards. • Good reputation on service delivery.

Reliability	Published service standards. Providing consistent, accurate and dependable service to these standards	Green	<ul style="list-style-type: none"> • Published service standards ie opening hours of Recycling Centres and materials accepted. • Good adherence to services standards.
Responsiveness	Dealing with problems quickly, responding to and acting on feedback	Green	<ul style="list-style-type: none"> • Out of hours system for closed landfill site emergency situations and call outs. • Meet corporate standards. • Waste initiatives database to record feedback. • Business Continuity Plan in place.
Security	Ensuring the physical safety, financial security and confidentiality of customers	Green	<ul style="list-style-type: none"> • Corporate standards adhered to. • Data protection systems in place, including staff training where appropriate. • Auditable systems in place ie recycling credit payments.. • Minimisation of customer risks through appropriate wording within contracts and risk assessments. • Risk assessments in place.
Tangibles	The physical aspects of the service such as equipment, facilities, staff appearance	Green	<ul style="list-style-type: none"> • Appropriate PPE provided for staff. • H & S office inspections. • The Waste Management team is split across office accommodation provided within County Hall and a portacabin. • Recycling Centre staff provided with uniforms & name badges. • Recycling Centre bins of "standard" colours. • Standard countywide provision of home compost bins.

Understanding the customer	Understanding our customers and knowing individual customer needs	Amber	<ul style="list-style-type: none"> • Liaison Groups. • Strong stakeholder & county links. • Feedback questionnaires and surveys. • NWP MSG, WRAG and RoG. • Regular contractual meetings. • MORI customer satisfaction surveys. • High customer satisfaction levels with Recycling Centres, Norfolk Waste Partnership Conference and Your Rubbish Your Choice magazine.
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Customer focus improvement actions

- The Norfolk Waste Partnership has a communications protocol to aid in the presentation of a co-ordinated message on issues applicable to the partnership.

Consultation and customer research

The table below summarises the planned consultations throughout the timeframe of the plan, and what is known from other forms of customer research to inform service changes.

Planned consultations & customer research

The County Councils annual "Place Survey" will take place during October and will ascertain customer satisfaction levels across the Recycling Centres.

Customer insight

- Recycling Centre customer satisfaction leaflets.
- Your Rubbish, Your Choice magazine customer feedback
- Annual "Tracker Survey" at Recycling Centres
- Real Nappy questionnaires.
- Home Composting questionnaires and feedback forms.
- Active participation by Officers in Regional and National groups.
- Norfolk Waste Partnership Annual Conference and Annual General Meeting.
- Monitoring of compliments and complaints.

Key performance targets for customer focus

In 2009/10 a new corporate framework for measuring and setting targets for performance against the Council's key customer care standards was introduced. These targets include:

- Telephone calls answered within 15 seconds
- Letter and fax enquiries answered in full within 10 working days
- Email and text enquiries answered in full within 3 working days
- Visitors that are seen within 5 minutes of appointment time
- Registered complaints that get a detailed reply within 20 working days

It is important to note that not all targets are applicable to all services and therefore the most appropriate are shown below.

Note: The results for letters and emails are based on customer contacts recorded in the corporate and service systems HEAT and PEM - not all contacts are recorded in these systems, although we are currently rolling out the use of PEM more widely across the new department of Environment, Transport and Development

We have also identified the following key service standards for this service plan:

- A recycling centre within 8.5 miles of 95% of Norfolk households
- Recycling centres inspected every 14 days

Indicator	Result (where available)	Target 10/11	Target 11/12	Target 12/13
% of telephone calls answered within 15 seconds	99% (target 90%)	90%	90%	None set
% of letter/fax enquiries answered in full within 10 working days	86% (target 70%)	80%	90%	None set
% of email/text phone enquiries answered within 3 working days	67% (target 70%)	80%	90%	None set
% of customer contacts classified as avoidable (NI 14)	0% (no target set)	None set	None set	None set

Performance data for the standards will be included in Prism and in regular reports to the Waste management team, as well as in corporate performance reports.

Delivering the plan - people management & workforce development

Workforce Development

The below table summarises key people management issues and plans for the service

Staff profile The waste service includes 35 members of staff (32.16 full time equivalents), not including the Head of Environment & Waste or his Secretarial Support.

A number of posts are temporary and, along with some initiatives and projects, any cessation or reduction in funding will mean a reduction in service provision.

Workforce planning A restructuring of the Waste Management Team has recently been undertaken. As part of this exercise the opportunity has been taken to form a new Waste Reduction & Recycling Team which brings together responsibility for the County Council Recycling Centres with waste awareness and education activities and initiatives.

The move away from landfill towards treatment (Waste PFI) for residual waste will require a change in workforce numbers, skills, roles and responsibilities. Changes will be addressed in accordance with the timescales and services required by the new contracts.

Training and staff development Training and staff development will generally be addressed through the appraisal system.

Health, safety and wellbeing The health, safety and wellbeing needs of our workforce are addressed through actions such as:

- Monthly team meetings and attendance at the Departmental H&S Committee
- Display Screen Assessments.
- Provision of appropriate PPE.
- Provision of trained "first aiders" within offices
- Appropriate training ie Risk Assessments, Manual Handling, H&S etc

Key performance targets for people management (represents Environment and Waste figures)

Indicator	Result 09/10	Target 09/10	Target 10/11	Target 11/12	Target 12/13
Average days staff sickness	tbc	Departmental target 7.3	Departmental target 7.3	Departmental target 7.3	Departmental target 7.3
Percentage employees who have had a formal appraisal	88%	Departmental Target 100%	Departmental Target 100%	Departmental Target 100%	Departmental Target 100%
Staff turnover		Departmental target between 8 and 10%	Departmental target between 8 and 10%	Departmental target between 8 and 10%	Departmental target between 8 and 10%
Percentage employees who feel change is well managed	47%	Departmental Target 40%	Departmental Target 40%	Departmental Target 40%	Departmental Target 40%
Percentage employees who understand what they have to do to help achieve the Council's objectives	67%	Departmental Target 87%	Departmental Target 87%	Departmental Target 87%	Departmental Target 87%

Delivering the plan – financial resources and asset management

Financial Management

The table below shows the approved budget for this year. Indicative budgets for future years have not been included at this stage.

	Approved Budget 2010/11	Indicative Budget 2011/12	Indicative Budget 2012/13
Base Budget	30,395,824		
Pay & Prices	582,520		
Pension	48,000		
(Additional Budget to meet)	1,752,000		
Government Legislation	1,510,000		
Demand/Demographics	42,000		
Specific Council Plan Target			
Service Improvement	200,000		
(Less)	(225,000)		
Efficiency Savings			
Increased Income			
Other Savings	(29,675)		
Net Budget	32,348,451		
Gross Expenditure	33,479,736		
Gross Income	(1,131,285)		
Approved capital Expenditure to deliver service plan			

Details and commentary:

To follow

Asset Management

The below table shows key information about the planned use of assets during the period of this service plan. Assets include accommodation, ICT and knowledge.

Extent of current assets

Currently staff involved in the provision of the waste service occupy two offices on the third floor of County Hall as well as a portacabin at County Hall. Facilities at the Pineapple and Ketteringham are used for the storage of equipment.

The County Council also owns or leases the land for the County Council's Recycling Centres and has or may have environmental liability for approximately 150 closed landfill sites which are either in County Council or private ownership.

A site at King's Lynn has been secured for potential use in the delivery of future residual waste treatment services.

The main asset associated with the provision of the waste service is that of its staff who are knowledgeable, experienced and operate in a professional manner. Staff within the waste service are considered well thought of at both regional and national level.

Sufficiency of assets

The separation of the waste service across a number of offices has an impact on service provision. Furthermore staff within the portacabin do not have access to the same facilities as those within County Hall and there are issues associated with the accommodation itself.

A site for a new Recycling Centre at Dereham is being sought through the Revenue Programme.

An improvements programme is underway at Recycling Centres to improve drainage and staff welfare.

Improved IT provision for the waste section has recently been provided. Hopefully full wireless broadband capabilities will be provided in order that similar services to staff to that of other Authorities and partners can be provided and flexible working arrangements utilised fully.

New IT equipment and software will be required to facilitate the move to residual waste treatment (Waste PFI) facilities in the future.

Impact on assets

It is anticipated that the provision of new IT equipment will enable staff to enjoy more flexible working arrangements, through working from home and the reduction in the need to travel to County Hall to work.

As the County Council moves away from landfill towards waste treatment (Waste PFI) facilities as a means of disposing of its residual municipal waste, service provision and assets will also need to change.

Assets will change as new Recycling Centres are delivered across the County and through the provision of treatment facilities.

How changes will be delivered

Flexible working arrangements will be discussed and agreed with staff according to operational needs and availability of appropriate IT systems.

Changes to staff and service provision as a result of the move away from landfill to treatment (Waste PFI) for residual municipal waste will be addressed in accordance with the timescales and services required by the new contracts.

Changes to the Recycling Centres provision will necessitate a variation to the existing Recycling Centre Contracts.

Key performance targets for resources

Include here any performance indicators that you use to monitor financial resources and asset management. Corporate Finance is currently evaluating which indicators they can provide data for corporately.

Indicator	Result 09/10	Target 19/10	Target 10/11	Target 11/12	Target 12/13

Service & Resource Planning Checklist

The following checklist has been completed and signed confirming that the necessary steps have been taken in preparing this service plan and resource plans.

No.	REQUIREMENTS	Y/N	COMMENT
Context and drivers			
1	Have you considered the major external factors and trends over the next 5 years?		
2	Have you used customer information to review and shape your plan?		
3	Have you considered the corporate drivers around customer focus, finance, people management, asset management, VFM, efficiency savings and corporately significant projects?		
Corporate outcomes and performance challenges			
4	Does your plan clearly identify how service objectives deliver corporate objectives (community outcomes)?		
5	Have you reviewed past and current performance, used comparative data, considered customer experiences and referred to audit and inspection recommendations?		
6	Does your plan identify key areas for improvement and sustaining progress, performance measures and targets – over the next 3 years?		
7	Have you considered how your key service actions contribute to achieving our Strategic Ambitions?		
8	Have you assessed and demonstrated how your service provides value for money?		
9	Does your plan assess emerging opportunities and risks and identify how these will be managed?		
Impact of the service on customers, citizens and communities			
10	Have you assessed your service using the 'single impact assessment tool' and put in place appropriate actions?		Complete

No.	REQUIREMENTS	Y/N	COMMENT
11	Have you assessed your service against the 10 determinants of quality customer care specified in the Customer Care Strategy and identified any further improvements that need to be made?		
12	Have you considered and identified any health, safety and wellbeing issues that may arise from your service objectives and put in place appropriate actions?		
Requirements for service delivery and transformation			
13	Does your plan identify the critical activities and actions that are needed to (a) sustain progress, and (b) deliver necessary improvements (including any transformational changes) in order to achieve stated outcomes?		
14	Does your plan identify the resource implications necessary to enable delivery (including staff, budget, accommodation and ICT requirements etc) and are the required resources in place?		
15	Does the 3 year financial plan (including capital programme) adequately reflect the resources implications of the plan, including cost pressures, service demands, improvement targets, opportunities for efficiencies and revenue implications of capital schemes?		
16	Have you assessed and incorporated cost and savings opportunities for delivery of services within the Local Area Agreement in the 3 year financial plan?		
17	Have you assessed and incorporated risks relating to business continuity?		
Engagement in planning preparation for service and financial plans			
18	Have you engaged your team/staff at appropriate stages in development of the plan and resource requirements?		
19	Have you engaged your Review Panel and Cabinet Member?		
20	Have you engaged any relevant strategic/funding partners?		
Decision Making			
21	Are all proposals requiring policy change, budget investment or reduction supported by evidence of option appraisal, whole life costs, assessment of risks and impact on such as equality, diversity and sustainability? And implications reported to members and COG?		

No.	REQUIREMENTS	Y/N	COMMENT
Format & Publication			
22	Has the plan overview been created in Prism?		
23	Is the plan available on the intranet?		
In-Year Monitoring & Review			
24	Have you put in place arrangements for regular performance and budget monitoring against plan and periodic review?		
25	Have the service objectives been translated into team and individual objectives, which will be evident in appraisals?		

Head of Service (or equivalent)

Date:

Signature: Mark Allen

Chief Officer

Date:

Signature: Mike Jackson

Single Impact Assessment Tool

General information	
Name of service plan or details of proposal:	Waste Management
Department/Organisation/Partnership:	Planning & Transportation
Lead officer	Mark Allen
Assessment officer:	Paul Borrett
Date of assessment:	20 November 2009

Impact assessment

1. Community cohesion and equalities			
	Once implemented, will all activities proposed be accessible to all diverse groups in Norfolk? <i>Give particular consideration to physical access and accessible communication needs.</i>	Yes/ No/ Unsure	Comments, exemptions and further information
1.1	Age (Under 25s & 50+)	Yes	Services are generally accessible to people regardless of age, gender, disability, race & faith or sexuality Equalities Impact Assessment and Action Plan established for Recycling Centres. Assistance is available at Recycling Centres for the elderly, infirm or with a disability. All Recycling Centres have some "low level" access.
1.2	Disability Mobility, sight, hearing, learning difficulties, mental health	Yes	As above
1.3	Gender Women, men, transgender	Yes	As above
1.4	Race & faith Different races, languages & faiths, to include gypsies & travellers	Yes	As above Waste/recycling signage at Recycling Centres is generally pictorial in order to overcome any language difficulties. INTRAN translation is available at all Recycling Centres
1.5	Sexuality Lesbians, gay men or bisexuals	Yes	As above
1.6	Does the service plan or proposal take advantage of any opportunities to promote	Yes	The eight Norfolk Authorities have agreed a "Joint Municipal Waste Management Strategy for Norfolk".

