

Planning, Transportation, Environment and Waste Overview and Scrutiny Panel

Date: **Wednesday 4 November 2009**

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 J M Joyce
Mr S W Bett	Mr M C Langwade
Mr A P Boswell	Mr B W C Long
Mr J S Bremner	Ms A Steward
Mr A J Byrne	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 9 September 2009.

(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 30 October 2009. 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 30 October 2009. 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 **32**)

Joint Report by the Cabinet Member for Planning and Transportation and the Cabinet Member for Waste Management and the Environment.

Items for Scrutiny

8. **Street Lighting** (Page **34**)

An update on the review of street lighting policy with regard to the introduction of part night lighting.

9. **Partnership Working** (Page **43**)

A continuation of the two year rolling programme of review for planning and transportation's partnership working covering three partnerships.

10. **HGV Route Hierarchy** (Page **63**)

A summary of the work carried out by the Member Working Group set up to scrutinise HGV Route Hierarchy.

11. **Forward Work Programme: Scrutiny** (Page **67**)

To review and develop the programme for scrutiny.

Items for Review

12. **Integrated Performance and Finance Monitoring Report** (Page **74**)

An update of progress made against the 2009-12 service plans, mitigation of risks deemed to be of corporate significance and financial monitoring to the end of September 2009.

13. **Service and Budget Planning 2010-13** (Page **82**)

An overview of the main planning considerations for the services covered by this Panel and the context in which they are set, including the financial position and the relevant performance and improvement considerations relating to delivery of the County Council's corporate objectives.

14. **East of England Plan Review to 2031: EERA Consultation on Scenarios for housing growth** (Page **107**)

Norfolk County Council's draft response to EERA's consultation on four growth scenarios.

- 15. **Waste Procurement Strategy** (Page **123**)
Recommendations to adjust the County Council's Waste Procurement Strategy.
- 16. **Norwich Area Transportation Strategy (NATS) Update including Norwich Northern Distributor Road (NDR)** (Page **128**)
An opportunity to comment on the consultation material.
- 17. **Review of 'Probity in Planning' Guidance Note** Recommendations to enhance the County Council's approach to planning. (Page **132**)
- 18. **A47 to A1067 Link Road** (Page **167**)
A summary of work done since January 2008 looking into two short-listed options and a recommended way forward.
- 19. **Norfolk's 3rd Local Transport Plan (LTP3)** (Page **185**)
An overview of the work underway to develop LTP3.
- 20. **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
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Date Agenda Published: Tuesday 27 October 2009



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

Minutes of the Meeting held on 9 September 2009

Present:

Mr A D Adams	Mr T East
Mr R A Bearman	Mr J M Joyce
Mr S W Bett	Mr M C Langwade
Mr A P Boswell	Mr B W C Long
Mr J S Bremner	Ms A Steward
Mr P G Cook	Mr A M White
Mr N D Dixon	

Substitute Members:

Mrs D Irving substituted for Mr A Byrne

Cabinet Members Present:

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

Deputy Cabinet Member Present:

Mr B H A Spratt	Planning and Transportation
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1. Apologies

- 1.1 Apologies were received from Mr A J Byrne, Mrs M Chapman-Allen, Mr J M Ward and Mr R J Wright.

2. Minutes

- 2.1 The minutes of the meeting that took place on 8 July 2009 were signed as a correct record by the Chairman.

3. Declarations of Interest

Dr Strong declared a personal interest in Item 9 – being an unpaid volunteer flood warden for the North Norfolk coast.

4. Matters of Urgent Business

- 4.1 There were no matters of urgent business.

5. Public Question Time

- 5.1 Mr Moore (Tibenham Parish Council) had presented a petition to the Chairman, relating to the 50mph speed limit on Diss Road, Tibenham. He explained that there was no footpath along the stretch of road and that a lower speed limit was needed to prevent accidents from happening.

Response from the Chairman

The Chairman confirmed that the petition would be passed to officers to deal with under the Planning and Transportation department's petitions procedure.

- 5.2 The Chairman reported that another two questions had been received and that as the member of the public was not present a written response would be provided.

6. Local Member Issues

- 6.1 Beverley Spratt, Local Member for West Depwade, spoke in support of Mr Moore's petition.

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

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

8. Forward Work Programme: Scrutiny

- 8.1 The Panel noted the annexed report from the Director of Environment, Transport and Development, which asked Members to review and develop the scrutiny forward work programme.

9. Hunstanton to Kelling Shoreline Management Plan – Consultation Response Programme

- 9.1 The Panel considered the annexed report from the Director of Environment, Transport and Development, which recommended that the principles underpinning the SMP and the overall approach to its delivery and review should be supported.
- 9.2 The Panel welcomed the following representatives from the Environment Agency, who explained the detail of the Hunstanton to Kelling Shoreline Management Plan (SMP) and the Wash SMP:
- Steve Hayman, Area Coastal Advisor - Norfolk
 - Gary Watson Area Coastal Engineer - Norfolk & Suffolk
 - Mike Dugher, Northern Area Coastal Manager

* It was agreed that this minute be amended and was corrected at the committee meeting on 4 November 2009. Please view the minutes of that meeting in order to note the correction made.

A copy of the presentation slides are attached to the minutes at Appendices A and B.

- 9.3 During the presentations, the following additional points were made:
- The Environment Agency (EA) was the operating authority for flood risk management on the north Norfolk coast.
 - SMPs were not driven by flood management costs but locally important values such as tourism, habitat and communities.
 - The EA looked to the SMPs to direct its management of resources and planning.
 - The client steering groups for each SMP included representatives from all partner organisations involved in the area. The stakeholder group and elected Member forum set the key principles for each SMP, which ensured there was the right amount of local input.
 - Epoch 1 was up to 2025, Epoch 2 was 2025 to 2055 and Epoch 3 2055 to 2105.
 - Appendix 3 to the SMP consultation document explained the coastal processes in detail and could be made available to Members if requested.
 - Defra had instructed that the current round of SMPs should be completed in 2010.
 - The consultation for the Kelling to Lowestoft SMP had been completed in 2005. A lot of comments had been received, particularly relating to cliff frontages and property in Happisburgh. More work was being done on that SMP to address the social implications of the inevitable change that was happening as a result of coastal processes. The SMP was due to be completed by March 2010.
 - The client steering group for the Wash SMP included a representative from the National Farmers Union.
 - A number of methodologies had been applied to establish what changes might take place to the saltmarsh area.

- 9.4* In response to Members' questions, the Panel was advised:
- The EA was not aiming to use the SMP process as a money-saving exercise. It set out to produce a long-term plan to manage the coastline in a sustainable way. Where, historically, sea walls had been built, the underlying erosion process continued and, in places, walls were being undermined.
 - Beach replenishment required dredging.
 - Offshore dredging was not dealt with in the SMP as it was governed by Government guidelines and there was a particular process to license dredging areas. Part of this process was the requirement to ensure that proposals did not impact beaches.
 - SMPs were based on Department for Environment, Food and Rural Affairs (Defra) guidance. The Intergovernmental Panel on Climate Change (IPCC) 2009 report had been published since but the EA had been advised that Defra figures were robust.

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- A group was currently looking at how the IPCC report would affect the EA's policies. SMPs were reviewed every five years, so they could be revisited in light of the group's considerations.
- The EA based its views on the best science available, which currently showed no link between dredging and coastal erosion along the North Norfolk coastline.
- Companies tendering for dredging licenses had to pay for a robust environmental impact assessment and an additional coastal impact study.
- The Netherlands were the largest marine won aggregate producers in the European Union.
- There was a lot of misinformation about dredging – details of individual national activities could be found on the 'International Council for Exploration of the Seas' website.
- The EA received its funding from Defra, which was allocated for flood management and coastal erosion through a local bidding process.
- Due to its sparse population densities the North Norfolk coastline was unlikely to score high on the national priority list but the EA had a duty to protect the internationally protected habitat sites that existed in the area.
- The SMPs were currently drafts and would be amended as a result of comments received.
- The east embankment at Wells had been built 20 years previously. It was in good condition and the EA currently spent less than £1000 each year to maintain it. The proposal to re-align it was not a flood defence proposal and it would be very expensive.
- The Salthouse shingle bank was wide and low and could absorb storm impacts better than artificial defences. The EA would continue to monitor the area and would intervene to prevent it from becoming an estuary. In the event of a repeat of the 1953 storm, the shingle bank would be overwhelmed but Emergency Planning processes would come into play.
- Before any realignments took place the EA would undertake a full investigation of all implications, in order to understand the consequences of each and to ensure it had a true community view.
- The EA started by looking at coastal processes, then future scenarios to assess the impact and challenges. The examination of coastal processes included the impact of current coastal defences already in place.
- There were very few man made dunes and most of these needed intervention to stabilise them. It was not possible to have a 'hold the line' policy where there were dunes due to their natural variability.
- Some defences had been in place many years but still performed well.
- Following consultation an action plan would be produced setting out action the EA and other operating authorities would take as a result of the agreed SMP.

9.5 Dr Strong, Local Member for Wells Division, raised concerns that the dates of the SMP exhibitions for Parishes in her division would not leave much time for Parish Councils to consider the information before the 12 October Cabinet

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meeting. She also reported that Blakeney Parish Council had given her copies of a motion containing practical suggestions as the Plan based on local knowledge and that she would like to see that those comments had been considered before the Plan progressed. Wells Parish Council had also agreed it would like to see the technical details of the proposed alterations to the eastern defences and a closer examination made of the existing condition of the Holkham dunes.

In response, EA representatives stressed that they would take account of all responses. Parishes could respond direct to the EA and if they had difficulty meeting the current deadline, it would stretch the date to accommodate them. They also explained that the EA undertook a thorough coastal monitoring package, which included extensive wave and tidal monitoring in the north sea and the behaviour of the dunes using a number of methods including annual aerial photography. The EA also relied on local knowledge. They agreed to forward a copy of the report on north Norfolk coastal monitoring to Wells Parish Council for local people to consider.

9.6* The Panel concluded that it should wait until the consultation process had finished and local people had had a chance to consider the information before it agreed to support the overall approach taken in the SMP and the principles underpinning it.

10. Department for Transport “A safer way ahead” Consultation

10.1 The Panel noted the annexed report from the Director of Environment, Transport and Development, which provided Members with an opportunity to consider the issues raised within the consultation and the Cabinet Member’s response.

11. Residual Waste Treatment PFI Project – Shortlist of Bidders

11.1 The Panel considered the annexed report from the Director of Environment, Transport and Development, which explained the pre-qualification process, summarised responses to the pre-qualification questionnaire and recommended a shortlist.

11.2* During discussion the Panel was advised:

- The pre-qualification questionnaire process allowed possible participants to express an interest as an applicant and enabled the County Council to select those applicants who were capable of delivering the services required.
- The Norfolk Waste Partnership had signed up to the Local Authority agreement to increase the recycle levels to 46%, which was an ambitious goal.
- There was also the potential to create gas from waste and the County Council was working with Centrica to undertake robust studies for all applicants.
- Proposals for the framework contract would be brought to the Panel for consideration in November.

- The County Council was undertaking a soft marketing testing to ensure the companies were able to provide the service identified.

12. Exclusion of the Public

- 12.1 The Project Manager (Residual Waste Treatment Contracts) presented the following reasoning for exclusion of the public and conclusion in respect of the public interest test:

“Financial and bid issues are outlined in detail for Members to consider.

The public interest in disclosing these issues is outweighed by the public interest in non-disclosure. Disclosing sensitive business and financial information may impact on the Authority attaining best value on future negotiations.”

RESOLVED:

That the public be excluded from the meeting under section 100A of the Local Government Act 1972 for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act.

13. Procurement of Phase One of the Residual Waste Treatment Project – Contract A

- 13.1 The Panel considered the financial and bid issues that were considered to be exempt under Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972.

14. Return to Public Session

- 14.1 The Panel agreed that the following applicants should be shortlisted for the Waste PFI and invited to participate in dialogue:
1. Cory Environmental Management Ltd / Wheelabrator Technologies Inc.
 2. AmeyCespa (Amey UK plc / Cespa SA).
 3. MVV Umwelt GmbH.
 4. Resources from Waste (United Utilities plc / Laing O'Rourke plc / John Laing Investments Ltd).

(The meeting closed at 12:30 pm)

Chairman



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**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

Summary

This short report gives feedback to Overview and Scrutiny Panel on Cabinet discussions and the outcome of Panel's comments and views on any issue that has been considered by the Panel prior to going to Cabinet.

Planning and Transportation issues

Report/issue	Great Norwich Development Partnership: Joint Core Strategy for Broadland, Norwich and South Norfolk
Date considered by O&S Panel:	4 March 2009
O&S Panel comments:	Panel received a report on the Strategy and heard that it needs to deliver significant quantities of growth. The report updated Members on the emerging Strategy and invited comments on the full public consultation being carried out, which included a favoured option for the distribution of growth. Panel noted the report.
Date considered by Cabinet:	14 September 2009
Cabinet feedback:	Cabinet heard that the GNDP Policy Group will consider the results of the public consultation, and all the evidence collected since the beginning of the process, and will recommend a final version of the Strategy. Once this recommendation has been accepted by the constituent councils, the Strategy will be subject to a six week pre submission consultation during which representations can only be made on the 'soundness' of the Strategy. (Note that Cabinet agreed that the GNDP Policy Group should be recommended to agree the Strategy but delay the start of the pre submission period until we have more clarity on the funding for Postwick Hub and programme entry for the rest of the NDR.) Assuming no challenges to the soundness are accepted by the GNDP, the JCS will then be submitted to the Government with an expectation that it will be subject to a public examination in front of independent inspectors in the summer of 2010.

Cabinet agreed to delegate to the Leader the decision to approve the Strategy for pre-submission consultation, as recommended by the GNDP Policy Group.

Environment and Waste issues

Report	Residual waste treatment PFI project – shortlist approval
Date considered by Review Panel:	9 September 2009
Review Panel comments:	Agreed to recommend to Cabinet that the following applicants are placed on the shortlist for the waste PFI and invited to participate in dialogue: <ol style="list-style-type: none">1. Cory Environmental Management Ltd/Wheelabrator Technologies Inc.2. AmeyCespa (Amey UK plc/Cespa SA)3. MVV Umwelt GmbH4. Resource from Waste (United Utilities plc/ Laing O'Rourke plc / John Laing Investments Ltd)
Date considered by Cabinet:	14 September 2009
Cabinet feedback:	Cabinet approved the recommendation from Panel.

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 Sarah Rhoden or textphone 0344 800 8011 and we will do our best to help.

Street Lighting Policy

Report by the Director of Planning and Transportation

Summary

Update on the review of street lighting policy with regard to the introduction of part night lighting.

1. Background

- 1.1. At its meeting on 07 January 2009 Planning Transportation, the Environment and Waste Overview and Scrutiny Panel considered a report on commencing consultations via the Citizens' Panel on a possible change to our street lighting policy to allow the introduction of part night lighting. This work was instigated in part by the Essex County Council decision to introduce a pilot scheme to switch off lights in parts of Maldon and Uttlesford between midnight and 5 am.
- 1.2. The Panel agreed that a report on the findings of the Citizens' Panel survey, together with the results of Essex County council's pilot scheme, should be reported back so that it could give further consideration to a part night lighting trial. Assessment of the Essex trial has not fully concluded (see para 4.1). However, in the light of pressures on the Planning and Transportation budget, and the need to secure reductions in energy use, this report invites views on the proposal to introduce part night lighting in Norfolk.

2. Current considerations

- 2.1. It is possible to reduce the overall amount of street lighting by switching off lights for part of the night, say midnight to 05.00hrs on lightly trafficked routes such as residential streets. This is called part night lighting.
- 2.2. Part night lighting is not included within our current street lighting policy which is that, where lighting is provided, the streets are lit all night. If the County Council were to adopt a part night policy in future, the change could be accommodated under the PFI contract. The additional costs of installing part night photo cells would be marginal if fitted as part of column replacement or upgrade during the PFI core investment period (2008 to 2013) or post-core investment period (2013 to 2018). If the cells were changed as part of a future routine maintenance operation, there would be an additional cost of approximately £20 for each replacement photocell. If the replacement operation were completed as a separate operation to other works there would however be a significant increase in the cost due to the need to provide plant and labour.

- 2.3. Whereas part night photo cells alone would provide a technically feasible solution there would be no scope to revert to full night lighting or to change the switch off hours without replacing the cells. As these cells literally switch off in the 'middle of the night' they do not respond to artificial time changes such as British Summer Time. A 'midnight to 5am' cell will therefore become a '1am to 6am' cell during BST although for a significant part of this period (end of March to end of October) dawn will break before 6 am in any case. Flexibility to vary the part-night hours eg to anticipate or to respond to concerns or events could be achieved through the introduction of remote monitoring equipment for some or all part night areas. There would be additional costs estimated at approximately £20 to £40 per column depending on volume and location if remote monitoring were also installed.
- 2.4. If policy were changed to allow part night lighting, it would not be necessary to implement across the whole county, either initially or in the long term. It would be possible to implement part-night lighting in discrete areas or even individual streets.
- 2.5. Reductions in energy achieved through the introduction of part night lighting would contribute towards the Council's carbon reduction targets and its obligations under National Indicator 185, the percentage CO2 reduction from Authority operations. Taken in conjunction with the other measures being introduced through the Street Lighting PFI contract, the installation of modern energy efficient lamps and the implementation of trimming and dimming, part night lighting should help to reduce the overall level of light emission from the street lighting system. The level of energy reduction would be directly influenced by the extent of part-night lighting introduced .