1. Community cohesion and equalities

		Yes/ No/ Unsure	Comments, exemptions and further information
	Once implemented, will all activities proposed be accessible to all diverse groups in Norfolk? <i>Give particular consideration to physical access and accessible communication needs.</i>		
	community cohesion or good inter-group relations?		<p>During the development of the strategy, local people and environmental groups were consulted through Area Forums, a Citizen's Panel and a public questionnaire. Decisions were taken to seek the best environmental outcome taking account of feasibility and acceptable cost.</p> <p>Extensive public consultation was undertaken as part of the County Council's residual waste treatment contract process.</p> <p>Consultation on waste related issues involving the collection authorities often takes place through the NWP.</p> <p>Financial support is given to voluntary organisations, charities and community groups who recycle and/or reuse household materials, through the Recycling Credit scheme.</p> <p>The Master Composter scheme provides practical support within the community to those interested in home and community based composting.</p>
1.7	Have any other positive or negative impact on individuals' and communities' fair access to services and opportunities?	No	None

Next Steps: If this initial assessment identifies any particular issues or risks relating to equalities you must:

- Contact your departmental lead for equalities or the Corporate Equalities and Diversity Manager
- Determine whether there is a need to carry out an Equalities Impact Assessment (required by law in some instances)

2. Accessibility

		Yes/ No/ Unsure	Comments, exemptions and further information
2.1	Are there any activities in your service plan, such as locating new services or modifying existing forms of delivery, that are	Unsure	Services are generally accessible to people regardless of age, gender, disability, race & faith or sexuality

2. Accessibility			
		Yes/ No/ Unsure	Comments, exemptions and further information
	likely to have a significant impact on how people reach your service, either for staff, customers or the County Council in providing transport services, if yes please detail in the comments box		<p>Equalities Impact Assessment and Action Plan established for Recycling Centres.</p> <p>Assistance is available at Recycling Centres for the elderly, infirm or with a disability.</p> <p>All Recycling Centres have some "low level" access.</p> <p>The majority of Recycling Centres are open 7 day/week. However mid week closures of some centres will start in 2010 due to budgetary pressures and reduced usage. It is proposed to close the Docking site for the same reasons. This will impact on ease and convenience of access.</p>
2.2	In planning these activities will an analysis of accessibility be carried out to aid decision making?	Unsure	Access at Recycling Centres has been taken into account as part of the DDA.
<p>Next Steps: If this initial assessment identifies any particular issues or risks relating to the location or accessibility of services, you must:</p> <ul style="list-style-type: none"> - Consult with the Transport Planning team in Planning and Transportation - Consider a spatial accessibility analysis of your options for service delivery - Investigate whether there is a need to carry out an Equalities Impact Assessment (required by law in some instances) 			

3. Environmental sustainability			
	Will the planned activity:	Yes/ No/ Unsure	Comments, exemptions and further information
3.1	Reduce carbon emissions and/or energy use?	Yes	Less waste being sent to landfill will aid in the reduction of emissions.
3.2	Reduce resource use and waste?	Yes	The Joint Municipal Waste Management Strategy for Norfolk provides a framework for planning and implementing changes in how we manage our municipal waste in the future. It promotes waste minimisation along with working towards increasing reuse, recycling and composting of waste and in particular diverting biodegradable municipal waste from landfill.
3.3	Encourage a shift to more sustainable forms of transport?	Yes	The provision of Recycling Centres and residual waste facilities in proximity to the customer reduces vehicle movement.

3. Environmental sustainability

	Will the planned activity:	Yes/ No/ Unsure	Comments, exemptions and further information
3.4	Protect or enhance the local physical environment (air, biodiversity, green spaces, historic assets etc.)?	Yes	The restoration of landfill sites offers the opportunity for additional "green space". Public access has been allowed to restored sites ie Strumpshaw & Bergh Apton.
3.5	Be "future-proof" against the impacts of climate change?	Yes	Less waste being sent to landfill and the management of the waste that is will aid in the reduction of emissions and therefore impact on climate change.
3.6	Encourage more sustainable lifestyles in the wider community?	Yes	The provision of Recycling Centres and residual waste facilities in proximity to the customer reduces vehicle movement.
3.7	Have any other impact on the environment that is unsustainable now or in the future?	No	The provision of waste services is thought to have a positive impact.

Next Steps: If this initial assessment identifies any particular issues or risks relating to your approach to environmental sustainability, you must:

- Consult with the Sustainability Manager
- Investigate whether there it is necessary to carry out a full sustainability appraisal

4. Economic sustainability and tackling deprivation

	Will the planned activity:	Yes/ No/ Unsure	Comments, exemptions and further information
4.1	Have a positive impact on the economy? Think particularly about the creation of opportunities for employment, income and skills development, and opportunities for health improvement.	Unsure	The provision of new waste treatment facilities offers employment opportunities.
4.2	Have a particular impact on areas that experience particularly high levels of deprivation?	Yes	The potential provision of new waste treatment facilities in the King's Lynn area may offer employment opportunities.
4.3	Will any of the planned actions increase deprivation over time? Think about reducing facilities and opportunities, particularly in areas with high levels of deprivation.	No	None
4.4	Have any other implications for the future sustainability of the Norfolk economy?	No	None

4. Economic sustainability and tackling deprivation

	Will the planned activity:	Yes/ No/ Unsure	Comments, exemptions and further information
<p>Next Steps: The information captured in this section (4) will be used to help assess the council's overall impact on the economy. If particularly significant impacts are identified (positive or negative), you must:</p> <ul style="list-style-type: none"> - Make the Economic development unit aware of these - Ensure consideration of and adherence to our Strategic Ambition for a “vibrant, strong and sustainable economy” set out in the County Council Plan - Investigate whether there it is necessary to carry out a full sustainability appraisal 			

5. Health improvement and health inequalities

	Are the planned actions:	Yes/ No/ Unsure	Comments, exemptions and further information
5.1	Likely to have an impact on the mental or physical health of Norfolk's citizens now or in the future?	No	None
5.2	Going to have a positive or negative impact on the health of our most deprived communities or disadvantaged residents?	No	None
5.2	Overall are the planned actions likely to increase or reduce health inequalities within Norfolk?	No	
<p>Next Steps: If any significant impacts are identified, you must:</p> <ul style="list-style-type: none"> - Consult the Health Improvement Strategy - Contact the named contact to consider any further impacts and contributions to the work of the County Council and its partners in delivering the Health Improvement Strategy 			

6. Crime & Disorder

		Yes/ No/ Unsure	Comments, exemptions and further information
6.1	In planning the proposed activities, have all of the possible Crime, Anti-social Behaviour, Anti-social Behaviour that affects the environment and substance misuse, (Community Safety)' implications been considered?	Yes	Provision of waste facilities and abandoned vehicle services may have a positive impact on crime & disorder ie reduced incidents of fly-tipping
6.2	Is there anything further that you could do to contribute to improving Community Safety in Norfolk?	Unsure	None

6. Crime & Disorder			
		Yes/ No/ Unsure	Comments, exemptions and further information
6.3	Have you considered how in planning and delivering your activities how you can work with Safer Neighbourhood Teams?	Unsure	<p>The County Council is part of the Norfolk and Waveney Enforcement Group (NAWEG) Fly tipping working group, which consists of:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Officers from all Norfolk local authorities <input type="checkbox"/> Environmental rangers from local authorities <input type="checkbox"/> Officer from Waveney District Council (Suffolk) <input type="checkbox"/> Officers from Environment Agency <input type="checkbox"/> Officer from Police service Neighbourhood Policing Project <input type="checkbox"/> Officer from Fire service <p>This group seeks to have a positive impact on crime & disorder ie through reduced incidents of fly-tipping</p>
<p>Next Steps: If this initial assessment identifies any particular issues or risks relating to crime and disorder, you must:</p> <ul style="list-style-type: none"> - Review NCC's crime & disorder service planning guidance - Consult with the Community Safety Team 			

7. Safety and Welfare			
	Will the planned activities:	Yes/ No/ Unsure	Comments, exemptions and further information
7.1	Whether provided directly or commissioned from another organisation, have a potential impact on the safety and welfare of children ? Examples might include road safety schemes or adult volunteers interacting with children.	Yes	Services provided at Recycling Centres take account of the safety of children entering the sites.
7.2	Whether provided directly or commissioned from another organisation, have a potential impact on the safety and welfare of adults?	Yes	Services provided at Recycling Centres take account of the safety of adults entering the sites.
<p>Next Steps: If you identify any significant impacts or risks you must:</p> <ul style="list-style-type: none"> - Consider what mitigating factors or measures might already be in place and what additional steps you could take - Contact the relevant part of Children's Services or Adult Social Services 			

Issues and action arising

	Has the assessment highlighted any impacts that remain unsustainable?	No
	Has the assessment highlighted any issues, or the need for further analysis?	No
	Are there any actions arising following this assessment?	No Proposed action/s: Responsible officer: Completion date:
	Additional comments	If you have any additional comments to make, please include here:

Head of Service sign-off

Signed:

Print Name:

When completed, a copy of this form should be filed with the development file of the service plan, to ensure a robust audit trail. Please note it is a public document and may be requested under the Freedom of Information Act.

Planning and Transportation, The Environment and Waste Overview and Scrutiny Panel

3 March 2010
Item No 13.

Norwich Area Transportation Strategy (NATS) Implementation Package

Report by the Director of Environment, Transport and Development

Summary

This report provides Members with emerging outputs of work being undertaken on an Implementation Plan for the Norwich Area Transportation Strategy (NATS). This summarises key outputs from public and business consultation and outlines how a wide range of transport schemes, including the Northern Distributor Road (NDR) are being assessed. An update is also provided on the NDR / Postwick work to date.

Extensive public consultation was carried out between October – November 2009 and key transport issues raised as needing improvement were congestion, bus services, cycling and parking. Overall, there was strong support for the proposed changes in the city centre as well as the proposed cycle routes shown. There was an overall view that Bus Rapid Transit (BRT) would improve travel into Norwich and that the proposals as a whole would deliver improvements to the transport network in Norwich.

Consultation with businesses and a wide range of other stakeholders indicated that the NDR was the main transport intervention that would bring the greatest benefit. Other proposals receiving strong support were BRT and rail and bus service enhancements. Overall, over 80% of businesses agreed that the Implementation Plan would improve the local economy.

Detailed modelling work is being undertaken to assess the Implementation Plan and provide supporting evidence for transport elements of the Joint Core Strategy (JCS). Initial findings have demonstrated that the Implementation Plan deals with future congestion, including traffic generated from planned growth in the JCS, and provides capacity for enhanced priority for buses, cyclists and pedestrians.

A Strategic Environmental Assessment (SEA), incorporating a Health Impact Assessment, is being undertaken and consultation with statutory bodies on an Environmental Report takes place during February / March 2010. Socio-economic analysis is underway.

It is expected that funding for the Plan will come from a variety of sources, including Growth Funding, developers, the Regional Funding Allocation (RFA) and County Council. The speed of implementation will be dependent on progress with the NDR and availability of funding, particularly from developers.

Action Required

Members are asked to comment on the emerging Implementation Plan, and endorse recommended changes to a small number of NATS policies and that the NATS area becomes consistent with the Norwich Policy Area.

1. Background

- 1.1. The Norwich Area Transportation Strategy (NATS) has already brought major improvements to transport and the environment that benefits thousands of people who live, shop and work in and around Norwich. However, our transport system is under strain and pressure will increase over time. We therefore need to create a further step-change in transport provision to realise the full potential of NATS and cater for the transport needs of a vibrant and growing regional centre.
- 1.2. The development of the Joint Core Strategy (JCS) by the Greater Norwich Development Partnership (GNDP) has led to the need for a more detailed Implementation Plan being developed for NATS. It will also firm up on the complementary measures for the Northern Distributor Road (NDR) planning process.

The key features of the emerging Implementation Plan are:

- The NDR
 - A bus rapid transit (BRT) network
 - City centre improvements
 - A package of cycling and walking improvements
 - Smarter Choices initiatives, like travel planning
 - Integrated ticketing and improved information
 - Specific rail service improvements.
- 1.3. The Department for Transport (DfT) confirmed in December 2009 that it will invest £67.5m for Norfolk County Council to deliver the NDR from the A47 at Postwick to the A140 junction. This also confirmed £21m of CLG CIF funding for the Postwick Hub improvement scheme. Work at Postwick is scheduled to commence during the Spring of 2010 and will deliver an improved junction at Postwick, increased park and ride capacity and provide the potential to unlock sites for up to 1,600 homes.
 - 1.4. The County Council has stated its intention to ensure the construction of an NDR scheme from Postwick to the A1067, seeking alternative sources of funding to do so. However the DfT decision creates a risk that the section of the NDR between the A140 and A1067 may not be affordable, or may be built in a later phase. If there were a period where the NDR stops at the A140, modelling data is showing that this will still accommodate the planned growth identified in the JCS for NE Norwich.
 - 1.5. Assuming a period whereby the NDR does stop at the A140, concerns about the impact of traffic movements on the existing network between the A140 and the A1067 are recognised. Modelling analysis comparing the NDR stopping at the A140 with the NDR stopping at the A1067 indicates there are increases in traffic flows in the existing road network around Drayton and Taverham but in general these remain within road design capacities, with only Holt Road and the link to Hall Road exceeding their design capacity in the morning peak period. It is important to note, however, that while traffic flows increase compared to the A1067 NDR, they are generally similar to the forecast position with no NDR. Further analysis needs to be completed on traffic flows in this north-western sector and we will continue to look at the impacts in detail and report back to members. In particular this will focus on the link from the A140 to Hall Lane and other traffic management proposals on key roads in residential areas.

- 1.6. The GNDP has completed pre-submission consultation on the JCS and it was considered for approval by individual councils during February 2010.

2. **Contents of Report**

Consultation

- 2.1. Public consultation was carried out between October and November 2009 in the form of a questionnaire and exhibitions. Over 1,000 people attended the exhibitions and just over 11,500 responses were received. Key transport issues raised as needing improvement were congestion, bus services, cycling and parking. There was overall support for the proposed changes in the city centre as well as the proposed cycle routes shown.
- 2.2. When asked what improvements would encourage people to use the bus more often, priorities were stated as being more frequent and reliable buses, more flexible routing of services, one ticket to use on all services and improved shelters and waiting facilities.
- 2.3. In terms of encouraging more people to cycle, priorities were stated as being the provision of more off-road cycle routes, more dedicated on-road cycle facilities, secure cycle parking and reduced traffic flows in the city centre.
- 2.4. There was an overall view that BRT proposals would improve travel into Norwich and that they would deliver improvements to the transport network in Norwich. In general, the routes suggested for BRT services were agreed.
- 2.5. In terms of rail travel, key priorities were stated as being improvements in rail service reliability, increased frequency and quicker journeys.
- 2.6. There were nearly 23,000 individual comments made during the consultation and these have all been considered and summarised. The main points raised related to public transport fares being too expensive, support for greater pedestrian and cycle access in the city centre and increased reliability of bus services. These responses will be considered further in continuing to develop the Implementation Plan.
- 2.7. Consultation with businesses and a wide range of other stakeholders was carried out in the form of workshops, individual meetings and a bespoke questionnaire covering specific business-related issues. Over 100 businesses responded to the questionnaire and key transport problems highlighted were delays, unreliable journey times and congestion on the transport network.
- 2.8. In terms of helping improve business performance, the NDR was highlighted as the most important scheme within NATS. Other proposals receiving strong support were BRT and rail and bus service enhancements. Overall, over 80% of businesses agreed that the Implementation Plan would improve the local economy.

Assessment

- 2.9. Detailed modelling work is being undertaken to assess the Implementation Plan and provide supporting evidence for the Joint Core Strategy (JCS). Initial findings have demonstrated that the Implementation Plan deals with future congestion, including traffic generated from planned growth in the JCS, and provides capacity for enhanced priority for buses, cyclists and pedestrians. This modelling will include an assessment of environmental indicators.

- 2.10. A Strategic Environmental Assessment (SEA), incorporating a Health Impact Assessment, is being undertaken and consultation with statutory bodies on the Environmental Report takes place during February / March 2010. Socio-economic analysis is considering the impacts of the Implementation Plan on social and economic factors and incorporates an Equality Impact Assessment.
- 2.11. Delivery and funding mechanisms for the Implementation Plan are being considered, along with scheme appraisal and assessment.

Emerging Implementation Plan

- 2.12. Work is on-going to develop the NATS Implementation Plan and emerging outputs are outlined below. **Appendix A** presents a draft programme for delivery of the Implementation Plan. Implementation will need to be phased over the period up to 2026, dependent on funding and progress on the NDR. **Appendix B** presents commentary on the emerging Implementation Plan.
- 2.13. In developing the Implementation Plan, the opportunity has been taken to re-align a small number of the NATS policies to reflect developments in national policy and the JCS, and to amend the NATS area to that of the Norwich Policy Area for consistency with the JCS. Information on this is presented in **Appendix C**.
- 2.14. **Next Steps**

In addition to this committee, the Implementation Plan is being considered at various committees during March and April 2010 as outlined below:

- GNDP Policy Group – **25 March 2010**
- Norwich Joint Highways Agency Committee – **26 March 2010**
- Norfolk County Council Cabinet – **6 April 2010**

Cabinet approval for the NATS Implementation Plan will be sought in April.

3. Resource Implications

3.1. Finance :

Work on NATS Implementation is estimated to cost £1.094M in 2009/10, which is higher than the £950,000 outlined at Cabinet in October 2009. This increase comes from additional modelling work and environmental assessment being undertaken. Provision has been made to cover £640,000 and the balance will be met from a variety of sources, including savings and efficiencies within the departmental budget.

- 3.2. Funding for delivery of the Implementation Plan will come from a variety of sources, including Growth Funding, developers, the Regional Funding Allocation (RFA) and County Council. The speed of implementation will be dependent on availability of funding, particularly from developers.

3.3. Staff :

Staff across P&T, the P&T Strategic Partnership and GNDP will be involved in taking the NATS Implementation Plan forward for delivery. For specific schemes, this will involve feasibility work, consultation and scheme delivery.

3.4. **Property :**
None

3.5. **IT :**
None

4. **Other Implications**

4.1. **Legal Implications :**
None

4.2. **Human Rights :**
None

4.3. **Equality Impact Assessment (EqIA) :**
An EqIA is being completed for the NATS Implementation Plan.

4.4. **Communications :**
A Communications Steering Group is set up and co-ordinates communications work with stakeholders, the general public and within NCC. All appropriate communications will be undertaken as schemes undergo feasibility and delivery.

4.5. **Health and safety implications :**
Appropriate health and safety implications will be assessed on an individual basis as schemes come forward for feasibility and delivery.

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

5.1. Impacts on crime and disorder will be assessed on an individual basis as schemes come forward for feasibility and delivery. The Implementation Plan seeks to minimise crime and disorder.

6. **Risk Implications/Assessment**

6.1. A risk assessment has been undertaken for development of the Implementation Plan. The key risks for delivering the Implementation Plan are around funding, timescales and planning. These risks are being managed through active project management and ongoing engagement with a wide range of stakeholders. Significant elements of the Plan are dependent on progress with the NDR.

6.2. There are specific risks associated with local government reorganisation. Any successor authority may decide against delivery of the NATS Implementation Plan or may decide to take forward elements of the Plan in a different way. These risks are minimised by the recognition by the County Council and its partners in Norfolk of the strategic importance of the NATS Implementation Plan and by our continued close working with stakeholders.

7. **Alternative Options**

7.1. The assessment of the Implementation Plan has tested a wide range of transport interventions. The Plan will identify the package of measures, which best meet objectives and can be delivered within the likely available resources.

8. **Conclusion**

8.1. Public and business consultation has demonstrated strong support for the emerging NATS Implementation Plan. Implementation will have to be phased with the availability of funding and progress on the NDR.

8.2. It was confirmed in December 2009 that the DfT will invest up to £67.5m to deliver the NDR as far as the A140 junction. £21m of funding has been earmarked for the Postwick Hub improvement scheme. Work is scheduled to commence early-2010.

8.3. Other elements of the Plan will be funded from a variety of sources, particularly developer contributions.

Action Required

- (i) Members are asked to comment on the emerging Implementation Plan at the Panel meeting on 3 March.
- (ii) Members are asked to endorse recommended changes to a small number of NATS policies and that the NATS area becomes consistent with the Norwich Policy Area.

Background Papers

None.

Officer Contact

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

Appendix B – Commentary on emerging NATS Implementation Plan

Bus Rapid Transit

There was a good level of support from the general public to proposals for a BRT network, with over 63% of those questioned stating that they considered BRT would improve travel in and out of Norwich. The most important factors identified in the consultation in terms of bus travel were frequent buses (every 10 mins), reliability of service, flexibility of routing and ticketing, better quality bus stops and shelters and improved provision of travel information. These are key attributes of a BRT service.

Assessment of transport corridors in Norwich against a clearly defined set of objectives for a high quality rapid transit service identified that up to six corridors could be considered for upgrading to a BRT service. Important factors considered were the ability to link major growth locations with the city centre and strategic employment areas and the ability to increase public transport patronage and public perception of public transport. Other corridors will be considered as core bus routes where service frequency, journey time and reliability will be improved.

Deliverability of works along BRT corridors will be based on a number of factors, including the availability of funding, delivery of housing and jobs and progress on delivering the NDR. Some BRT corridors are more dependent on the NDR than others in terms of being able to provide the necessary levels of priority for buses. Whilst it is considered that traffic light priority can be delivered along all corridors, some will only benefit from the full potential of bus priority through key junctions once levels of general traffic are reduced following the opening of the NDR. Similarly, full benefits from road space reallocation will only be realised on some corridors once the NDR is open. Corridors most affected by the NDR are those serving Rackheath, Postwick, Airport and Drayton. For these corridors, the full benefits of BRT can only be realised after the opening of the NDR. Corridors least affected by the NDR are those serving the A11 corridor and along the Dereham Road. Works can progress along these routes as early as 2010/11.

In addition to priority measures, there are other important factors that complement BRT and will encourage modal shift from car to bus. These include new bus shelters, high quality and up-to-date travel information, high quality vehicles (provided by operators) and improved ticketing arrangements. These are more flexible in terms of their delivery and BRT corridors can benefit from these schemes in advance of bus priority measures going in. Works could progress on delivering these measures as early as 2010/11.

There are significant opportunities for works undertaken to develop BRT to complement other initiatives such as Smarter Travel Choices, Park & Ride, walking and cycling networks and incorporation of green infrastructure. By adopting a whole corridor approach to BRT, it will be possible to identify where linkages with walking and cycling can be maximised and where bus stops should be located to best serve residential areas and access to key services, such as libraries, health facilities and local shops.

There are several options for how BRT could be run and managed and assessment work is underway to identify what would be the best option for Norwich. This includes consideration of powers available under the Transport Act 2008. Options include the use of Voluntary and Statutory Bus Partnerships, as well as the introduction of a Quality Contract. More work is needed on this.

Other Bus Schemes

In general, there was support for proposals to enhance public transport provision along core bus routes. These routes, provided by a range of different bus operators, serve destinations such as the Norwich Research Park, UEA and hospital and already provide a comprehensive bus network across the NATS area.

Improvements along these corridors will focus on smaller-scale works, particularly at junctions, to alleviate areas of congestion and provide opportunities where buses can be given additional priority through traffic signals and by using short lengths of bus lane. In addition, improvements to bus stops and information provision will be provided, as these issues were identified in the consultation as being areas where improvements are needed. The current bus shelter contract within the city centre is up for review in 2011 and this provides an ideal opportunity to consider what arrangements in terms of bus shelter provision, maintenance and design / style are best for Norwich.

Opportunities will be sought to address concerns raised during the consultation that existing ticketing arrangements are inflexible and expensive. This will include working with transport providers and raising awareness of the existing PlusBus ticketing scheme operating in Norwich where rail and bus travel can be combined on a single ticket. In addition, the recently launched multi-operator bus ticket (Fusion) in Norwich will be reviewed to ensure it is as effective as possible. This may involve the addition of more operators and a wider range of ticket options. Off-bus ticketing is an important part of realising the full benefits of a BRT network through reduced bus boarding times and quicker and more reliable journeys. Detailed feasibility will be required to identify the most appropriate solution for Norwich. Where possible, benefits to the wider core bus network would also be considered and incorporated. Feedback from students and younger people during the consultation highlighted that consideration should be given to fare incentives for 16-19 year olds and greater flexibility in terms of the use of student travel passes. Again, this will be fully considered and taken forward as appropriate with the full involvement of younger people and all those involved. The issue of fares is something that the County Council currently has little control over due to the deregulated bus market. All feedback received on this issue will be shared with the transport operators as it is important that this message is clearly understood. As outlined in Section 2.19, there are several options available to review in terms of controls over bus services and these will be considered.

Feedback was received that Park & Ride services should run later in the evenings and should run on Sundays and Bank Holidays. Questions were also raised as to whether more flexible routing could be considered to link Park & Ride sites with large employment locations outside the city centre and whether routing in the city centre could be amended. Regular reviews are undertaken on Park & Ride and these comments will be fully considered. It is likely that funding support from the private sector would be required to deliver some of these initiatives. Overall, Park & Ride was well received in the consultation.

New bus services linking key residential and strategic employment growth areas will be considered in partnership with developers and transport providers. Delivery of these will, in most cases, be dependent on the delivery of growth. It will be important for any new route to be supported by good quality bus stops (infrastructure and information), good quality vehicles, convenient frequencies, journey times and routings and bus priority measures where possible.

The way in which bus services currently serve the city centre was raised in the consultation and it was generally felt that improved bus stop facilities were needed in the northern city centre. Current works to deliver a new gyratory traffic circulation at St Augustines during

2010, which facilitates development of Anglia Square and is part of the Northern City Centre Area Action Plan, will provide significantly improved bus stop facilities in this area.

City Centre Circulation Changes

There was strong support from the consultation for proposals to make the city centre more accessible for sustainable modes, such as public transport, walking and cycling. Over 73% of those responding to the public consultation stated that they agreed with the proposals. In addition to public support, there was strong support from the business community, as it was stated that there are strong links with investment and the overall economic performance of the city. There are clear linkages between the city centre proposals and those set out in the St Stephens Masterplan.

Proposals to change city centre circulation and restrict access for general traffic on some roads are, to a significant extent, dependent on the capacity created by the NDR. However, initial assessments indicate that some works could be implemented in advance of the NDR. These include the closure of Westlegate and Gaol Hill / Exchange Street to general traffic. Feedback from stakeholders indicates that Westlegate will have a significant positive impact on investment and will create the conditions for real improvements for pedestrians. As part of the Westlegate works, further consideration will need to be given to works required to make Chapelfield North two-way for buses and general access as locations such as the Theatre Royal and Chapelfield Shopping Centre have specific requirements in terms of coach access and delivery of goods respectively. In terms of Gaol Hill / Exchange Street, further work will be needed to understand where traffic using these roads is travelling from and to, such as accessing city centre car parks, and what implications closing these roads will have on displacing this traffic.

Other works within the city centre, such as the closure of St Stephens Street and Prince of Wales Road to general traffic and two-way operation on Rose Lane will be dependent on delivery of the NDR and the alternative route options the NDR provides.

City centre proposals provide significant opportunities to provide much-needed additional capacity for bus stops, which will be needed to cater for new services generated to serve growth. Existing bus stops are close to capacity and delays can be caused. These proposals enable new stops to be provided in places such as Theatre Street, and enable some buses to use revised routing, which frees up capacity elsewhere in the city. The current bus shelter contract within the city centre is up for review in 2011 and this provides an ideal opportunity to consider what arrangements in terms of bus shelter provision, maintenance and design / style are best for Norwich. Two-way operation for buses on Chapelfield North and Prince of Wales Road open up new public transport corridors through the city and further enhance the concept of a core public transport route linking the rail station with the city centre.

The consultation highlighted that facilities for visiting coaches and for demand responsive vehicles needed to be improved. There are currently few locations for coaches to use for pick-up and drop-off and park during the day. Options to address this will be considered. Demand responsive vehicles have differing requirements to buses as they often need to be parked at a stop for longer periods of time so additional assistance can be provided for passengers getting on and off vehicles, often in wheelchairs. Appropriate locations will be sought and agreed with appropriate facilities provided.

Concerns were raised during the consultation that city centre proposals would remove access to disabled parking areas, key car parks, residential locations and areas and would restrict the opportunities for pick-up and drop-off being provided. Access to these facilities

would be retained. As plans are taken forward for the city centre, consideration will be given to ensuring that adequate and convenient pick-up and drop-off locations are provided.

Proposals for the city centre will bring significant benefits to walking and cycling networks as there are opportunities to create the conditions required to encourage greater use of these modes. More information on this is outlined in the walking and cycling sections below.

Walking

Nearly 50% of people who responded to the consultation stated that reduced traffic flows in the city centre would encourage them to walk more. In addition, over 20% said that more pedestrian crossings would have the same effect. As well as reducing traffic flows and providing the opportunity for more pedestrian crossings, proposals for the city centre will also enable increased levels of priority to be given to pedestrians at signalised junctions. This will significantly improve the ability to navigate the city by foot.

There are a number of new pedestrian crossing facilities across the NATS that will be delivered in the next couple of years. These include works at Rosary Road, Ketts Hill, Earlham Road, Harvey Lane and Newmarket Road. The public consultation highlighted a number of additional locations where improved crossing facilities are sought and these will be fully considered. Phasing of future schemes will be dependent on funding.

Recent schemes, such as the opening of the Lady Julian Bridge at Riverside, have opened up new walking and cycling routes and it will be important for these routes to be supported through the NATS Implementation Plan. The St Stephens Masterplan sets out aspirations for improved walk links and these will be considered. Works will continue to develop a comprehensive walking network across the NATS area and the consultation indicated that clear and up-to-date maps showing walking routes should be provided.

There are opportunities to deliver public realm improvements in areas such as Tombland, St Stephens Street, Magdalen Street, Prince of Wales Road, Queens Road and St Benedicts Street as part of delivering the city centre proposals. Phasing of schemes such as this will be dependent on the delivery of funding and complementary works.

Cycling

There was strong feedback from the public consultation that the cycle network in Norwich needs to be better connected and joined together. The Implementation Plan provides a significant opportunity to achieve this.

The most important issues raised through the public consultation related to more off-road cycle routes (22% of people stated this), more dedicated on-road facilities (17% of people stated this), secure cycle parking (13% of people stated this), reduced traffic flows in the city centre (11% of people stated this) and contra-flow cycle lanes (6% of people stated this). Over 55% of people agreed with the locations of the proposed locations of core cycle routes. The consultation also provided a significant amount of information about other locations within the NATS area where new cycle routes and facilities should be provided. All of these will be considered.