3. Results of Citizens' Panel consultation

- 3.1. Almost 70% of Citizens' Panel respondents considered that leaving street lights on after midnight wastes energy and money and that switching off lighting would be good for CO2 emissions and the environment. Exactly 50% considered that residential areas were most suitable for part night lighting with 29% disagreeing. Opinion was divided on whether business area were also suitable (39% for, 37% against). Most respondents (64%) wanted main roads and town or village centres to remain lit throughout the night.
- 3.2. Despite the above results, 51% of respondents believed that switching off lights after midnight would increase crime (20% disagreed) and 48% thought that dark streets would lead to more road traffic collisions (24% disagreed).

4. Results from other Authorities

- 4.1. Essex County Council has yet to decide whether the part night lighting pilot scheme in Maldon and Uttlesford should be extended to other parts of the County, made permanent, changed in other ways or abandoned. It is not yet possible therefore to provide Overview and Scrutiny Panel with a formal update of its experience with switching off lights. However on 18 September Essex CC Safer and Stronger Communities Policy and Scrutiny Committee

considered representations from local residents (3 for the pilot and 5 against) as well as the Police, a lighting expert and the former Cabinet Member for Highways and Transportation. It is expected to consider this issue again on 16 October.

- 4.2. Leicestershire County Council last year carried out a desk top review of part night lighting progress in other authorities across the country, included as Appendix A. Whilst this review may not be exhaustive, it indicates that several authorities have looked into part-night lighting and that trials are now underway in Gloucestershire and Oxfordshire in addition to Essex. Gloucestershire has recently advised that its 3 parish trial is now to be rolled out across the county. This scheme does not however involve switching off all lights in any particular street and is not therefore true part-night lighting.

5. **Resource Implications**

- 5.1. **Finance** : Our current (2009/10) annual street lighting energy bill is approximately £2m. It is not possible to predict the potential savings from part night lighting without knowing the extent to which lights could be switched off after consultation.
 - 5.1.1. Discussions with Essex County Council have indicated that energy savings of approximately 20 percent have been realised in those areas where part night lighting has been introduced on the streets considered suitable for such action. This has been achieved by the introduction of part night lighting to approximately 70% of the lighting stock in Maldon and Uttlesford.
 - 5.1.2. An initial examination of Norfolk's lighting stock has indicated that more modest energy savings, of just under 10%, would be a more realistic maximum achievement, by the introduction of part night lighting on all residential streets which are not classed as routes with through traffic value and where crime rates are low. Although this comprises approximately half the County Council's lighting stock (25,000 out of 49,500), these lights use less energy than those on busier routes, or where crime rates are higher, and hence the potential for saving is reduced. The financial saving through switching off for 5 hours each night at our current electricity price would be £6.70 annually per light. The total eventual financial saving is therefore estimated at £0.167m per year.
 - 5.1.3. The additional costs of installing part night cells would be marginal if fitted as part of column replacement or upgrade during the PFI core and post-core investment periods. Otherwise there would be an cost of approximately £20 for each replacement photocell if the cells were changed as part of a future routine maintenance operation with additional costs if the replacement were carried out as a stand-alone operation. There would be further costs, estimated at approximately £20 to £40 per column depending on volume and location, if remote monitoring were also installed.
 - 5.1.4. 14,500 of the suitable lights are included in the PFI core investment period and 6,800 have already been replaced. This leaves 7,700 to be replaced over the next 3 years, approximately 2,500 per year. The maximum saving in 2010/11 would therefore be £8,000 assuming that part night lighting was implemented from April 2010 and the relevant lights were installed at an even rate throughout the year. This could be increased to £31,000 if those lights which have already been replaced were fitted with part night cells. The rate at which

the remaining 10,500 lights can be converted will be dependent on the 'bulk clean' and change programme which is normally on a 2 year cycle (this could realise an additional £18,000 saving in 2010/11).

- 5.1.5. Since the street lighting energy price is a blended price between day and night rates, as more councils turn lights off at night it is possible that the energy providers may impose a higher unit rate if the low tariff consumption is reduced whilst the day rate consumption remains relatively unaffected. This would obviously be in a competitive market environment, but could reduce the realisable financial benefits.
- 5.1.6. ESPO has been consulted upon the effect of significant energy saving measures on our energy supply contract. The supply agreement is for a period of three years commencing October 2008 (even though the price is agreed at times throughout the contract) and is based on a consumption/demand profile – that is, a volume and associated load shape (how much is used and when). ESPO has advised that any material change in the volume or in the load shape could have contractual consequences as;
 - It has now purchased 100% of the forecast energy requirement for the 12 months from 1st October 2009
 - the contract incorporates a risk premium corresponding to the load shape, ie the relationship between baseload, peak and residual volumes and how they were priced in the market at the time of settlement. This premium is fixed for the contract duration. Any material change in the load shape could also lead to a review of the associated premium.
- 5.1.7. Clearly, the extent of any changes proposed or agreed would determine whether and to what extent the contractual issues become significant. ESPO suggests therefore that proposed changes are quantified before any further steps are taken. They can then evaluate what contractual implications there may be and, if appropriate, discuss these with Scottish & Southern Energy, our current energy suppliers. The predicted savings figures in this report can only therefore be taken as provisional.
- 5.2. **Staff** : Converting lights to part-night operation will have a very visible effect and it is considered that there will be a very high staff time requirement for consultations and public relations. This will be clarified with other authorities who have undertaken this measure but consideration may need to be given to the appointment of a project manager particularly skilled in handling the press and public as well as the technical nature of the project.
- 5.3. **Property** : None
- 5.4. **IT** : None
6. **Other Implications**
 - 6.1. **Legal Implications** : Leicestershire CC has sought the advice of a specialist highways barrister who has confirmed that the Council could provide part-night lighting. It would be prudent to have that advice re-affirmed and to obtain advice on the implications of the switch-off option prior to proceeding. Although the County Council has no duty to provide street lighting, there are lighting

standards for when lights have been provided. The legal implications of adopting Gloucestershire's approach of retaining some lighting throughout the night on all streets, which presumably does not meet any lighting standards, would require particular scrutiny.

- 6.2. **Human Rights** : There are believed to be no implications
- 6.3. **Equality Impact Assessment (EqIA)** : The street lighting service has undergone an outline Equality Impact Assessment and no inequalities in access or outcome identified.
- 6.4. **Communications** : An appropriately scoped and detailed consultation campaign will be necessary to promote any proposal to introduce part night lighting in Norfolk

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

- 7.1. Switching off street lights in residential areas could significantly affect the public's fear of crime, and possibly affect the incidence of crime. Crime and disorder implications will need to be carefully considered during the consultation process and before any decisions are made.

8. **Conclusion**

- 8.1. The introduction of part night light lighting will reduce energy consumption and the extent of implementation will influence the amount of energy saving. This energy saving will contribute towards the Council's carbon reduction targets and should result in cost savings, although these cannot be guaranteed if energy providers amend their rates to reflect changes in usage patterns.
- 8.2. Norfolk residents have shown quite positive attitudes to switching off street lighting for part of the night, as obtained via the Citizens' Panel earlier this year.
- 8.3. The results of the Essex trial are not yet available. The results of the Gloucestershire trial appear to be positive in that switching off lighting is being rolled out across the county. This is not true part night lighting however as all streets will retain some illumination throughout the night.

Action Required

- (i) The Overview and Scrutiny Panel is asked to endorse the proposal 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. This would provide the policy framework to allow part night lighting to be introduced in Norfolk, subject to the conclusion of consultations on the proposal.