There are opportunities to provide complementary benefits to cycling as part of delivery of BRT and city centre proposals. Reduced traffic flows in the city centre and along some key routes will create the conditions for increased cycle use. Reduced traffic flows through busy junctions, such as in the city centre and on the ring roads, will enable increased levels of priority to be given to cycle crossings. A key part of the proposals is to develop a core

network of cycle routes along less-trafficked roads linking strategic employment locations and the city centre with existing and future housing locations.

Plans are in place for the Lakenham Way to be made adoptable during 2010/11 and a feasibility study will start during 2010, as part of the Northern City Centre Area Action Plan, to look at what improvements are necessary to improve the cycle corridor between the city centre and the airport. Cycle route facilities associated with the Rackheath Eco-town proposal are being assessed and will be taken forward as part of the Growth Point work. Subsequent feasibility works will be carried out along the other routes identified in the consultation and full involvement of cycle groups and other stakeholders will be sought. Delivery of schemes will be dependent on the availability of funding and rate of development.

Feasibility work for the development of contra-flow cycle lanes at selected locations will commence during 2010 and will look at areas such as Duke Street, Bull Close Road, Carrow Hill, St Giles Street, Bethel Street and Westwick Street. Additional locations were presented during the consultation and will be fully considered.

Increased cycle parking within the city centre and at key locations such as the bus and rail stations and at key businesses and trip attractors will be taken forward. This will also consider options for improving the availability of parking for motorcycles. Options to combine cycle parking and cycle routes with BRT stops will be considered to ease interchange between modes. We will continue to work with businesses and schools in terms of identifying joint ways in which cycle use can be promoted.

The Implementation Plan seeks to review cycling in pedestrianised areas and identify the most appropriate restrictions to apply.

The consultation highlighted there was a need for raising awareness of cycling and its wide range of benefits (health, well-being, 'green' credentials, etc) and for high quality information (paper and electronic) to be available on cycle routes and facilities. It is proposed that this is taken forward with the production of a new cycle map, where cyclists have a significant involvement, and use being made of existing electronic media, such as bus shelter signage and information kiosks, to raise awareness.

The option of providing a cycle hire scheme similar to those being promoted in other UK and European cities will be considered, although this will be closely dependent on availability of significant funding and the provision of adequate facilities for cycle parking and routes.

Rail Services

There was strong business support for improvements to rail links and there is a significant opportunity to bring about improvements through the re-franchising of the National Express East Anglia franchise, which will be re-let in 2011. The County Council is actively engaged in this process.

Key aspirations for rail for the Norwich to London main line include faster journey times (down to 90 mins) and higher quality inter-city style rolling stock with facilities such as wifi. Norfolk County Council is actively engaged in the 'Norwich in 90' proposal, which raises awareness of the journey time aspirations.

Other aspirations include the provision of increased capacity and frequency on the Norwich to Cambridge service, as this is an important route for accessing employment and serving existing and future growth. An increased level of service and capacity on the Bittern and Wherry Lines is also sought, but it is recognised that this will have a lower priority when

compared to lines to London and Cambridge. We will continue discussions with developers and the rail industry with regards to options to deliver tram-train proposals from the Rackheath Eco-town.

Opportunities for new stations to serve Postwick, Broadland Business Park and the eco-town at Rackheath will be subject to further feasibility. Delivery would be closely dependent on availability of funding from development and programmes within the rail industry.

The County Council has an excellent record of delivering improvements to rail stations in partnership with the rail industry and we will look to continue this in the future. The most significant station improvement scheme within the NATS area relates to access at Wymondham, where significant investment is needed to provide DDA-complaint access to the Cambridge-bound platform. Increased cycle parking at stations will be delivered as part of on-going improvement works.

Smarter Travel Choices

Smarter Travel Choices play an important role in supporting modal shift from car to more sustainable modes and this will be further developed as part of the NATS Implementation Plan.

All schools within the NATS area have travel plans and these are proving successful in encouraging use of sustainable modes for journeys to school. Whilst there are a relatively small number of businesses with travel plans, the Implementation Plan aims to significantly increase this, with attention being focussed on the largest employers in the area. We are working with stakeholders on establishing area-wide travel plans, which provide economies of scale and a collective working towards a common goal.

Personalised journey planning has proved to be effective in encouraging modal shift and opportunities to further develop this across the NATS area will be sought. Other initiatives include sustained publicity campaigns, promotion of car-sharing and provision of on-line travel planning and information.

There are clear linkages between Smarter Travel Choices and the other initiatives promoted in NATS.

Other Highway Schemes

There are a number of other highway schemes that will be taken forward as growth develops. These include a Broadland Local Plan link road, a link road from Broadland Business Park to Salhouse Road, new road infrastructure directly related to proposed expansion of the Norwich Research Park and improvements to the junctions on the southern bypass (A47) at Thickthorn, Longwater and Harford to cater for growth. Delivery of these schemes are closely linked with the rate of associated development.

Traffic Management and Safety

There are a number of schemes that are associated with traffic management and safety.

Feasibility will be undertaken during 2010/11 to identify whether to make an experimental one-way operation on Silver Street permanent and work will be undertaken to review the existing bus-gate at Albion Way near the Riverside development.

The principle of car-park consolidation is proposed, which involves the possible removal of

smaller city centre car parks and the expansion of one or more sites to accommodate these spaces. This approach would retain a limit on the number of car parking spaces within the city. Car parks that could be removed include Chantry, Pottergate, Monastery Court, Golden Dog Lane, Magdalen Street, Westwick Street, Chatham Street, Chapelfield East and Queens Road. Delivery of this would be dependent on city centre circulation works and availability of funding.

Controlled Parking Zones (CPZs) are to be reviewed with a view to extending this and introducing on-street parking charges during the evenings and on Sundays.

The option of introducing 20mph speed limits is partially dependent on further advice from the Department for Transport on the use of 20mph speed limits in residential areas. The NATS consultation identified a number of locations where safety measures are sought and these will be considered once the national guidance is confirmed and the Norfolk County Council strategy on speed has been reviewed.

To maximise highway capacity and benefits deriving from the NDR, appropriate 'tools' will be used to control traffic flow. This includes an expansion in the use of already used technology, such as SCOOT and MOVA at junctions. This technology enables traffic signals to adapt to varying traffic conditions and provide appropriate levels of priority for other modes, such as walking cycling.

Options will be sought to develop improved communications links with transport providers and other stakeholders, such as emergency services, the media and general public, to ensure disruption on the highway network is minimised. This will include technologies such as Variable Message Signs (VMS) on the highway and use of media such as the internet and SMS text messaging.

Freight

A review of all existing waiting and loading restrictions within the city centre will be undertaken.

Promotion of freight consolidation will be continued with the support of stakeholders. Opportunities to expand this approach to other radial routes other than Newmarket Road will be explored.

Appendix C: Re-alignment of NATS policies

NATS Alignment	Justification
<p>NATS Area: Amend the NATS area to that of the Norwich Policy Area</p>	<p>The Norwich Policy Area is a defined area used in regional planning documents and local planning documents. There is no compelling reason why the NATS area should be different, and there are many advantages to having a commonly defined area, not least for clarity.</p>

Current Policy	NATS Alignment	Justification
<p>Policy 4: Discouraging through traffic from the city centre Motorised traffic (except buses) will be prevented from driving straight through the city centre, and will be redirected onto the Inner Ring Road, or other appropriate routes. Access to the city centre will be maintained.</p>	<p>Title: Discouraging through traffic from the city centre Text: Vehicular traffic will be discouraged from driving through the city centre where appropriate in order to deliver a more pedestrian friendly environment.</p>	<p>To reflect the realities of delivering a city centre environment which meets the needs of all road users, ie there is no one solution that will meet the needs of all users on every road. It will allow much more flexibility in order to ensure that the most appropriate measures are implemented.</p>
<p>Policy 15: Public Transport The reliability and overall quality of public transport services and information will be improved.</p>	<p>Title: Public Transport Text: To seek to improve the reliability, punctuality and overall quality of public transport services and information through a step change in transport provision.</p>	<p>To strengthen the public transport strategy and to reflect the need to deliver a major shift in emphasis across the Norwich Policy Area towards travel by public transport as required by policy NR1 in the RSS.</p>
<p>Policy 16: Bus Priority Measures Bus priority measures will be focussed on the core bus network. Where this core bus network is on main roads (Primary Distributors), new bus priority measures will not introduce delays for other, general traffic.</p>	<p>Title: Bus Priority Measures Text: Bus priority measures will be focussed on the core bus network. Where this core bus network is on main roads (Primary Distributors), new bus priority measures will lock in the benefits of the NDR.</p>	<p>To strengthen the public transport strategy and to reflect the need to deliver a major shift in emphasis across the Norwich Policy Area towards travel by public transport as required by policy NR1 in the RSS. The NDR provides an opportunity to deliver bus priority measures.</p>

Current Policy	NATS Alignment	Justification
<p>Policy 18: Frequency of bus services The strategy will seek to maintain or improve existing bus frequencies within the urban area. In co-operation with bus operators, daytime frequencies of at least 10 minutes and evening frequencies of at least 30 minutes on principal bus routes in the urban area will be sought. Improvements in reliability and punctuality will be sought.</p> <p>A twenty-minute daytime frequency (hourly evening and Sundays) will be sought for principal links from settlements in the hinterlands to the centre of Norwich.</p> <p>Hourly daytime frequency and two hourly evening and Sundays will be sought between other local market centres and the centre of Norwich.</p>	<p>Title: Frequency of Bus Services Text: We will aim to achieve a high quality bus network within the Norwich area with:</p> <ul style="list-style-type: none"> • Turn up and go frequencies on the BRT routes with 30 minute frequencies evenings and Sundays • A minimum 15/20 minute frequencies on core routes and hourly services evenings and Sundays • 30 minute frequencies elsewhere in the Norwich area, hourly evenings and Sundays 	<p>As above, in particular this policy sets more ambitious targets which are required in order to reflect policy NR1 in the RSS. Achieving these high frequency services may be dependent on the NDR on some corridors.</p>
<p>Policy 48: Improvements to the Main Roads Measures including junction improvements will be considered for implementation on the Primary Distributors to relieve problems of chronic congestion</p>	<p>Title: Improvements to the Main Roads Text: Measures to reduce congestion, including junction improvements, will be pursued where they have a beneficial impact on the road network as a whole. In particular, measures that improve capacity for sustainable modes will be considered most favourable.</p>	<p>To reflect RSS and DaSTS which emphasise the need to prioritise capacity improvements for low carbon modes</p>

Current Policy	NATS Alignment	Justification
<p>Policy 52: Promotion and education Public awareness of the problems associated with traffic growth and the benefits of alternative means of travel will be raised through publicity and public awareness campaigns.</p>	<p>Title: Smarter Choices Text: In the Norwich area measures that encourage a modal shift to sustainable modes of transport will be investigated before road capacity improvements. These will include:</p> <ul style="list-style-type: none"> • School and workplace travel plans • Residential travel plans for all new developments • Travel awareness campaigns • Car sharing schemes • Information and publicity around walking, cycling and public transport • Personalised journey planning 	<p>To strengthen the policy and align it with the RSS and DaSTS which state that significant change in behaviour will be brought about through a concerted programme of policies to raise awareness of sustainable travel. In order to better reflect Climate Change Act 2008 and associated carbon reduction targets</p> <p>The policy is usefully merged to create an overall statement around Smarter Choices</p>
<p>Policy: 53 Soft Measures Soft transport measures, designed to give better information and opportunities, will be intensively developed.</p>	<p>Title: Soft Measures</p> <p>Remove this policy and combine with the policy above on Smarter Choices</p>	<p>As above</p>
<p>Policy 54: Travel plans Local businesses, schools and other major organisations will be encouraged to develop travel plans. Travel Plans will be required for new developments, or extensions to existing developments in the following cases:</p> <ul style="list-style-type: none"> • Where a Transport Assessment is required • Where a travel plan would help address a particular local traffic problem associated with the planning application, which might otherwise have to be refused on local traffic grounds • It is a major development comprising 	<p>Title: Travel Plans</p> <p>Remove this policy and combine with the policy above on Smarter Choices</p>	<p>As above</p>

Current Policy	NATS Alignment	Justification
<p>jobs, shopping, leisure or services</p> <ul style="list-style-type: none"> • It is a smaller development comprising jobs, shopping, leisure or services that would generate significant amounts of travel in, or near to, air quality management areas • It is a smaller development outside an air quality management areas where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling 		
<p>Policy 57: Pollution The strategy will seek to address the adverse environmental impacts of traffic (primarily air and noise pollution, and greenhouse gas emissions) in the Norwich area.</p>	<p>Title: Tackling Climate Change and Pollution Text: We will seek to reduce emissions from road transport, including carbon emissions and to improve air quality in the Norwich area by:</p> <ul style="list-style-type: none"> • Encouraging a modal shift to less polluting modes of travel • Reducing emissions from vehicles that emit the most • Ensuring that new development is planned and located to reduce the need to travel and maximise the opportunities for the most sustainable modes of travel. 	<p>To ensure NATS reflects the need to reduce emissions from road transport and aligns with the strong emphasis in both the RSS and DaSTS on responding to the threat of climate change. In order to better reflect Climate Change Act 2008 and associated carbon reduction targets</p>

Current Policy	NATS Alignment	Justification
<p>Policy 59: Cleaner vehicles The Council will work with local authorities to raise awareness of and promote energy efficiency in transport, including the use of sustainable vehicles and fuels, and best practice in relation to fuel efficiency and pollution.</p>	<p>Title: Cleaner Vehicles</p> <p>Remove this policy and combine with the Tackling Climate Change and Pollution policy</p>	<p>Promoting cleaner vehicles is a key element of delivering the above policy on climate change, it could</p>

Highway and Community Rangers

Report by the Director of Environment, Transport and Development

Summary

The Council's Highways Service has tested a new approach to routine highway maintenance, which aims to be more efficient, flexible and responsive to local priorities.

The trial involved incorporating more 'streetscene' jobs within the work done by the County Council's roadworkers and enabling them to deal with more problems 'on the spot'. Two existing roadworker gangs became Highway and Community Rangers for the trial. We invited 33 parishes in the south of the county to take part and consulted them on a 'menu' of streetscene jobs. These are currently not often given a very high priority when we are planning work programmes.

Another change was telling parishes in advance when the Rangers would be in their area and asking them if they wanted anything done from the streetscene menu. Once on site, the Rangers carried out jobs requested by the parishes or which they spotted themselves, as well as doing programmed maintenance tasks.

We also changed the roadworkers' capacity to spot and deal with more problems themselves, without the need to report these back to the depot.

The trial was achieved within existing budgets and it also resulted in a more efficient use of roadworker time and more preventative work - which could reduce problems in the future. Emergency, urgent safety work and proactive, planned maintenance is not affected by the change.

It brought very positive feedback from parish councils. Officers are now developing this new approach so that it can be extended across the county.

Action Required

Members are invited to discuss the Highway and Community Rangers approach and identify any key factors to consider in developing this for a roll-out across the county.

1. Background

1.1. Local environmental and streetscene issues are consistently given a high priority in community feedback about quality of life and 'pride of place'. Most recently they featured in the Norfolk Place survey responses on making the area cleaner and greener – and in a new Citizens' Panel questionnaire over 5,000 people said whether they agreed with the following statements...

- Road signs are mainly clean and readable – almost 30% did not agree
- Roads and footpaths are usually swept clean – over 55% did not agree
- Roads and verges are generally free of litter – almost 60% did not agree

- 1.2. The Leader of the Council has set out his vision for 'Norfolk Forward', including the following outcomes:
- A council that looks and feels local
 - A strong voice for citizens in their neighbourhoods
- 1.3. Our highway maintenance service can help to deliver these outcomes by being more flexible and responsive to the needs expressed by local communities. The Rangers model will allow us to do this within our routine highway maintenance programme. Emergency, urgent safety work and proactive, planned maintenance is not affected – this is done within the timescales set out in Norfolk's Transport Asset Management Plan.

2. **What happens at the moment**

- 2.1. The current process for identifying and planning routine highway maintenance work is:
- Work is identified by highway officers from a variety of sources, including routine inspections and defect reports from County Councillors, parishes and the public.
 - This work is logged on a defects list and assigned a priority by engineers when they are planning work programmes.
 - The list contains defined types of work and does not often, at present, include streetscene improvements such as sign cleaning and sweeping around junctions, or preventative work such as strimming vegetation.
 - Routine maintenance programmes are drawn up and work allocated to roadworker gangs. Parishes are not routinely notified in advance when the gangs will be in their area. Gangs who spot other non-urgent work that needs doing will normally report this when they return to the depot, so that it can be added to future work schedules.

3. **Trial of Highway and Community Rangers**

- 3.1. Other local authorities have introduced a ranger style of service, including Essex and West Sussex. We looked at how these are operating to help us develop the trial in Norfolk, which started in late 2008 after consultation with the Cabinet Member for Planning and Transportation. Two gangs, one operating out of the Ketteringham highways depot and one out of Watton, were chosen for the trial. The only costs were branding protective clothing and vehicles (about £100 per gang), as all the County's roadworkers had received customer care briefings as part of our training programme.
- 3.2. The menu of streetscene jobs offered to parishes was:
- Highway sign repairs and cleaning
 - Minor sweeping and limited litter picking (more significant problems are referred to the district council)

- Cleaning out grips
- Clearing blocked gullies
- Overgrown vegetation around signs (Rangers report back if a letter to a landowner is needed)
- Siding out footways
- Other appropriate highway work identified by the Rangers, if covered by risk assessment

The list reflects the issues that regularly come up in public surveys, but they are jobs that are not often given a high priority in planning highway work programmes. They are also tasks which can be carried out at short notice as they fall outside the scope of the Traffic Management Act (for example, they don't require traffic controls).

3.3. The parishes invited to take part in the trial were:

Served by the Ketteringham depot:

Bunwell	Scole
Carleton Rode	Shelfanger
Diss	Tacolneston
Roydon	Tivetshall
Winfarthing	

Served by the Watton depot:

Ashill	Croxton
Necton	Wretham
Beetley	Mundford
Wending	Bawsdeswell
Garvestone	Horningtoft
Carbrooke	Caston
Beeston with Bittering	Rocklands
Mileham	Narborough
Weeting	Beachamwell
Gt Ellingham	Lyng
Old Buckenham	Kenninghall
Banham	Swanton Morley

These parishes were told in advance when the Rangers would visit and asked to identify work from the menu that they would like to have done, in addition to other highway maintenance work identified by the area highway engineers.

- 3.4. One additional aspect of the trial was letting the Rangers spot and deal with minor defects and improvements while on site, instead of reporting these back at the depot. Risk assessments were put in place for all these tasks.
- 3.5. Final decisions on the work done by Rangers remained the responsibility of highway engineers, using their professional judgement to ensure the sustainability of the highway network. Maintaining the schedule of Ranger visits was subject to any urgent needs elsewhere, such as flooding or gritting (with visits rescheduled if necessary).

- 3.6. In summary, these are the changes that were achieved during the trial:
- Communities were proactively invited to identify streetscene improvements (through their County Councillor, town or parish council) that they might not previously have felt they could report or get done
 - Communities were told in advance of Ranger visits to their parish
 - Some work was done more quickly and efficiently because Rangers could do it on the spot rather than reporting it back at the depot
 - There was increased scope for preventative work (reducing future problems and the cost of remedying them when they become more critical)

4. **Parish feedback**

- 4.1 During the trial, there was extensive consultation with parishes – not only those involved but others interested in the service (through the Quality Parishes Network). A questionnaire and a focus group of parishes held in June 2009 provided positive and useful feedback on the trial. Some typical comments received from the parishes are listed below. Their feedback will be used to shape the Rangers approach for the countywide roll out.

“We really hope this service will continue and that it develops into the same sort of service that has done so much for other rural counties such as Devon.”

“A large amount of the niggling problems of potholes and gulley clearing were resolved. It was also an opportunity to notice that defects reported by the Rangers were repaired speedily.”

“Is it possible that I could be emailed with the jobs he has done? I would then be able to check the results and give you a proper survey reply. This is basically a very good idea - good for community relations.”

“We would like more notice of when the Rangers will visit the Parish so this can be advertised. We would then be able to arrange for a member of the Parish Council to liaise with them so that the work we would like carried out could be pointed out to them. As this was the first visit and only a few days notice was given nobody knew what was expected of the Rangers so more info would be most welcome before they visit again.”

“It is the first time I have used this service and it appeared very efficient and speedy. I think that it would be great asset in getting minor problems solved quickly and regularly. Regular maintenance often prevents minor problems becoming major problems. The service would also leave more time for dealing with major emergency problems.”

5. **Rolling out the Ranger service countywide**

- 5.1 As a result of the successful trial, work is underway to extend the Highway and Community Ranger approach across the county. The benefits of the approach will help to deliver the objectives of Norfolk Forward, in particular through:

- Improved support for communities in maintaining the appearance of their streets and a more responsive and flexible highways service, leading to higher customer satisfaction
- More effective use of roadworker time – they are more often able to act on the spot rather than reporting defects back at the depot. Rangers are better known to their parishes, developing an ongoing working relationship
- The potential for consolidating visits to communities, reducing travelling time and the need for repeat visits by roadworker gangs
- Added value to the highway service, without compromising safety or high priority maintenance work. More preventative work is likely to reduce future demands

5.2 The aim is to phase in the Ranger service by offering it to parishes across the county, commencing in 2010-11. The roll-out will be linked to actions under the organisational review, which complement the Rangers initiative and offer opportunities to strengthen the management arrangements for this kind of service. We will let local County Councillors know when we are going into parishes so that they can feed in any views that they have.

As the trial involved parished areas of the county, with parish councils and local Members able to represent the views of local people in identifying streetscene priorities, we will be looking at the most effective way to deliver it in unparished areas – for example working with district councils or involving town councils and local community groups.

5.3 As more information becomes available about the introduction of the Rangers service we will keep all Members informed through Member Insight, as well as contacting local Members individually as the service is rolled out to their area.

6. **Resource Implications**

6.1. **Finance** : The cost of moving to a Rangers service is low – around £5000 from existing budgets to cover clothing and vehicle branding. The level of budget available to carry out highway maintenance work would not be affected.

6.2. **Staff** : The change can be achieved within the existing level of workforce. Appropriate training would be delivered in house for employees who would carry out and manage the Highway and Community Ranger role. Clear responsibilities for managing the service will be developed as part of the detailed work being carried out as part of the corporate organisational review.

6.3. **Property** : None – use of existing highways facilities

6.4. **IT** : None – use of existing highway work management systems

7. **Other Implications**

7.1. **Legal Implications** : The Council would continue to fulfil its obligations in relation to carrying out work to protect the safety of highway users and safety-critical work would continue to be given a high priority.

- 7.2. **Equality Impact Assessment (EqIA)** : One of the key benefits of this approach will be the increased flexibility to respond to local priorities and needs. In practice this may mean carrying out some work which, under the current arrangements, would not be a priority.
- 7.3. **Communications** : A communications plan will be developed to ensure that the change in approach is understood by relevant stakeholders, in particular town and parish councils.
- 7.4. **Health and safety implications** : All employees are fully trained and briefed on health and safety policy, procedures and risks in relation to the duties carried out. Health and safety risk assessments are in place for all elements of the work.
8. **Section 17 – Crime and Disorder Act**
- 8.1. N/A
9. **Conclusion**
- 9.1. The Highway and Community Rangers approach provides an opportunity to change the way that routine maintenance is carried out across the county, to better take account of local priorities and expectations. This approach is also the most cost effective way to provide a maintenance service that can be flexible and responsive to local people.

Action Required

- (i) Members are asked to discuss the Highway and Community Rangers approach and identify any key factors for the Director of Environment, Transport and Development to consider in developing this for roll-out across the county.

Background Papers

None

Officer Contact

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

Connecting Norfolk – Norfolk’s 3rd Local Transport Plan

Report by the Director of Environment, Transport and Development

Summary

Connecting Norfolk will set the longer term strategy for transport delivery in Norfolk up to 2031. It will be a partnership document setting out how transport will contribute towards five goals; tackle climate change, support growth and regeneration, promote equality of opportunity, contribute towards safety and security and improve quality of life and health. These goals have been set by central government. The strategy will be supported by a rolling three year implementation plan.

At PTEW O&S on 4 November 2009 Members supported our approach to developing the strategy and endorsed the challenges and policy options developed to date.

We have recently consulted stakeholders on policy options for the strategy. This involved a questionnaire and two workshop events, including one with all stakeholders and another with District Local Strategic Partnerships. We have also carried out research with younger people and included a question on people’s priorities for transport improvements in the Citizens’ Panel Wave 19 Survey.

We have to take into account the changing financial reality for transport delivery, recognising that in the short to medium term considerably less financial resources will be available to deliver new types of schemes and a greater proportion of the resources we receive will have to go on maintaining our existing assets. Indications are that we will see a significant reduction in capital and revenue funding available for both integrated transport and maintenance delivery.

A Sustainability Appraisal, with Strategic Environmental Assessment, is being undertaken to determine the impact policy options are likely to have on social, economic and environmental objectives. Together, this consultation and assessment work has helped identify the strategic priorities for the strategy. These describe what we will principally aim to achieve over the coming 20 years with the 3rd Local Transport Plan. The strategic priorities include to:

- Maintain the transport network
- Deliver sustainable growth
- Secure improvements to strategic connections & links with key employment sites
- Improve access to services & opportunities
- Reduce emissions from transport

There is consistency between the work to develop Connecting Norfolk and the Norwich Area Transportation Strategy Implementation Plan.

Action Required

Overview and Scrutiny Members are asked to note the consultation results and comment upon the strategic priorities and preferred policy options presented within this report.

1. **Background**

- 1.1. Connecting Norfolk, our 3rd Local Transport Plan, needs to be submitted to Government in March 2011. This will contain a longer term strategy for transport up to 2031, to align with the review of the East of England Plan, and an accompanying 3 year implementation plan of measures.

The strategy will consider transport's role in delivering five goals set by central government; tackle climate change, support growth and regeneration, promote equality of opportunity, contribute towards safety and security and improve quality of life and health. It will therefore be a wider document than the current transport plan and for this reason we are working with partners to both develop and deliver it.

Members commented in November on the challenges Connecting Norfolk will look to address. Delivering sustainable housing and jobs growth, improving access to services, education, training and employment, reducing emissions from transport and maintaining the current transport network as well as its ability to adapt to current and future impacts of climate change, were identified as key challenges.

Policy options to address all of the challenges identified have been developed, consulted upon and assessed during the last two months. The policy options, of which there are 30, are outlined in the consultation leaflet in Appendix A.

The changing financial reality for transport delivery has been a significant factor underlying the consultation and assessment work. We need to recognise that in the short to medium term considerably less financial resources will be available to deliver new schemes. We will see a significant reduction in available capital funding from the Integrated Transport and Maintenance funding block and revenue associated with the Local Transport Plan. Indications are that the reduction could be in the order of 40% (around £12m). Given the increasing need to maintain the existing asset, such a reduction is likely to have a drastic impact on the improvement programme.

There is consistency between work to develop Connecting Norfolk and the Norwich Area Transportation Strategy Implementation Plan (NATS IP). The consultation recently undertaken on the NATS IP showed that the public and stakeholders are generally supportive of proposals for the city centre, Bus Rapid Transit, the NDR and the package of measures as a whole. Work on the Strategic Environmental Assessments for the two plans is also consistent.

2. **Consultation on Policy Options**

2.1. **Questionnaire**

- 2.1.1 A consultation leaflet and questionnaire was sent electronically to around 600 stakeholders, Members and parish councils. We received a 20% response rate (125) with the majority of these responding via the website. Respondents were asked to rate each of the policy options in terms of how effective they would be at addressing the challenges set out in the consultation leaflet.

The most popular options were those relating to the climate change, growth and regeneration and equality of opportunity theme, with investing in green travel options for journeys between 10 and 25 miles and focusing on improving sustainable travel options in areas of growth receiving the highest proportion of 'very effective' ratings. There were five options that over 50% of respondents felt would be very effective, these include:

- Invest in green travel options where emissions are highest
- Focus measures like improving walking, cycling and public transport in areas of growth
- Lobby for improvements to strategic connections and improve connections to employment, ports and airports
- Make sure housing and jobs growth is located in the right places
- Support investment in technology like Broadband

2.2. **Workshop exercises**

Two workshop exercises were undertaken, the first with Local Strategic Partnerships (LSPs) and the second aimed at all stakeholders.

- 2.2.1 The LSP workshop was well attended, with between four and six representatives from each district. LSPs were given the opportunity to firstly identify their top five challenges, and secondly to rate the policy options for those challenges, using their local knowledge to consider how they could be delivered within their district area. Finally LSPs were asked to consider the one thing they felt was an absolute priority for their district. The priority options are detailed below.

Breckland – Develop centres in our market towns and larger villages for the surrounding community to access a range of services, like healthcare, training, advice and guidance

Broadland - Implement accessibility improvements for communities that are poorly served, by working with key partners, including the community itself

North Norfolk - Improve the integration of different modes of transport

Norwich – Implement green travel options, focusing on journeys of 10-25 miles, where emissions are highest. This would mean providing better alternatives for people travelling into our urban areas

Great Yarmouth – Focus lobbying on strategic connections, and improve connections to employment, port and airports

South Norfolk – Improving access to services

King's Lynn and West Norfolk – Improve access to services and opportunities from rural areas in order to support the sub-regional centre of King's Lynn ensuring those without the use of the car are not disadvantaged.