Background Papers

Report to Overview and Scrutiny Panel January 2009

Officer Contact

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

Name	Telephone Number	Email address
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**Planning Transportation, the Environment
and Waste Overview and Scrutiny Panel
04 November 2009
Item No. 8**

Appendix A

Street Lighting - Part Night Lighting Desk Top Review

Authority Contacted	Part Night Lighting		Comments	Ctte Papers	
	Yes	No		Yes	No
Derbyshire		No	No formal decision, but unease from Community Safety Office.		No
Nottinghamshire		No	Select Ctte Select Ctte Overview and Scrutiny	29/05/2007 22/10/2007 Jan-08	
Northamptonshire		No	Proposed PFI in Northants to dim all lights from midnight and use 35/16 lux cells		No
Peterborough		No	Switched off 2 out of 3 lights on the Parkways 10 years ago		No
Lancashire		No	Undertaking technology trials in photocell array only at this stage. No site trials		No
Nottingham City		No	Urban Area. Gun crime capital. Considering full remote monitoring system as part of PFI to allow for dimming/part night lighting in future with virtual metering but even this decision regarding the infrastructure has not yet been taken		No

Derby City		No	Urban Area		No
Powys CC	Switch off		Not really part night lighting Completely turning off 2 out of 3 lights Started this work 8/9/08. Also info on BBC Wales website	22/04/2008 15/07/2008 18/04/2008 22/04/2008 16/07/2008	
Oxfordshire	Yes		340 lamps have been identified through consultations with Parishes. These lights are on main roads between settlements. This initiative came out of Carbon man Prog but there was no ctte paper written. There was a hope that it could move into the settlement areas in future but the bad press has meant that members now want to consider if this goes ahead		No
Gloucestershire	Yes		3 Parish trial for last 11 months Criteria has resulted in 36% of lights becoming part night. Now contacted other Parishes and had support for 50 more part-night schemes. Funding has been secured through SALIX (company set up by the carbon trust to administer funds made available by Gov't) but cabinet have got to agree the loan of £704k. Huge consultation to keep public onside Very successful. Crime has fallen slightly.	04/09/2006	
Buckinghamshire	Switch off		Selected lights at Rural and semi rural locations Criteria given in report. Need to check suitability of lines, signs, catseyes etc		Jan-07

Lincolnshire

Still trying to obtain info

Essex

Yes

Part night in 2 borough areas
Bad press to start with but now accepted
Crime fallen between midnight and 5am
Overall crime up.
Essex Chronicle - 78% residents in favour

Yes

Partnership working

Report by the Director of Environment, Transport and Development

Summary

Overview and Scrutiny Panel have agreed a two year rolling programme of review for planning and transportation's partnership working. This is the sixth report of this programme and covers three partnerships related to health, social and well-being.

1. Background

- 1.1. At the meeting on 14 May 2008, Overview and Scrutiny Panel agreed to review all of the Partnerships that P&T work with on a two year rolling programme. It was also agreed that the template developed by Cabinet Scrutiny as part of their scrutiny exercise on partnership working across the Council would be used as a basis for these reviews.
- 1.2. This is the sixth report to Overview and Scrutiny Panel as part of the two year programme and covers three partnerships related to health, social and well-being.

2. Review of health, social and well-being partnerships

- 2.1. Below is a summary of the three Partnerships covered in this report – further information is available in the attached appendices. It should be noted that P&T's Partnership working covers a fairly wide spectrum – from networks or groups which exchange information, to more significant partnerships which deliver front-line services.
- 2.2. **Project Atmosphere**
 - 2.2.1. Project Atmosphere is a programme aimed at raising awareness in schools about air quality issues in or around the extended Air Quality Management Area (AQMA) in King's Lynn. The programme is carried out in Partnership with West Norfolk Borough Council's Environmental Health Team and the County Council's School Travel Planning Team, and covers nine schools in the District.
 - 2.2.2. The programme involves providing diffusion tubes (which are used to determine Nitrogen Dioxide levels) to the participating schools. These are changed each month and analysed, and the results shared with the school. Officers from the Borough and County Councils are also able to talk to schools about local air pollution etc.
 - 2.2.3. Project Atmosphere is not a formal partnership, e.g. there is no shared budget, but is an example of close/joint working to enable the best use to be made of existing resources.

2.2.4. For further information, see [Appendix A](#).

2.3. **Active Travel**

2.4. The Active Travel project was carried out under the umbrella of the North Norfolk Community Partnership (the Local Strategic Partnership – LSP) and partners included the Norfolk Rural Community Council and Sustrans, the sustainable transport charity. The purpose of the Partnership was to work together to improve the provision of multi-purpose cycleways and footpaths across the district. The funding for this project ended some months ago, and no further work is planned. However, the routes will be considered for inclusion in future highways programmes if funding allows.

2.5. **TITAN**

2.5.1. TITAN – Travel Independence Training Across the Nation – is a programme designed to encourage young people to become safe independent travellers and to give them improved life skills. In particular, the programme has been devised to assist students who have difficulty with their pedestrian skills which causes problems in relation to using public transport.

2.5.2. The programme involves making contact with schools and colleges, developing training resource packs and providing training so that establishments can have their own ‘in-house’ training, guided and supported by the TITAN Mobility Advisors.

2.5.3. The programme is not a formal partnership, and is led by Children’s Services, with training provided by Norfolk Education and Advisory Service. The Planning and Transportation Department do not have a lead role in relation to this project, but does provide support to the scheme e.g. in terms of school travel planning.

2.5.4. For further information, see [Appendix B](#).

3. **Resource Implications**

3.1. **Finance** : None.

3.2. **Staff** : None.

3.3. **Property** : None.

3.4. **IT** : None.

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

3.6. **Communications** : None.

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

4.1. None.

5. **Conclusion**

5.1. Completing the scrutiny questionnaires for these partnerships has not identified any areas of concern.

5.2. This scrutiny exercise is now at the half way point, with a further year of scrutiny planned as part of the two year rolling programme. So far, 25 partnerships have been reviewed and no issues or areas of concern have been identified. Therefore, Members may wish to consider whether if the programme of scrutinising partnership working should continue.

Action Required

- (i) Overview and Scrutiny Panel are asked to comment on the partnerships reviewed, and consider whether any further scrutiny is required.
- (ii) Overview and Scrutiny Panel is asked to consider whether their 2-year programme of scrutinising partnership working should be continued into the 2nd year.

Officer Contact

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

Name	Telephone Number	Email address
Sarah Rhoden	01603 222867	Sarah.rhoden@norfolk.gov.uk



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Partnership Questionnaire – Project Atmosphere

Part 1: Summary

1. Name of Partnership:	Project Atmosphere					
Contact name:	Elizabeth Walne					
Position/title:	Travel Plan Officer					
Telephone:	01603 638082					
Email:	Elizabeth.walne@norfolk.gov.uk					
2. Main purpose of the Partnership: <i>Please outline:</i> <ul style="list-style-type: none"> • <i>Focus and key functions</i> • <i>An indication of scale (eg size of membership, number of volunteers, stakeholders)</i> • <i>The geographical area it serves</i> • <i>The size of the public it serves (eg approximate number of members of the public, inc. visitors)</i> 	<p>Close working with West Norfolk Borough Council to highlight air pollution issues in school communities in King's Lynn.</p> <p>A document setting out further information is attached to this questionnaire; the document was prepared at the initial stages of the project as an information note for participating schools.</p> <p>Fourteen diffusion tubes at nine schools in the King's Lynn area are read monthly by the Borough Council's Environmental Health Team and the results are fed back to schools and the County Council's Travel Planning Team.</p>					
3. Category How would you best categorise the <i>primary</i> purpose of the Partnership?		Yes	No		Yes	No
	Strategic			Advisory and/or promotional		
	Service delivery	X		Co-ordinate and/or organise activity		
	Other (please state):					

4. Legal status Is the Partnership requirement of statute, recommended by Government guidance or voluntary?		Yes	No		Yes	No			
	Statutory		X	In line with Government guidance		X			
	Voluntary	X		Other (please state):					
5. Funding How is the Partnership funded (on the basis of the last financial year)?	Source		Amount		Amount as % of total funding				
	This project represents close working with the Borough and County Council within existing areas of responsibility. The project is funded from existing budgets, for example the Borough Council already had a programme of installing and monitoring diffusion tubes in place, and aims to make the best use of existing resources.								
6. What is the total budget?		Yes	No		Yes	No		Yes	Please specify
	Less than £50,000	X		Between £50,000 & £249,000			£250,000 or over		
	Note that there is no dedicated budget for this project, which is progressed using existing resources.								
7. What is the term of any grant	N/A								
8. Will this funding continue in the future?	Comments: Note that there is no dedicated budget for this project, which is progressed using existing resources.								

9. NCC's resource contribution (a) What is NCC's annual time commitment?	Councillor representatives		No of people:	0	Days:	0
	Officer representatives:		No of people:	1	Days:	2
	Other (Admin)		No of people:	0	Days:	0
(b) What is NCC's annual contribution?	Financial	£0	Other (e.g. use of facilities):		Officer time.	
	Note that there is no dedicated budget for this project, which is being progressed using existing resources. Contribution from NCC includes attending schools to provide advice etc.					
10. Development (a) Where do you think the Partnership currently is in term of its stage of development?		Yes	No		Yes	No
	1. Forming <i>(very early stages)</i>			3. Performing <i>(clear roles and responsibilities and achieving its objectives)</i>	X	
	2. Developing <i>(developing working practices)</i>			4. Evaluating <i>(objectives achieved, reviewing impact)</i>		
(b) Does the Partnership have a development plan and, if yes, are you happy to share it with us/attach a copy?	Yes	No	Comments:			
		X	N/A – this is not a formal partnership			
(c) Is the Partnership large or complex?	Yes	No	<i>(If yes, please give your reasons for saying so)</i>			
		X				
(d) Who was involved in setting up the Partnership? <i>(For example, internal specialists such as Head of Law, Risk Team etc, or any external specialists.)</i>	Comments: This is not a formal partnership. The project (close working) was initiated following discussions between the Borough and County Council identified this as an area where close working with be beneficial.					