- 2.2.2 There were 85 attendees at the stakeholder workshop on 3 February, including Members, parish councils, businesses, transport operators and other interest groups. Attendees were split onto 10 tables and asked in groups to allocate a fictional £10 million to the policy options, which had all been valued a relative cost. We also asked attendees as individuals to prioritise one policy option. A summary of the results are below.

Top four options from group allocations

- Work in partnership to deliver accessibility improvements in communities that are poorly served by public transport – 5 tables
- Prioritise funding on maintaining main roads, important rural links and town and village centres – 4 tables

- Ensure housing and jobs growth is close to services to minimise the amount of travel required – 4 tables
- Take a community led approach to delivering quality of life improvements – 4 tables

Top four options from individual prioritisation:

- Focus lobbying on strategic connections and improve connections to employment, ports and airports – 9 votes
- Encourage the use of green travel options – 8 votes
- Prioritise funding on maintaining main roads, important rural links and town and village centres – 7 votes
- Work in partnership to deliver accessibility improvements in communities that are poorly served by public transport – 6 votes

2.3. **Consultation with younger people**

In December 2009 we undertook a consultation with younger people to determine their views on the transport challenges they face and potential solutions to these. This involved a focus group with peer researchers from across the county as well as a survey that went into schools that 338 younger people completed.

In terms of transport challenges, feeling safe when using the roads and streets; being able to access opportunities; and tackling climate change issues were considered by younger people to be the most important.

When asked for an improvement to travel and transport that would make a real difference to them, the most common response was a reduction in the cost of public transport for younger people.

2.4. **Citizens Panel**

As part of the Norfolk Citizens' Panel Wave 19 survey, October 2009, we asked respondents their views on the five goals Connecting Norfolk will address. In response to the question about one change they would make to travel and transport in Norfolk the following answer was received:

- Enable people to get around Norfolk and access services more easily – 30%
- Encourage more people to travel in ways that benefit health – 18%
- Tackle pollution, carbon emissions and climate change – 10%
- Restrict vehicle use in certain areas, eg historic town centres – 9%
- Support the economic growth of Norfolk – 7%
- Improve the safety of the travelling public – 6%

3. **Sustainability Appraisal**

3.1 A Sustainability Appraisal, incorporating a Strategic Environmental Assessment, was undertaken on the policy options. This involved an assessment on each of the policy options against 21 social, economic and environmental objectives. Each of the policy options have been scored with the three below having the most positive impact overall.

- Focus on measures like improving walking, cycling and public transport in areas of growth
- Encourage the use of green travel options
- Invest in green travel options where emissions are highest

Guidance from government places weight on considering the carbon impact of policy options. The Sustainability Appraisal also considered the impact of policy options on reducing carbon emissions. Those considered to have the most positive impact on carbon emissions were identified as:

- Encourage the take up of low emission vehicles
- Invest in green travel options where emissions are highest
- Encourage the use of green travel options through smarter choices

These results have been incorporated into an interim environmental statement for inclusion in the strategy.

4. **Summary of results**

- 4.1 The consultation and sustainability appraisal has helped to evaluate the 30 policy options. A summary of overall results is given in appendix B. Though there are several options that come out strongly across the majority of categories, there is variation in results. For example investing in green travel options for journeys of 10-25 miles where emissions tend to be highest came out strongly in the survey, but not the stakeholder workshop. Appendix B also contains an overview of the key challenges, as selected at various workshop exercises undertaken to date.
- 4.2 Overall there was least support for the safety policy options, though targeting improvement projects where there are high concentrations of collisions came out as one of the top ten options in the survey. It is possible that the County Council's strong record of delivery in terms of reducing road casualties has influenced this.
- 4.3 Several gaps in the options were identified by those involved in the consultation. Improving the integration of travel modes, and in particular different forms of public transport; and the pursuit of policies to protect the environment beyond reducing emissions were suggested.

5. **Strategic priorities**

- 5.1 The consultation and appraisal process together with other factors including previous engagement, funding availability, timescales and statutory obligations, have been considered to determine the plan's strategic priorities and the package of policy options necessary to deliver these. These strategic priorities represent what we will principally aim to achieve over the coming 20 years with the 3rd Local Transport Plan.
- 5.2 The recommended strategic priorities for Connecting Norfolk are to:
- Maintain the transport network:
- Targeting maintenance funding on priority routes rather than experiencing a deterioration of the network as a whole
- Deliver sustainable growth:
- Working with partners, including district councils, to ensure that services and new development is located in the right places
 - Focusing on delivering sustainable infrastructure in areas of growth
- Secure improvements to strategic connections into and around the county:
- Lobbying for improvements to strategic connections and seeking alternative sources of funding for delivery
 - Improving links to transport gateways and key employment sites

Improve accessibility to services and opportunities:

- Working with partners to deliver access improvements
- Improving integration between different travel modes in market towns and urban areas

Reduce emissions from transport:

- Encouraging sustainable travel through smarter choices delivery
- Supporting a shift to low carbon technologies and fuels, including the development of necessary infrastructure
- Investing in sustainable travel options for journeys of 10-25 miles where emissions are highest

5.4 Panel Members are asked to comment upon these priorities as the basis for the way forward.

6. **Next Steps**

6.1. Once the strategic priorities and preferred package of policy options is agreed, work will commence on drafting the strategy. This will be a concise and high level document that is significantly shorter than the current Local Transport Plan. A draft will be brought before Members in July, with a Provisional Strategy agreed by Cabinet in August.

6.2. Work to identify measures in line with the strategic priorities and option package for the implementation plan will commence shortly, involving input from key partners. Indeed, Connecting Norfolk will outline what partners are going to deliver. Measures will be assessed and consulted upon in June and July.

6.3. The final strategy and implementation plan will be completed by November, ready for approval and submission to government by March 2011.

7. **Resource Implications**

7.1. **Finance** : We have already received indicative funding allocations for transport delivery up to 2010/11, with us set to receive around £10 million from the Integrated Transport Block and some £21 million for capital maintenance. However, significant reductions in funding are expected for future years, potentially of around 40% (around £12 million) for integrated transport and maintenance. A realistic but high quality Local Transport Plan is thus critical, in particular for supporting future funding submissions, including growth points and major schemes.

In terms of the Carbon Reduction Commitment, Connecting Norfolk will provide a strategy and implementation plan for reducing carbon emissions from transport.

7.2. **Staff** : Delivery of Connecting Norfolk will likely require a shift in types of schemes being delivered, away from capital improvement schemes towards smarter choices measures. There will also be a shift in the nature by which measures are delivered, with a move towards greater join-up with partner organisations. This, together with significant funding cuts for transport improvements and maintenance, will likely have an impact on staff resource.

The development of Connecting Norfolk is being carried out within existing staff budgets. This and wider partnership involvement in development of the strategy is currently under review so as to streamline the process. The resource required will reduce considerably over the coming months as we move into the strategy writing phase. Likewise, as we move from development into implementation planning and

delivery, input from partners will become more targeted (See Appendix for further details). Further consultation on measures for the implementation plan, in accordance with the government guidance, will take place in June and July. As with the recent consultation, this will focus on stakeholders, but will also involve a limited interface with the public via the internet.

7.3. **Property** : None

7.4. **IT** : None

8. **Other Implications**

8.1. **Legal Implications** : None

8.2. **Human Rights** : None

8.3. **Equality Impact Assessment (EqIA)** : A EqIA screening exercise on Connecting Norfolk has been completed which identified that a full EqIA is required. This will be undertaken as part of the ongoing development of the strategy and implementation plan. This will be supported by engagement with key groups such as older people, BMEs and those with disabilities, which is ongoing.

8.4. **Communications** : Consultation with stakeholders and the public is an essential part of developing Connecting Norfolk. Consultation with stakeholders on the policy options has recently been undertaken, with public consultation on the measures for inclusion in the implementation plan scheduled for early summer. Engaging with diverse groups is integral to this process.

8.5. **Health and safety implications** : A Health Impact Assessment has been undertaken as part of the Sustainability Appraisal. This considers the impact that the policies and plan will have on health outcomes in Norfolk.

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

9.1. The safety and security section of Connecting Norfolk will consider ways of improving the perceptions of and safety on Norfolk's transport network.

10. **Risk Implications/Assessment**

10.1. There are significant risks to not producing a Local Transport Plan, including implications for future funding, joined up service delivery and not addressing the wider challenges faced by residents. A Local Transport Plan is a requirement put on all Local Transport Authorities through the Local Transport Act 2008.

Action Required

- (i) Members of Overview and Scrutiny are asked to note the consultation results and comment upon the strategic priorities and package of policy options presented within this report.

Background Papers

[Appendix A – Consultation leaflet](#)

[Appendix B – Overview of results from the consultation and sustainability appraisal](#)

Officer Contact

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

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

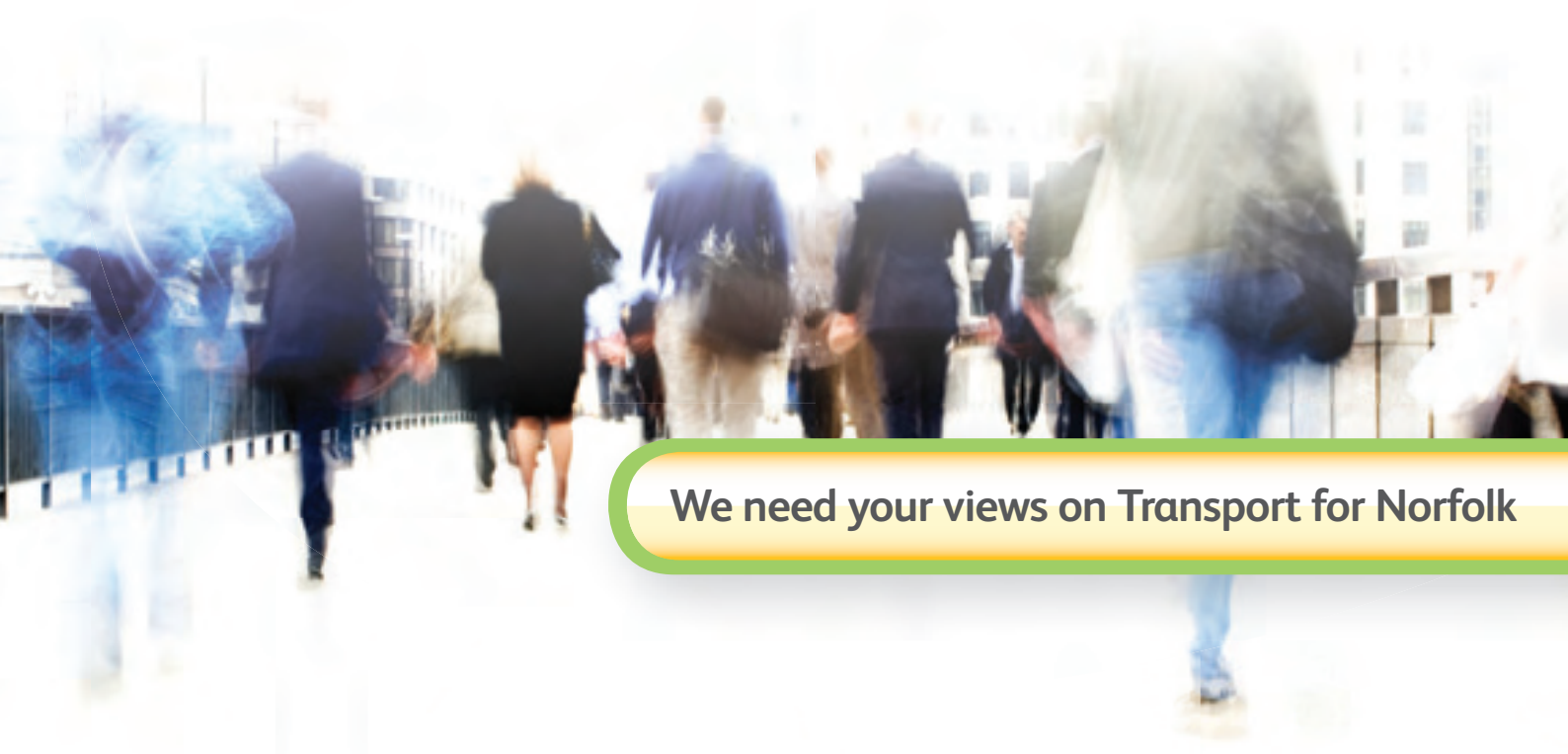


**have
your
say**



Connecting Norfolk

consultation for the 3rd Local Transport Plan



We need your views on Transport for Norfolk



Norfolk County Council
at your service



This consultation is a chance for you or your organisation to contribute towards developing the future of travel and transport in Norfolk.

Travel and transport are essential for people in their daily lives, providing access to jobs, services and leisure opportunities. They are also vital for business, and key considerations in growth and regeneration. At the same time, they need to become more sustainable, in response to climate change.

Norfolk County Council and other agencies are working together to develop Norfolk's 3rd Local Transport Plan. This will set the transport strategy for Norfolk up to 2031. This consultation is the first of two opportunities for you to help shape this plan.

Please complete the questionnaire enclosed within this booklet and return it to the freepost address. The closing date for responses is the 15 February 2010. You can also respond online at www.norfolk.gov.uk/connectingnorfolk



Norfolk's Local Transport Plan

Connecting Norfolk, the 3rd Local Transport Plan will set the direction for travel and transport across the county for the next 20 years. We aim to build on Norfolk's record of excellence in planning and delivering transport improvements. The new plan must deal with two issues of growing concern and importance:

- How we cope with high levels of housing and jobs growth.
- How we meet the challenges of climate change.

There will also be less money available in the years ahead, so we need to look at innovative ways to deal with problems, getting more from less. This will involve working in partnership with key organisations, pooling resources to achieve shared aims, and carefully designing projects based on a broad understanding of the issues that effect people's travel choices and experience.

It will mean difficult decisions about what we can and cannot afford.

What has already been achieved

The current Local Transport Plan has already brought about major improvements for people living, working and visiting Norfolk. Over the last two years it has:

- Received national recognition for the, 'Don't be a loser' and 'Hugger', road safety campaigns aimed at younger drivers and motorcyclists.
- 55% reduction in the number of people killed or seriously injured on Norfolk's roads in the last 10 years.
- Reduced motorcycle casualties to 25% below national average through a combination of campaigns, training courses and safety camera deployment.
- Achieved an increase in the number of people cycling, with over 250 new cycle parking spaces and more than 20 km of cycleway.
- Enabled people to cross the road more safely by building more than 46 new pedestrian facilities and 50 road crossing schemes.
- Led the way nationally for working in partnership to deliver accessibility improvements through our Access4life project.
- Worked with the local community in Reepham to establish the county's first rural car club.
- Set strong foundations for reducing carbon emissions, through schemes to improve and promote sustainable travel options.
- Reduced car journeys to school by 10% over the last five years, with every school now having an active travel plan and improvements on routes to schools.
- Delivered further public transport improvements, including three new Flexibus services, continuing the steady increase in public transport use in Norfolk.
- Received Government approval for a Norwich Northern Distributor Road between Broadland Business Park and the airport.
- Successfully bid for funding (CIF) to assist traffic growth, development and to mitigate air quality management in King's Lynn.