Part 2: Questionnaire

A. Rationale for the Partnership	Comments
Is there a Partnership agreement or constitution and, if so, are you happy to share it with us/attach a copy?	N/A – this is not a formal partnership.
Is there a stated reason why the Partnership exists and, if so, what is it?	To raise awareness of air quality issues in King’s Lynn.
Does the Partnership have agreed aims, and if so, what are they? <i>Please attach a copy.</i>	Yes – these are set out in the document shared with schools at the start of the project (copy attached to this questionnaire).
Have the aims of the Partnership been published and, if so, where?	Distributed to P&T colleagues.
How do the Partnership aims link to the County Council’s 8 main objectives? <i>(Please see list at end of form)</i>	<ul style="list-style-type: none"> • To improve travel and transport through lessening congestion and making links to air quality. • To help make Norfolk a safe place to live and work. • To improve educational attainment and help children and young people to achieve their ambitions through working in schools. • To improve the health and well-being of Norfolk’s residents through reducing air pollution and raising awareness of alternative modes of travel. • To protect and sustain the environment.
B. Governance arrangements	Comments
How are decisions made - is there a scheme of delegation that makes clear who can take decisions?	Decisions are made by the relevant Council using the democratic processes in place.
How are decisions recorded?	
Who makes sure they are acted upon and who scrutinises them?	
Is there an agreement on how these decisions will be reported back and who are they reported to?	
How are Councillors involved and how are the Partnerships’ activities reported into the Council’s democratic structure?	
Which Cabinet portfolio is the Partnership linked to?	Planning and Transportation

How are conflicts of interest resolved?	N/A
Do members of the Partnership meet at the times set out in the agreement?	N/A

C. Added Value	Comments
How does this Partnership add value?	By creating a link between two departments and local authorities and sharing skills and contacts – by making the best use of resources available.
How do you demonstrate this added value to the public?	Communication is focussed on the participating schools, to feed into their Travel Plans.

D. Value for Money	Comments
How does the Partnership ensure it provides the highest quality for the cost	Working jointly in this way helps to ensure good value for money as it helps to make best use of the resources available.
How is the public made aware of how the Partnership achieves value for money?	Communication is focussed on the participating schools, to feed into their Travel Plans.

E. Performance management	Comments
Has your Partnership set targets and, if so, how do you know which Partnership targets you are meeting and which you have yet to meet?	No formal targets for Project Atmosphere. Contributes to schools' modal shift targets through raising awareness.
Who reviews and reports progress and how often does this take place?	BCKLWN send new results from diffusion tubes each month.
Are targets reviewed from time to time and, if yes, who by?	N/A
How does the Partnership agree action on targets that are not likely to be met?	N/A

F. Financial Management	Comments
Does the Partnership agreement/constitution say who will provide the money?	N/A – there is no dedicated budget for this project, which is progressed using existing resources.
Who can decide how to spend it?	
Can the money be reallocated and, if yes, who can authorise this?	
What are the financial reporting arrangements?	
G. Risk management	Comments
Have you carried out a risk assessment of NCC's engagement with the Partnership, using the Risk Management In Partnerships Guide, and if yes, when was that?	This is not a formal partnership and no specific risk register has been prepared. The project covers existing work and areas of responsibility, and is covered by the existing risk registers in place within service areas.
Has the Partnership itself carried out a formal risk assessment of the Partnership and if yes, when was that?	N/A – this is not a formal partnership.
How does the Partnership know if things are going wrong?	Regular contact between parties involved.
Who can take corrective action if necessary?	Actions decided jointly and implemented as part of the project.
H. Termination arrangements	Comments
Are there arrangements in place if the Partnership comes to an end and, if so, what are they?	N/A – this is not a formal partnership.
Are there arrangements in place if NCC decides to no longer to be involved?	As above.
Is there a system for reallocating resources back to partners and, if so, what is it?	As above.
I. Serving the public	Comments
Does the Partnership have a communications policy and, if so, are you happy to share it with us/attach a copy?	No.
How effectively does the Partnership communicate with the public?	Occasional press releases.



“Project Atmosphere” - Monitoring Air Pollution with the help of King's Lynn Schools

Introduction

This programme was started to raise awareness of air quality issues in King's Lynn schools and carry out additional monitoring in or around the extended Air Quality Management Area (AQMA) and Gaywood Clock area of King's Lynn due to the high levels of Nitrogen Dioxide (NO₂) emitted from road vehicles.

It is being conducted in partnership with: -

- Borough Council of King's Lynn & West Norfolk Environmental Health Department
- Norfolk County Council School Travel Plans Team
- Park High School
- Eastgate Primary School
- Greyfriars Primary School
- Highgate Primary School
- King's Lynn Nursery School
- Reffley Community School
- Howard Junior School
- South Wootton Junior School
- Springwood High School

Background

King's Lynn has had an Air Quality Management Area (AQMA) since 2003 along Railway Road due to high levels of Nitrogen Dioxide (NO₂) emitted from road traffic. The AQMA was extended in 2006 to include all of Railway Road, Austin Street, Blackfriars Road, St James Road and London Road. A map of the current AQMA is attached below.

Monitoring since 2005 has also shown that levels of NO₂ around the Gaywood Clock area of King's Lynn have risen to a level where an AQMA may need to be declared.

Current Diffusion Tube Monitoring

The Council currently monitors at 63 locations across the Borough. Diffusion tubes are small plastic tubes coated in a chemical that reacts with the NO₂ emitted from road vehicles. The tubes are located on the front of houses or commercial properties with first flats above. The tubes are changed each month and then sent away to a laboratory which will analyse them and provide the results.

The monitoring takes place over 12 months which will enable seasonal trends and the annual mean to be produced. These can then be checked against the annual figure set down in the National Air Quality Strategy objectives.

The figures are then reported in an annual report which is published on the Council's website www.west-norfolk.gov.uk. The report details how the air quality across the Borough has either increased or decreased.

Where levels exceed those specified in the national Air Quality Strategy, the Local Council has a duty to declare that area as an Air quality Management Area.

Proposed Schools Monitoring

The Council wishes to expand its monitoring at certain locations around King's Lynn and also encourage participation with local schools to raise awareness of air quality issues in King's Lynn and how the school run can contribute to air pollution.

Each month Officers will deliver and collect tubes from each location while the School will take an active role helping by overseeing the monitoring on their site and may assist by changing the tubes. The results will be made available each month to enable the School to learn what the levels of air pollution are like at and near to their School.



Tube mounted on rain water down pipe

What happens next?

Officers from the Environmental Quality Team will be contacting each School to arrange a time to visit and agree where the monitoring will take place and agree any further activities such as talks etc.

The monitoring will begin in April 2008 and will last for 12 months. Monitoring results will be emailed to each School every month so you can see what the pollution levels are like near your School.

If you have any queries regarding this then please don't hesitate to contact a member of the Environmental Quality Team: -

Dave Robson – Principal Officer

tel 01553 616302

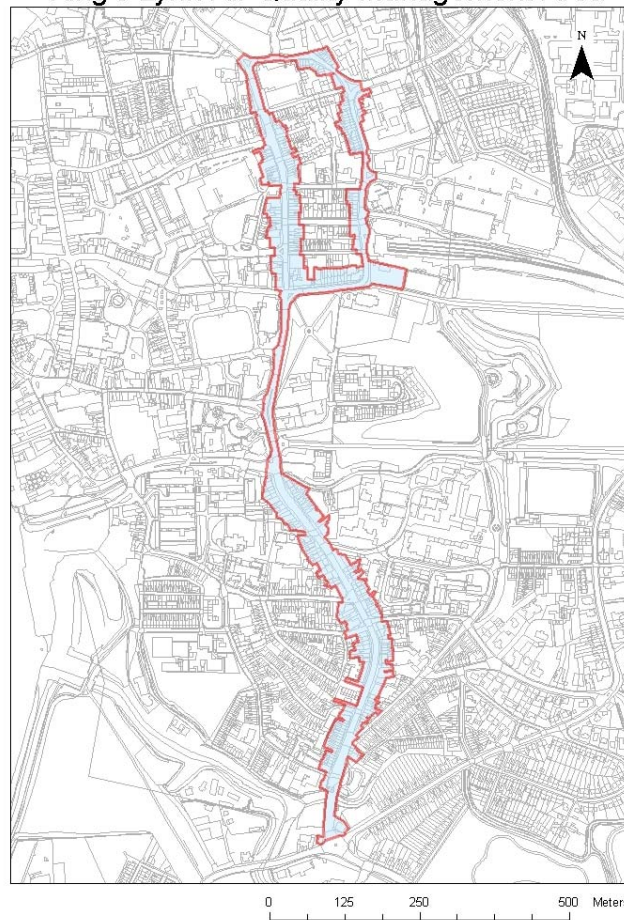
Dave Haines – Air Quality Officer

tel 01553 616421

Tammy Radley – Administrative Assistant

tel 01553 616247

King's Lynn Air Quality Management Area



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This map shows the current Air Quality Management Area in King's Lynn due to the high levels of Nitrogen Dioxide emitted from road vehicles.