We have already consulted widely on a transport implementation plan for the Norwich area, and are carrying out similar work in other areas like Great Yarmouth, King's Lynn and Thetford. This work will all help to feed into our 3rd Local Transport Plan, which needs to be finalised by March 2011.

This consultation

In this leaflet we highlight the major challenges we face and suggest how we might tackle these. Not all options we have put forward will work well together – achieving one may work against another – so bear that in mind when you answer the questions.

Return date for questionnaires is 15 February 2010.

Climate Change

We would like Norfolk to set an example nationally for reducing carbon emissions and for taking steps to cope with the impact of unavoidable climate change.

Challenges

- Norfolk's vulnerability to climate change
- Maintaining the current transport network as well as its ability to adapt to current and future impacts of climate change.
- Reducing emissions from transport

More frequent coastal and inland flooding and higher summer temperatures, both likely impacts of climate change, will place increasing pressure on the transport network. There are already parts of our road network that flood on a regular basis .

To tackle this, we could assess which roads and railways are likely to be most at risk from flooding, higher temperatures or coastal erosion. We could then target measures, such as heat and flood resistant road surfacing, on the most important routes. This might mean that other vulnerable routes will be disrupted by climate change impacts like flooding in the future.

To add to this, the cost of maintaining all our roads is increasing and funding is harder to find. The overall road condition is likely to get worse.

To tackle this, we could target our limited funding on maintaining main roads, the most important rural links, and town and village centres.

Carbon emissions from transport make up around a fifth of total emissions nationally, but one third of emissions in Norfolk. Existing measures have brought about reductions and we are currently on track to achieve a 10% reduction in the near future. Nevertheless reducing CO2 from road transport is a real challenge in a rural county with a growing economy and population, but there are several ways in which emissions could be reduced.

We could encourage the take up of low emission vehicles and low carbon travel by supporting financial incentives and delivering complimentary infrastructure, like electric charging points for vehicles.

We could focus our investment in green travel options on journeys of 10-25 miles, where emissions are highest. This would mean providing better alternatives for people travelling into our urban areas, like public transport (including rail), Park & Ride, car clubs and carsharing.

Encourage and promote the use of green travel options through measures like travel planning.

Growth & Regeneration

We would like travel and transport to support investment in the economy, particularly the creation and retention of higher value jobs such as the financial industry. We also need to make sure that housing growth does not significantly increase congestion in urban areas.

Challenges

- Norfolk's ability to deliver growth in housing and jobs in a sustainable way
- Making best use of national and international transport gateways and connectivity
- Supporting Norfolk's competitiveness, economic vitality and ability to secure high value jobs
- Supporting regeneration in some of our market towns and urban areas.

A significant challenge we now face is how to accommodate more housing and jobs in a way that does not create a huge increase in car travel and cause further congestion in urban areas.

To tackle this, we could make sure that housing and jobs growth is close to where people live to minimise the amount of travel.

We could keep traffic moving by concentrating on removing bottlenecks in urban areas, and develop plans with the Highways Agency and the Police for emergencies and incidents. The higher cost of such schemes would reduce the money available for low-cost schemes like road crossings or new pavements in rural villages.

We could focus on areas of housing and employment growth, ensuring that walking, cycling, and public transport offer attractive alternatives to the car, reducing the impact on congestion.

Poor transport connections, including trunk roads (A11, A47 and A12) and the railways, may affect business investment in the county. Our international gateways, Norwich Airport and the ports of Great Yarmouth and King's Lynn, are also important to the economy. Local connections, such as links to employment centres, can also be troubled by congestion or other problems, affecting the operation of existing businesses and discouraging further business investment.

We could focus our efforts on trunk roads and strategic rail connections by lobbying Government, as in the successful campaign that secured a commitment to complete the dualing of the A11. We could also improve links from employment areas to these strategic routes and to our ports and airport, particularly where it would bring economic or regeneration benefits.

Norfolk's economy has a number of strengths, but it does not perform as well as other parts of the region and has areas of significant deprivation. Great Yarmouth is a priority area for regeneration. We face a key challenge in attracting higher value jobs increasing skills and raising wages.

In regeneration areas we could focus on creating high quality townscapes to encourage investment from businesses and others. It would mean that we could not spend so much money on improvements in other areas.



Equality of Opportunity

We need to make sure that everybody has access to the same services and opportunities, regardless of who they are or where they live in Norfolk.

Challenges

- Access to employment, education and training.
- Access to services and opportunities.
- Deprivation and inequality, including dispersed at-risk groups in rural areas.

Some people find it difficult to get to services and opportunities. This may be because of disability, or simply a lack of local services and public transport. Access to services for those without a car is particularly challenging in rural areas to the west of the county.

We could ensure that the availability of transport is considered when planning new services, such as doctors' surgeries or training centres.

We could work with partners such as health providers and transport operators to deliver accessibility improvements for communities that are poorly served by public transport.

We could enhance demand responsive transport (such as the Flexibus) to complement regular bus services running on main routes.

We could develop centres in our market towns and larger villages for the surrounding community to access a range of services, like healthcare, training, advice and guidance.

Access to employment, education and training can also be a challenge. At the moment around a quarter of people have no choice but to use their own transport to get to work. Some children and young people travel almost three hours a day getting to and from school or college. Additionally, large parts of the county do not have Broadband, or existing connections are slow.

To tackle this, we could provide incentives for businesses and training providers to offer transport for the people who work or study there, overcoming any lack of public transport.

We could support investment in technology like Broadband, helping people access more services from home and reducing the need to travel.

We could establish 'work hubs', bringing together services and businesses in market towns and larger villages. As well as offering business opportunities, an increase in the number of people travelling to work hubs, could make bus services viable.

Communities in parts of Norwich, Great Yarmouth and King's Lynn are some of the most deprived in the country. However, up to 50% of deprived people live in rural areas, where they tend to be quite dispersed, making it more difficult to address their needs.

We could explore how to make travel more affordable for people on low incomes or young people. This could mean diverting funding away from some rural bus services and would depend on innovative new approaches working with operators and partner bodies.

We could enhance information about the full range of services, from public transport to healthcare, that is available for more vulnerable or isolated groups.

Quality of Life and Health

We would like to enhance the quality of the environment in which we travel, make it easier for people to choose more active travel such as walking and cycling, and reduce the impact of transport on the environment.

Challenges

- The quality of the natural and built environment.
- Obesity and low levels of physical activity.
- The quality and effectiveness of the transport infrastructure.

Norfolk has a high quality built and natural environment, that we want to preserve and enhance. In some places transport can impact upon the environment, like in our urban areas where there are five places where air quality falls below national standards due to transport emissions. It is a challenge to ensure that we solve the problems without simply moving them elsewhere.

To tackle this, we could take a wider approach to improving air quality rather than targeting specific problem areas. It would mean a range of measures like car-sharing, travel planning and campaigns to get people to use less-polluting forms of transport.

To improve the built environment as well as encourage more active travel we could focus walking and cycling improvements in towns and urban areas including the creation of high quality attractive public spaces that people want to use.

More adults are obese in Norfolk than nationally and physical activity rates are the lowest in the country. Childhood obesity and physical activity rates are a problem in 4 of our districts with the proportion of obese children varying significantly across the county. Car dependence in rural areas limits people's ability to be active.

We could focus on improving access to the countryside, promoting more active leisure pursuits like walking and cycling in areas where obesity is highest. For example, we could deliver this by promoting the use of Public Rights of Way and long distance paths.

Many people find it difficult to get about due to the layout of roads. For example, people who use wheelchairs or prams can find it difficult to use steps or pavements if these are blocked by parked cars or signposts.

To tackle this, we could prioritise money on adapting streets, bus stations and train stations for people with disabilities. However, there would be less money for new facilities such as cycleways elsewhere.

Overall, we could take a community-led approach to delivering quality of life improvements. Local communities would decide how to spend the money set aside for transport improvements in their area.



Safety and Security

Norfolk has an excellent record in casualty reduction and we would like to continue to make our roads and public spaces safer for people and enhance travel choice by making places feel safer.

Challenges

- Continuing to reduce the number of people killed or injured on our roads.
- Protecting vulnerable road users.
- Perceptions of safety and security.
- Maximising public safety.

Although the casualty rate is falling within Norfolk, there are still too many people getting killed or injured on our roads.

To tackle this, we could target improvement projects where there are concentrations of road casualties.

Our research shows that younger drivers, motorcyclists, older drivers and cyclists are the most likely people to be injured on Norfolk's roads.

A solution could be to target these high risk groups for road safety training and publicity campaigns.

Traffic is a worry for many people, in both urban and rural areas. The speed of traffic makes people feel unsafe, discouraging walking and cycling and contributing to additional problems like congestion around schools. Additionally, one in five people in Norfolk have told us they are concerned about walking in their local area or using public transport at night because of fear of crime.

We could make improvements in the street environment, re-balancing competing demands to improve the safety and attractiveness of walking and cycling, and creating more attractive public spaces.

We could change the appearance of the minor rural roads and villages to make road users feel more responsible for their speed and behaviour. We are already trialling this approach, as part of the Rural Demonstration Project, in parts of the county where we are removing unnecessary traffic signs and white lines to make the roads feel more rural.

To tackle this, we could work with other agencies, to change perceptions and reassure people of their safety throughout their journey. This might mean providing things like better lighting or travel information, or help points at public transport interchanges.

Recent events have meant the issue of public safety has risen up the government agenda.

To address this we could work with other agencies like the police to monitor emerging threats and develop an appropriate response.

Connecting Norfolk Questionnaire

To fill this out online go to www.norfolk.gov.uk/connectingnorfolk



A) Please tell us how effective the following options are in meeting the challenges identified in the leaflet.

Please rate each question by ticking the box next to the appropriate number, where:

1 = very effective, 2 = effective, 3 = not very effective, 4 = ineffective.

Climate Change

1. Assess which parts of the network are likely to be most at risk from impacts like increased flooding, increased temperatures or coastal erosion and target measures like new heat resistant road surfacing on key routes. 1 2 3 4
2. Maintain the main roads and the important rural links and in town and village centres. 1 2 3 4
3. Encourage the take up of low emission vehicles and low carbon travel by supporting complementary infrastructure, like electric charging points. 1 2 3 4
4. Encourage the use of green travel options like walking, cycling and public transport by promoting their benefits. 1 2 3 4
5. Prioritise investment in green travel options where emissions are highest, which currently is for journeys between 10 and 25 miles. 1 2 3 4

Growth and Regeneration

6. Continue to make sure that housing and jobs growth is located in the right places. 1 2 3 4
7. Concentrate on bottlenecks and improve key junctions in urban areas, and develop more effective network management plans for emergencies and incidents. 1 2 3 4
8. Focus on measures like improving walking and cycling, and working with bus operators to improve public transport in areas of growth. 1 2 3 4
9. Focus on getting improvements on strategic connections into, out of and within the county, particularly to connect to and promote the role of transport gateways and to key employment centres like Norwich. 1 2 3 4
10. Focus spending on achieving a high quality townscape in areas of regeneration. 1 2 3 4

Equality of Opportunity

11. Ensure service delivery takes into account people's ability to get there. 1 2 3 4
12. Work in partnership to deliver accessibility improvements for those people living in communities without services where public transport does not provide the journey options needed. 1 2 3 4
13. Concentrate on improving the availability of public and community transport by enhancing demand responsive transport, which complements regular bus services. 1 2 3 4
14. Develop centres in our market towns and larger villages for the surrounding community to access a range of services, like healthcare, training, advice and guidance. 1 2 3 4
15. Encourage businesses and training providers to offer transport for the people who work or study there. 1 2 3 4
16. Support investment in technology like Broadband to help people access more services from where they live. 1 2 3 4



Questionnaire (continued)

17. Establish work hubs in market towns and larger villages. 1 2 3 4
18. Explore how to make travel more affordable for those most in need. 1 2 3 4
19. Enhance information about service availability for more vulnerable or isolated groups.
1 2 3 4

Quality of Life and Health

20. Take a settlement wide approach to tackling environmental pollution problems like air quality rather than targeting specific problem areas. 1 2 3 4
21. Focus walking and cycling improvements in towns and urban areas including altering the layout to create high quality attractive public spaces. 1 2 3 4
22. Focus on improving access to the countryside, promoting more active leisure pursuits in areas where obesity is highest. 1 2 3 4
23. Prioritise money on adapting streets, bus stations and train stations for people with disabilities instead of spending money on new infrastructure like cycleways elsewhere.
1 2 3 4
24. Take a community-led approach to delivering quality of life improvements. 1 2 3 4

Safety and Security

25. Target improvement projects where there are concentrations of road casualties. 1 2 3 4
26. Prioritise training and publicity measures to target high risk road user groups.
1 2 3 4
27. Make improvements in urban areas to the street environment by re-balancing the competing demands for road space. 1 2 3 4
28. Change the appearance of minor rural roads and villages to make road users feel more responsible for their speed and behaviour.
1 2 3 4
29. Work in partnership with a range of other agencies, especially in our urban areas, with a view to improving people's actual, as well as feelings of, safety and personal security during every stage of their journey. 1 2 3 4
30. Work with others to monitor and respond to emerging threats. 1 2 3 4

B) If you are responding on behalf of an organisation please tell us which one?

C) If you answered "ineffective" to any of the questions, please tell us why you think this? (please enclose your answers on a separate piece of paper)

THANK YOU for taking time to fill in this questionnaire
Your views are important to us. Have your say!

Please return the completed questionnaire and any subsequent pages you wish to submit, in an envelope addressed to: **Norfolk County Council, FREEPOST, NC22093/8, Planning & Transportation, Connecting Norfolk, Martineau Lane, Norwich, NR1 2BR.**

**have
your
say**



Please respond to this consultation

Your views will help us to decide the priorities for transport over the next 20 years. Next summer we will be asking for views on what types of schemes are needed, and where, in order to deliver the outcomes you have told us are important.

Key Dates

Early 2010	Consultation on options for addressing the challenges
Summer 2010	Consultation on measures for delivery
Autumn 2010	Agreeing the 3rd Local Transport Plan with stakeholders
Spring 2011	3rd Local Transport Plan submitted to government
March 2011 on	Partners deliver the transport measures in the plan



If you would like the information in this document on tape, in large print or other suitable media, or if you want more information about the County Council generally, please write to: Department of Planning and Transportation, County Hall, Martineau Lane, NORWICH, NR1 2SG or Phone: 01 603 222143 or Fax: 01 603 223219 or Email: pt@norfolk.gov.uk



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Connecting Norfolk

consultation for the 3rd Local Transport Plan



Appendix B: Overview of results

Policy Options

#		Health Impact Assessment Score	Carbon score	Sustainability Appraisal score	Survey score (mean)	Survey % very effective	Stakeholders – individual preference	Stakeholders – table exercise
Climate change								
1	Target measures such as heat resistant materials on parts of the network most vulnerable from climate change impacts	D/0	0	D/-	2.6	15.4	0	0
2	Prioritise funding on maintaining main roads, important rural links & town & village centres	D/	0	+	3.2	45.4	7	4
3	Encourage the take up of low emission vehicles	+	++	+	2.8	26.7	0	0
4	Invest in green travel options for journeys of 10-25 miles where emissions are highest	+	++	++	3.3	58.7	1	2
5	Encourage the use of green travel options	+	++	++	3.3	48.8	8	3
Growth & regeneration								
6	Make sure housing & jobs growth is located in the right places	++	+	+	3.3	52.1	4	4
7	Concentrate on removing bottlenecks & improve key junctions	0	0	+	2.7	21.8	1	0
8	Focus measures like improving walking, cycling and public transport in areas of growth	D/+ +	D/ +	++	3.4	57	5	2
9	Lobby for improvements to strategic connections & improve connections to employment, ports & airports	0	0	+	3.1	56.6	9	3
10	Focus on creating a high quality townscape in areas of regeneration	D/+	D/ +	+	2.7	19.3	0	0
Equality of opportunity								
11	Ensure service delivery takes into account people's ability to get there	+	+	+	3.3	47.9	3	3
12	Work with partners to deliver accessibility improvements in areas with poor public transport	D/+	?	+	3.3	49.2	6	5
13	Enhance demand responsive transport	+	0	0	3.3	42.6	0	2
14	Establish service centres in market towns and large villages	+	+	+	3.3	48.3	4	1
15	Encourage businesses and training	+	+	+	2.9	27.4	0	0

#		Health Impact Assessment Score	Carbon score	Sustainability Appraisal score	Survey score (mean)	Survey % very effective	Stakeholders – individual preference	Stakeholders – table exercise
	providers to offer transport							
16	Support investment in technology like Broadband	D/+	D	D/++	3.3	52.6	2	0
17	Establish work hubs in market towns & larger villages	+	+	+	3.1	34.8	3	1
18	Make travel more affordable for those on low incomes & younger people	+	+	+	3.0	37.6	4	2
19	Enhance information about service availability for vulnerable or isolated groups	+	0	+	2.9	30.5	0	1
Quality of life & health								
20	Take a wider approach to tackling air quality issues	+	+	+	2.6	14.8	0	0
21	Focus walking & cycling improvements in towns & urban areas	+	0	+	3.2	45.2	1	1
22	Improve access to the countryside	+	0	+	2.6	20.9	3	2
23	Prioritise money on transport infrastructure for people with disabilities	+	0	0	2.3	8.7	1	0
24	Take a community led approach to delivering quality of life improvements	D/+	D	D/+	3.1	35.3	2	4
Safety & security								
25	Target improvement projects where there are high concentrations of collisions	+	0	0	3.3	41.1	2	1
26	Target high risk groups with road safety campaigns	+	0	0	2.9	22.8	1	2
27	Make improvements to streets, re-balancing competing demands	+	0	+	2.9	27.7	0	0
28	Change the appearance of the minor rural roads & villages	+	0	0	3.1	42.9	0	1
29	Work in partnership with other agencies to help people feel safer throughout their journey	+	0	0	2.9	24.6	0	0
30	Work with other agencies to tackle the threat of terrorism	0	0	0	-	-	0	0

NB:

HIA / Carbon / SA shaded boxes are those with a ++

Survey shaded boxes are the top 10 (would be top five but 9 options have the same mean score)

Stakeholder shaded boxes are five with the greatest number of votes

Challenges

#		Partners – 12 October 2009	Members – 22 October 2009	SSCG – 12 November 2009	Districts – 15 January 2010	TOTAL
	Vulnerability to climate change					0
	Maintaining the transport network & adapting to future shocks					2
	Reducing emissions from transport					1
1	Sustainable housing & jobs growth					4
	Connectivity (strategic access) & transport gateways					1
	Norfolk's competitiveness, economic vitality & securing high value jobs					2
	Regeneration					0
=2	Access to employment, education & training					3
	Access to services & opportunities					2
	Deprivation & inequality					1
=2	Quality of the natural & built environment					3
	Obesity & physical activity					1
	Quality & effectiveness of infrastructure					0
	Reducing number of people injured on Norfolk's roads					0
	Protecting vulnerable road users					0
	Perceptions of safety & security					0
	Maximising public safety					0

NB: Shaded boxes are the top five with the most votes from each workshop exercise

Greater Anglia Franchise Consultation

Report by the Director of Environment, Transport and Development

Summary

The Department for Transport is consulting on a specification for the Greater Anglia franchise: train services operating from Norwich to London, Cambridge, Sheringham and Great Yarmouth, as well as from King's Lynn to London Liverpool Street. The new franchise will commence on 1 April 2011 and probably run for ten years. These train services are critical for the county and we will need to engage to ensure that rail delivers the county's economic, social and environmental agendas.

In this respect, Shaping Norfolk's Future has recently launched a vision for the Norwich to London line, focusing on reduced journey times, extra capacity, investment in infrastructure, commitment to catering and cleanliness, and introduction of wi fi. The County Council has supported this, but will also want to see some other key outcomes, in particular relating to Norwich to Cambridge services and on the rural lines. The specification in the government's consultation largely bases the requirements on a level of service similar to what will be operating when it starts. It therefore does not specifically include a requirement that any new operator must provide a service consistent with these desired outcomes, although it does at least acknowledge some of the issues; seeing for example reduced Norwich to London journey times as a key issue.

The consultation is an opportunity to influence the specification before government issues its invitation to tender to prospective bidders. This report sets out an initial view on what we would see as the key requirements and asks Members to comment on this to help shape the Council's response. (The Appendix sets out the initial view on what the authority would want to see as its key requirements in the specification, together with a summary of whether these are included as part of government's thinking for the franchise.)

The closing date for the consultation is 19 April 2010. Panel's views, together with those from elsewhere (eg Norfolk Rail Policy Group) will be used to help shape the authority's response to the consultation and engagement in the process. The final response will be agreed with the Cabinet Member for Planning and Transportation.

Action Required

Members are asked to comment on the key requirements for the Greater Anglia franchise in order to help shape the authority's response to the current government consultation.

1. **Background**

- 1.1. The Department for Transport (DfT) is consulting on refranchising the Greater Anglia rail network following its decision not to extend National Express East Anglia's franchise beyond April 2011, which would otherwise have happened except for the previous decision to terminate the National Express East Coast franchise. In parallel, government is also consulting on *The Future of Franchising* which will consider length of franchises. However, it is expected that the franchise will run for at least ten years, although there will be provisions for terminating it earlier if the franchisee did not deliver the required service.
- 1.2. The timetable is as follows:
- Consultation on franchise specification: runs until 19 April 2010
 - Expressions of interest being sought from train operating companies: ongoing
 - Invitations to tender to shortlisted bidders: summer 2010
 - Announcement of winning bidder: late 2010
 - Start of new franchise: 1 April 2011.
- 1.3. The Greater Anglia franchise covers the following services in Norfolk:
- Norwich to London
 - Norwich to Cambridge
 - Norwich to Sheringham
 - Norwich to Great Yarmouth and Lowestoft
 - The cross-country Ipswich to Cambridge service, via Stowmarket
 - King's Lynn to London Liverpool Street services (most services between King's Lynn and London are part of a different franchise currently operated by First Capital Connect.)

2. **Franchise specification - overview**

- 2.1. The consultation document sets out what government is looking to require from the new franchise. It includes a number of generic issues around standards for station security and parking, information and access for customers, dealing with disruption, minimising revenue loss, and environmental performance. In addition, it includes details of what government would be looking for on a number of key issues. These are covered below.
- 2.2. In terms of this franchise, the top priority for improvement is the Norwich to London line. The Council has worked with Shaping Norfolk's Future to agree a vision for this line, and it will be key that the re-franchising delivers this. The main elements are
1. Faster journey times (1½ hours Norwich to London)
 2. Extra carriage capacity
 3. Investment in infrastructure (to support the above)
 4. Commitment to catering and cleanliness
 5. Introduction of wi fi.

The consultation on franchise requirements recognises these as issues, except for wi-fi. (Norfolk is working with the current train operator, Suffolk County Council and EEDA, which should result in wi-fi going live on trains during the summer. It is expected that any new operator would honour commitments to wi-fi until the trains are replaced, but we will need to press for this commitment as part of the franchise

replacement.)

The consultation document expects bidders to put forward proposals to reduce journey times and for minimum standards of catering. On rolling stock, the consultation suggests bidders put forward proposals to replace or refresh rolling stock so that it will extend its life for at least four years after the end of the franchise.

This latter point is disappointing as it suggests no commitment to new rolling stock: the current trains may not be replaced until 2025 at the earliest, although the stock may be replaced earlier subject to proposals from the winning bidder.

It is crucial that Norwich to London retains Inter-City style services. The consultation document makes little reference to the style of rolling stock suitable for this service (eg the importance of 2+2 seating, first class facilities, tables).

- 5.1. As well as Norwich to London, services to Cambridge are vital to the county's economic performance. Currently some of these services are at capacity. NXEA has agreed with government to lengthen most Norwich to Cambridge services to three cars, and the initial service level commitment for refranchising includes this. However, longer trains do not appear guaranteed throughout the franchise period; it suggests that the franchise winner can review this. Additionally, the consultation notes poor east-west connections being an issue and says that bidders will be asked to assess opportunities (for improvement).

We would also be looking for an increase in the frequency of services, from the current hourly Norwich to Cambridge service, to a ½ hourly service.

- 5.2. The final main area of concern is the rural lines (Norwich to Sheringham and Great Yarmouth / Lowestoft), which both currently operate as Community Rail Partnerships (CRPs). The consultation encourages CRPs and recognises the Norwich to Sheringham CRP as a good example. Beyond this, however, specifications for the rural lines are not covered except for the issues outlined in 2.1. The consultation also asks for views on evening and Sunday services.

Some of the improvements we would be looking for include: ½ hourly Norwich to N Walsham, improved rolling stock and reduced journey times on all rural lines and at least hourly services on all rural lines (eg hourly Sunday services Norwich to Lowestoft).

- 5.3. As well as improvements to train services, it is important that any new operator works with partners, including the County Council to help secure improvements to infrastructure such as access improvements to and within stations, station car parking or information provision. For example, further car parking at Attleborough, DDA access at Diss, improved facilities at Thetford and access improvements at Wymondham are measures that we would want to secure in partnership with any new operator. We are working on some of these issues already with National Express East Anglia.

6. **Suggested response to the franchise consultation**

- 6.1. It is suggested that the County Council responds to the consultation setting out how important the opportunity of refranchising is to achieve wider objectives relating to the economic, environmental and social well-being of the county. The response can say that it is critical that the franchise supports improved services on the Norwich to London line, in line with the agreed 'vision' as set out in 2.2. In particular, the franchise specification needs to set a specification and timetable for replacement

rolling stock, and be more proactive in securing reduced journey times.

In addition, we can set out the importance of retaining the agreement for three-car services Norwich to Cambridge, with an increase in frequency to ½ hourly subsequently. The reply can also set out our requirements on the rural lines outlined in 5.2 above.

- 6.2. The Panel is asked for comments on this suggested response. For clarity, the table as Appendix A sets out what we would be seeking from the new franchise, together with a summary of whether, at present, this is included in the government's thinking as set out in their consultation document.

7. **Resource Implications**

- 7.1. **Finance:** None at present, although some improvements such as access to stations may be secured in partnership with the railway industry, using funding from the Local Transport Plan.
- 7.2. **Staff:** None. Engagement in the refranchising process will be undertaken within existing staff resources.
- 7.3. **Property:** None
- 7.4. **IT:** None

8. **Other Implications**

- 8.1. **Legal Implications:** None
- 8.2. **Human Rights:** None
- 8.3. **Equality Impact Assessment (EqIA):** DfT has considered whether the potential changes have any impact, and do not consider that any adverse or differential impacts will occur.
- 8.4. **Communications:** Appropriate engagement with stakeholders will be undertaken to try to secure the benefits for Norfolk.
- 8.5. **Health and safety implications:** None

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

- 9.1. The improvements we are seeking from the refranchising are considered to be beneficial in terms of reducing crime and disorder.

10. **Risk Implications/Assessment**

- 10.1. Not responding to this consultation raises the risk that the needs of the county are not met through the refranchising process.

11. **Alternative Options**

- 11.1. A suggested response is put forward to the consultation. Members are asked to comment on this and provide views on whether they feel this is appropriate.

12. Conclusion

- 12.1. Government is consulting on the specification for the Greater Anglia franchise. This report sets out the basis for a response, which Panel is asked to comment on. The main issues to be covered in this response are set out in 6.1, with the detail covered in the appendix. The final response will be agreed with the Cabinet Member for Planning and Transportation. In addition to the consultation response, officers will further engage in the refranchising process to secure the best outcomes for Norfolk.

Action Required

- (i) Members are asked to comment on the key requirements for the Greater Anglia franchise in order to help shape the authority's response to the current government consultation.

Background Papers

Greater Anglia Franchise Consultation, Department for Transport January 2010

The Future of Franchising, Department for Transport January 2010

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

Appendix A

Key aspiration that Norfolk County Council would want to see included in the franchise	DfT position as set out in the consultation
Norwich to London	
Reduced journey times: 1½ hours	Recognises issue. Expects bidders to put forward proposals
New Inter City style rolling stock including 2+2 seating, catering, 1st class, wi-fi, etc	Suggests that bidders put forward proposals to replace or refresh rolling stock so that it will extend life for at least four years after end of franchise (ie no commitment to standard of rolling stock, or to date of replacement) Asks bidders to put forward proposals for minimum standards of catering
Longer term, increased passenger capacity into London	Recognises issue. Expects bidders to put forward proposals
Improved station environments and facilities	Specification likely to include service levels
Norwich to Cambridge	
Longer trains	Longer trains are included in the service level commitment at the start of the franchise, but there is no requirement that this service level is met throughout the period
Improved frequency: ½ hourly	Recognises east-west issues, bidders will be asked to assess opportunities (ie no commitment to improvements)
Rural lines (Norwich to Sheringham and Great Yarmouth / Lowestoft)	
½ hourly Norwich to N Walsham	Not mentioned
Improved rolling stock and reduced journey times on all rural lines	Not mentioned
At least hourly services on all rural lines (eg hourly Sunday services Norwich to Lowestoft)	Consultees are asked for views on evening and Sunday services
Commitment that train operator takes on the Community Rail Partnership (CRP) marketing and development role	CRPs encouraged, but no details of what may be required
General / all lines	
Agreed minimum quality and standard levels across services	Likely to be included in the specification
Other improvements such as ticketing, access improvements, station travel plans, etc... These would require commitment from the train operator to help secure.	Likely to be included in the specification, although level of commitment from train operator likely to vary dependent on winning bidder.