Partnership Questionnaire

Part 1: Summary

1. Name of Partnership:	TITAN Steering Group					
Contact name:	Mark Ogden					
Position/title:	Travel Plan Officer					
Telephone:	01603 638981					
Email:	mark.ogden@norfolk.gov.uk					
2. Main purpose of the Partnership: <i>Please outline:</i> <ul style="list-style-type: none"> • Focus and key functions • An indication of scale (eg size of membership, number of volunteers, stakeholders) • The geographical area it serves • The size of the public it serves (eg approximate number of members of the public, inc. visitors) 	<p>The TITAN steering group oversees the implementation of the travel independence training programme, TITAN, which is currently being delivered in all high schools, special schools, further education colleges and sixth form centres across Norfolk.</p> <p>The TITAN scheme (Travel Independence Training Across the Nation) is led by the Children's Services Department, but some officers in Planning and Transportation support the scheme e.g. through links to school travel planning and school transport provision and cycle training.</p>					
3. Category		Yes	No		Yes	No
How would you best categorise the <i>primary</i> purpose of the partnership?	Strategic			Advisory and/or promotional		
	Service delivery	✓		Co-ordinate and/or organise activity		
	Other (please state):					
4. Legal status		Yes	No		Yes	No
Is the partnership requirement of statute, recommended by Government guidance or voluntary?	Statutory		✓	In line with Government guidance		✓
	Voluntary	✓		Other (please state):		

5. Funding How is the partnership funded (on the basis of the last financial year)?	Source			Amount			Amount as % of total funding		
	LSC			£100 000			77%		
	Sponsorship			£30 000			23%		
6. What is the total budget?		Yes	No		Yes	No		Yes	Please specify
	Less than £50,000			Between £50,000 & £249,000	✓		£250,000 or over		
7. What is the term of any grant	Funding provided as part of a five year programme.								
8. Will this funding continue in the future?	Comments: In the last year of the five year programme.								
9. NCC's resource contribution (a) What is NCC's annual time commitment?	Councillor representatives		No of people:	0	Days:				
	Officer representatives:		No of people:	5	Days:		4 (1/2 days)		
	Other		No of people:		Days:				
(b) What is NCC's annual contribution?	Financial	£0		Other (e.g. use of facilities):		0			
10. Development (a) Where do you think the partnership currently is in term of its stage of development?		Yes	No		Yes	No		Yes	No
	1. Forming <i>(very early stages)</i>			3. Performing <i>(clear roles and responsibilities and achieving its objectives)</i>	✓				
	2. Developing <i>(developing working practices)</i>			4. Evaluating <i>(objectives achieved, reviewing impact)</i>	✓				
(b) Does the Partnership have a development plan and, if yes, are you happy to share it with us/attach a copy?	Yes	No	Comments: This is not a formal partnership, it is a project.						
		✓							

(c) Is the partnership large or complex?	Yes	No	<i>(If yes, please give your reasons for saying so)</i>
		✓	
(d) Who was involved in setting up the Partnership? <i>(For example, internal specialists such as Head of Law, Risk Team etc, or any external specialists.)</i>	Comments: This is not a formal partnership, it is a project. Children's Services took the lead on setting this up – the project is run wholly by the County Council.		

Part 2: Questionnaire

A. Rationale for the partnership	Comments
Is there a partnership agreement or constitution and, if so, are you happy to share it with us/attach a copy?	No – this is not a formal partnership.
Is there a stated reason why the partnership exists and, if so, what is it?	To oversee the delivery of the TITAN strategy (copy attached).
Does the partnership have agreed aims, and if so, what are they? <i>Please attach a copy.</i>	To oversee the delivery of the TITAN strategy (copy attached).
Have the aims of the partnership been published and, if so, where?	TITAN Strategy Document. Information on the TITAN scheme are also available to view on the Council's website.
How do the partnership aims link to the County Council's 8 main objectives? <i>(Please see list at end of form)</i>	<ul style="list-style-type: none"> • To improve travel and transport • To help make Norfolk a safe place to live and work • To improve educational attainment and help children and young people to achieve their ambitions • To improve the health and well-being of Norfolk's residents • To protect and sustain the environment • To build vibrant, confident and cohesive communities

B. Governance arrangements	Comments
How are decisions made - is there a scheme of delegation that makes clear who can take decisions?	Project decisions are made by the Steering Group. The project is wholly run by Norfolk County Council, and therefore the Council's democratic processes are followed.
How are decisions recorded?	Minutes of meetings
Who makes sure they are acted upon and who scrutinises them?	Relevant officers.
Is there an agreement on how these decisions will be reported back and who are they reported to?	Reported through the Council's democratic processes. Children's Services lead this project, and therefore decisions are reported to the Children's Services Overview and Scrutiny Panel.
How are Councillors involved and how are the partnerships' activities reported into the Council's democratic structure?	Children's Services, as the project lead, keep Members updated on progress through reporting at Children's Services Overview and Scrutiny Panel and by direct contact, as necessary.
Which Cabinet portfolio is the partnership linked to?	Children's Services
How are conflicts of interest resolved?	Through the Council's democratic processes.
Do members of the partnership meet at the times set out in the agreement?	N/a – not a formal partnership.

C. Added Value	Comments
How does this partnership add value?	By creating links between NCC Teams and external partners and working on joint projects, combining widespread expertise.
How do you demonstrate this added value to the public?	Celebration events, articles in 'Norfolk Footprint' magazine, training advertised by schools and colleges

D. Value for Money	Comments
How does the partnership ensure it provides the highest quality for the cost?	Joint working with relevant teams helps to ensure that the best use is made of available resources.
How is the public made aware of how the partnership achieves value for money?	Information on the TITAN scheme is available on the Council's website.

E. Performance management	Comments
Has your partnership set targets and, if so, how do you know which partnership targets you are meeting and which you have yet to meet?	There are no specific targets for the Planning and Transportation Department's input.
Who reviews and reports progress and how often does this take place?	Reports in Steering group meetings 4/year
Are targets reviewed from time to time and, if yes, who by?	N/a
How does the partnership agree action on targets that are not likely to be met?	N/a

F. Financial Management	Comments
Does the partnership agreement/constitution say who will provide the money?	N/A – not a formal partnership, and therefore there is not constitution.
Who can decide how to spend it?	TITAN Steering Group (with Members involved through the Council's democratic processes, if necessary)
Can the money be reallocated and, if yes, who can authorise this?	TITAN Steering Group (with Members involved through the Council's democratic processes, if necessary)
What are the financial reporting arrangements?	In accordance with the Council's existing procedures.

G. Risk management	Comments
Have you carried out a risk assessment of NCC's engagement with the partnership, using the Risk Management In Partnerships Guide, and if yes, when was that?	N/A – this is not a formal partnership. The risk of activities delivered as part of the project are covered by existing risk assessments/registers within individuals teams and departments.
Has the partnership itself carried out a formal risk assessment of the partnership and if yes, when was that?	N/A – this is not a formal partnership.
How does the partnership know if things are going wrong?	Reports in quarterly meetings
Who can take corrective action if necessary?	TITAN Steering Group, and relevant officers.

H. Termination arrangements	Comments
Are there arrangements in place if the partnership comes to an end and, if so, what are they?	N/A – this is not a formal partnership.
Are there arrangements in place if NCC decides to no longer to be involved?	N/A – this is not a formal partnership.
Is there a system for reallocating resources back to partners and, if so, what is it?	N/A – this is not a formal partnership.

I. Serving the public	Comments
Does the partnership have a communications policy and, if so, are you happy to share it with us/attach a copy?	No – communications are carried out in accordance with the Council’s existing communications policy.
How effectively does the partnership communicate with the public?	Celebration events, articles in ‘Norfolk Footprint’ magazine, training advertised by schools and colleges, website etc.

TRAVEL INDEPENDENCE TRAINING STRATEGY

Vision Statement

We want children and young people with learning difficulties and disabilities to be given opportunities to participate in training that will enable them to travel independently to and from their place of education and to benefit from the subsequent increase in independence and self-confidence.¹

Introduction

This strategy outlines the aims, implementation, outcomes and timeframe of travel independence training. It is intended to assist children and young people who have difficulty with their pedestrian skills or with the use of public transport. NCC provides home to school/college transport for:

- 2000 pupils of compulsory school age (5-16) with Special Education Needs at an annual cost of c.£7.5m
- 260 students aged 16-21 years with Learning Difficulties or Disabilities at an annual cost of c.£1.2m

The transport costs for pupils and students who need bespoke transport ^{care} is around ten times higher than the cost of transporting pupils and students who are able to travel independently on public transport or school contact buses. Appropriate travel independence training could result in some pupils and students:

- switching from taxis or minibuses to public transport or contract school buses
- switching from taxis or minibuses to walking

Current Situation

Norfolk County Council does not offer accredited county-wide independent travel training. Road safety training is offered at keystage 1 (the 'Step On It!' scheme) but this only teaches basic pedestrian skills to children aged up to six years. However, a number of travel independence training pilot schemes have been running successfully in Norfolk since September 2004 and participating schools and colleges have noted many positive benefits ^{to} gained by the children and young people who have taken part. Among the benefits reported by the pilot and

¹ Summarised by the quotations on the cover page

similar schemes in other regions are improvements in road safety awareness leading to:

- a reduction in casualties
- increased self-esteem and confidence
- enhanced opportunities to participate in wider social, cultural and learning networks.

For some students with Special Educational Needs, the transition from school to further education or employment can be the start of independent travel. For those who have not acquired the necessary travel skills and confidence, this can be a problematic, potentially isolating experience resulting in increased dependence on family members and carers rather than increased freedom. Timely introduction of travel independence training will ensure that every participant has time and support to build up the range of skills necessary for safe independent travel.

Studies of travel training schemes in other regions have reported high success rates and significant savings. Pilot studies in Norfolk schools have demonstrated similar achievements.²

Norfolk County Council has a statutory requirement to ensure that every school operates a School Travel Plan by 2008. The purpose of School Travel Plans is to reduce car use on the school journey and to enable and encourage school pupils to walk, cycle or use public transport. Independence travel training promotes an inclusive approach because it addresses the needs of children with Special Educational Needs within mainstream schools.

Proposals

It is proposed to deliver a travel independence training programme by:

- Working in partnership with schools and colleges to identify children and young people in Norfolk up to the age of 21 whose learning difficulties ~~and~~ ^{or} disabilities prevent them accessing public transport.
- Delivering training and support to participants to enable children and young people to develop independent travel skills ~~enable~~ ^{helping} them to access a greater range of educational, vocational and social opportunities.
- Disseminating good practice through a range of local, regional and national media such as conferences and web based sites.

² DfES Home to School Transport Survey (2004)

HGV Route Hierarchy

Report by the Chairman of the HGV Route Hierarchy Member
Working Group

Summary

This report summarises the work carried out by the Member Working Group set up to scrutinise the HGV Route Hierarchy, and recommends that this scrutiny exercise is not progressed.

1. Background

- 1.1. The HGV Route Hierarchy was identified as a scrutiny item at the meeting on 14 May 2008. A Member Working Group was set up and produced a scoping report with a proposed way forward, which was agreed by the Panel at the meeting on 7 January 2009. It was agreed at that time that it would not be appropriate to review the route hierarchy itself as that would be a very time consuming, is likely to be costly and is unlikely to generate significant improvements.
- 1.2. Following the June 2009 elections, a new Member Working Group was set up. The Working Group was made up of three Conservative (Alexander Byrne – Chairman, Anthony White and Brian Long) and one Liberal Democrat (James Joyce) Members.

2. The Route Hierarchy

- 2.1. The route hierarchy was established in the 1980's and reviewed countywide through the 1990's. The 1990's process was very complex and cost over £10m to complete.
- 2.2. The purpose of the route hierarchy is to encourage, through signing, the heaviest traffic flows and the largest vehicles on to the most appropriate and best maintained routes to help ease network conditions, protect rural communities and protect the rural landscape from unnecessary damage by traffic.
- 2.3. The routes were consulted on with local communities. The consultations were extremely detailed and often elicited strongly held opposing issues which were difficult to reconcile. Since the 1990's review the signing of designated routes has been completed and local issues are being raised and resolved locally.
- 2.4. Whilst there is no plan to review the hierarchy in its entirety, ad hoc reviews are carried out in particular areas to ensure that any significant transport infrastructure changes are taken into account.

3. **Working Group findings**

3.1. The Working Group met on 18 September to consider a way forward for this scrutiny item, including reviewing the report of the previous Working Group. The Group also discussed the Route Hierarchy generally with relevant officers.

3.2. It was noted that the previous Working Group felt this subject was worthy of further scrutiny, in particular to look at what has changed since the route hierarchy was developed and gauging whether the arrangements in place are still appropriate/suitable. During discussions, and in reviewing the previous work, this Working Group identified the following issues:-

- Whilst it is acknowledged that some local residents may be experiencing heavier flows of HGV traffic as a result of the implementation of route hierarchy, these issues were considered during the review carried out in the 1990s and the route hierarchy developed on that basis.
- The volumes of all types of vehicle on Norfolk's roads are increasing, and the route hierarchy ensures that this traffic is directed to the most sensible and suitable routes. It is recognised that this means that some local residents experience more HGV traffic than others, depending of the local road network in place.
- The current economic climate highlights the importance of supporting business investment in Norfolk, and maintaining suitable and appropriate HGV routes to enable this.
- In a County like Norfolk, where there is a large rural road network, there is a need to maintain access to villages and key areas of population. Any changes to the hierarchy in rural areas would, in the majority of cases, would mean re-directing traffic along another rural route, and effectively moving a 'problem' from one area to another.
- Significant resource was put into developing and reviewing the route hierarchy in the 1990s. Whilst ad hoc reviews can be carried out to take significant changes to the transport infrastructure into account, any further review of the hierarchy needs to be carried out on a county-wide basis to ensure that the needs of all communities and stakeholders can be taken into account; making changes in one local community would usually impact on neighbouring communities.
- It is possible that a scrutiny exercise may identify issues in particular local areas. However, it does not follow that there are suitable solutions that can be implemented to address these or that any funding would be available. This could unduly raise expectations about what the Council could reasonably deliver. It is also possible that, if funding was available, significant resource could be put into trying to solve specific local problems without success.
- At present, any local issues identified are considered by officers and maintenance or improvement work required is prioritised in accordance with existing procedures. Efforts are made to reduce the impact of local problems but not to move them.

- 3.3 The Working Group highlighted that enforcement of the existing routes is a key factor in the success of the hierarchy. Currently, responsibility for enforcement lies with Norfolk Police. However, the Group heard that Trading Standards are currently developing proposals that would enable weight restriction enforcement to be carried out by Trading Standards. The Overview and Scrutiny Strategy Working Group co-ordinates scrutiny work across the council and ensures that connections are made between the work of Panels/Scrutiny Committees, and therefore will be able to highlight any significant issues from this work.
- 3.3. On consideration, the Working Group felt that any benefits that could be achieved by continuing this scrutiny exercise would be outweighed by other factors. In particular, the Working Group felt that without providing dedicated funding to enable any issues identified to be resolved that the exercise would unfairly raise expectations in local communities.
- 3.4. No other issues or areas of concern that would be suitable for further scrutiny were identified. Therefore, the Working Group recommends that this scrutiny exercise is concluded and no further work is carried out.

4. **Resource Implications**

- 4.1. **Finance** : There are no financial implications arising from this report. However, if dedicated funding was provided so that this exercise could be progressed it is likely to be at the expense of planned maintenance and improvement works, some of which are required to address safety issues.
- 4.2. **Staff** : None.
- 4.3. **Property** : None.
- 4.4. **IT** : None.

5. **Other Implications**

- 5.1. **Legal Implications** : None identified.
- 5.2. **Human Rights** : None identified.
- 5.3. **Equality Impact Assessment (EqIA)** : This report does not make any proposals which may have a direct impact on equality of access or outcome. Whether or not this scrutiny exercise is progressed, local residents are able to raise any issues or concerns with the Council for consideration in accordance with existing procedures, including prioritisation of works.
- 5.4. **Communications** : It is possible that we may unduly raise expectations in local communities about what the Council is able to deliver if this scrutiny exercise is progressed.

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

- 6.1. Crime and disorder implications are considered as part of any detailed scrutiny exercise. No implications were identified during the work carried out to date.

Recommendation

- (i) The Member Working Group recommends that Panel does not progress this scrutiny item any further and that it is removed from the forward work programme.

Background Papers

Report to PTEW O&S Panel setting out an outline proposal for the scrutiny exercise – 7 January 2009

Officer Contact

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

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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 attached Outline Programme for Scrutiny (Appendix A) has been updated to show progress since 9 September 2009 Overview and Scrutiny Panel.
- 1.2. Members of Overview and Scrutiny Panel are asked to 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

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.

Action Required

Members are asked to:

- (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.

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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Outline Programme for Scrutiny

Standing item for Planning, Transportation, Environment and Waste Overview and Scrutiny Panel :
update for 4 November 2009

This is only an outline programme and could/should be amended as issues arise or priorities change

Scrutiny is normally a two stage process:

- Stage 1 of the process is a scoping and costing stage. Draft terms of reference and intended outcomes will be developed as part of this stage.
- The detailed scrutiny will be carried out by the full Panel or a Member Group but other approaches can be considered, as appropriate.
- On the basis that the detailed scrutiny is carried out by Member Group, Stage 2 is reporting back to the Panel by the Group.

Changes to Programme from that submitted to Panel on 9 September 2009

Added

- None.

Completed / Removed from Programme

- Climate related decisions of Norfolk County Council – following a scrutiny exercise carried out by Cabinet Scrutiny Committee, this topic was added to the programme for this Panel. Panel receive a general update in January 2009, and a further update on the Carbon Trading Scheme was included in the Member Briefing in September.

Other

- Partnership working – two year rolling programme of review commenced on 05/11/08. Reports are presented to each Panel meeting. For September, the report was included as part of the Member Briefing and covered seven passenger/sustainable transport related partnerships.

Topic	Outline Objective	Cabinet Area	Stage 1 (scoping report)	Stage 2 (report back to Review Panel)	Initiated by	Comment
1. Partnership working	To scrutinise P&T partnership working using the questionnaire developed by Cabinet Scrutiny Committee.	Planning and Transportati on	14 May 2008	<i>Ongoing - see comment</i>	5 March 2008 O&S Panel	Two year rolling programme of review with reports to every Panel meeting until September 2010. The September 2009 report is included in the Member Briefing this month, but can be discussed/scrutinised in more detail at Panel's next meeting, if needed.
2. HGV Route Hierarchy	To scrutinise the process for setting and enforcing the route hierarchy.	Planning and Transportati on	7 January 2009		14 May 2008 O&S Panel	A report from the Member Working Group is on the agenda for the November Panel meeting.
3. Transfer of landfill sites to the County Council	To monitor the outcomes of the scrutiny carried out by Cabinet Scrutiny.	The Environment and Waste	N/A	4 March 2009	9 July 2008 O&S Panel	Discussed 05/11/08 and 04/03/09 – agreed to receive a further report at a future meeting.

Topic	Outline Objective	Cabinet Area	Stage 1 (scoping report)	Stage 2 (report back to Review Panel)	Initiated by	Comment
4. Street lighting	To review street lighting policies/procedures and to consider potential changes to the lighting arrangements to reduce the need for full lighting e.g. dimming.	Planning and Transportation	<i>No scoping report (raised as an urgent scrutiny item)</i>	24 January 2007	30 October 2006	In January 2009 Panel agreed to the use of Citizens Panel – a report on the findings of this (and an update on the trial being carried out by Essex CC) is on the agenda for the November meeting.
5. Use of Civilian Traffic Marshalls	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 Review Panel	Panel agreed to receive a further report on this in March 2010, when the use of accredited traffic marshals has been trialed.
<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>

Scrutiny items completed since 2001

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

Date completed	Topic	Method
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
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

Integrated Performance and Finance Monitoring

Report by the Director of Environment, Transport and Development

Summary

This report provides an update of progress made against the 2009-12 service plans, the mitigation of those risks deemed to be of corporate significance, and financial monitoring to the end of September 2009.

1. Background

- 1.1. This report provides an update of progress made against the service plans, mitigation of corporately significant risks and financial monitoring. The Performance 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 September.

2. Performance

3. Current Management/Monitoring practices

- 3.1. Information relating to performance, risk and finance is gathered on a monthly basis and reported at Group Management Team meetings prior to exception based reporting to P&T's Executive Management Team. In particular, areas of under performance are highlighted so that corrective action can be taken where necessary.
- 3.2. Summary performance is provided in this report with more detail given to significant areas that are under-performing. Progress is presented using the standard Prism (our corporate performance and risk management system) alert symbols (star, circle and triangle, representing good, fair and poor performance respectively) that give an 'at-a-glance' view of progress.

4. Progress against service plans

- 4.1. A Prism briefing book detailing progress against each of the actions and performance indicators within the 2009-12 service plans has been prepared and is available on the Members' Insight website.
- 4.2. The following table is a summary of service plan action performance. The Prism symbols are based on the judgement of managers in the relevant service area, with regard to progress against individual actions.
- 4.3.

Service	★ Progress is on track	● Progress is slightly off track	▲ Progress is significantly off track
Environment	30 of 30 100.0%	-	-
Highways	25 of 31 80.6%	6 of 31 19.4%	-
Passenger Transport	28 of 33 84.8%	4 of 33 12.1%	1 of 33 3.0%
Strategic Land use and Transport Planning	41 of 48 85.4%	7 of 48 14.6%	-
Waste Management	9 of 9 100.0%	-	-
Total	88.4%	11.0%	0.58%

4.4. At mid-year over 88% of service plan actions are on track, some 11% slightly off-track and less than 1% significantly off track. Those items that are off track are being examined to determine appropriate measures to bring them back on programme. The reason for the one 'off track' action is as follows:

4.5. **Deliver Park and Ride service within budget** – This issue was reported to the panel in the quarter one report. The situation has improved in so much as the rate of decline in Park and Ride use has certainly reduced. We are assessing the impact of the recession on travellers for work and leisure, but at this stage the projected income shortfall could be in the region of £0.400M. A customer survey commenced in September 2009 to help get better customer information to shape short term mitigation plans to reduce the deficit.

5. Progress against Risks

5.1. The Prism briefing book available on the Members' Insight website also illustrates progress against the services' mitigation of their risks. Risks included for review in the online document are those identified at both a corporate and departmental level of significance.

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

5.2.1. Environment Service - Failure to divert biodegradable municipal waste from landfill as required

5.2.2. A separate paper is tabled at this panel for the 'Waste Management Strategy for Procuring Waste Transfer, Treatment and Disposal Services' which gives more detail in this area. However, progress against this specific risk is as follows: 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. Waste PFI: Notice placed in the Official Journal of the European Union in April 2009, pre-qualification questionnaires received on 18 June 2009, shortlist of four approved in September 2009. Framework Contracts and Allowance Trading Strategy: to be considered by members in November 2009.

5.2.3. Highways Service - Failure to implement Northern Distributor Route (NDR)

5.2.4. A progress update was given in the Cabinet Report of 12th October 2009, and further details can be found therein. However, the situation remains essentially the same insofar as: There has been further development of NATS (Norwich Area Transportation Study) complementary measures, with consultation started in October 2009. We are working with Birse to take forward the NDR design through the Early Contractor Involvement process. Further environmental survey work is in progress to inform the Planning Application. Funding for the Postwick Hub scheme has been approved subject to acceptance of the Major Scheme Business Case for the NDR by the Department for Transport (DfT). NCC is liaising with the DfT to resolve any outstanding points of clarification on the Major Scheme Business Case. A decision on Programme Entry is expected in December 2009.

5.2.5. Strategic Land use and Transport Planning Service - Failure to secure resources to reduce carbon footprint of operations to prepare for Carbon Reduction Commitment (CRC)

5.2.6. A report was circulated to Panel Members in September. A variety of actions are being undertaken to ensure that sufficient knowledge is embedded within departments to ensure key aspects of the commitment are realised. A significant short term aim is to be able to efficiently meter the energy consumption of at least 96% of our buildings. A group has been set up to manage this.

5.2.7. Strategic Land use and Transport Planning Service - Unforeseen extreme weather event causes major disruption to NCC services and/or assets

5.2.8. A Local Climate Impacts Profile that was conducted in April 2009 identified the main risks to council services and recommended actions. Preparations are underway to commission a comprehensive risk assessment for Norfolk and to establish a common risk management methodology with district councils and partners via the Climate Change Partnership, in close liaison with the Norfolk Resilience Forum. The latter has a dedicated group to address flood risk - probably the top climate related risk for Norfolk. The Flood Risk Group works to ensure response and recovery arrangements to flooding events are appropriate and provides a link to the Regional Flood Group led by the Regional Resilience Director, who has the national lead for flooding. P&T 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.

6. Finance

6.1. The original budget for Planning and Transportation has been increased by £0.081M to £101.727M, due to additional Strategic Ambitions funding being received for Health Walks and other environment projects.

6.2. As at 30 September 2009, there is a forecast underspend of £0.500M against the revenue budget. This is an increase of £0.386M from the previously reported under spend of £0.114M. However, this underspend is dependent on an anticipated demand for winter maintenance, although we have increased the provision over last years budget, and other variations across Planning and Transportation budgets. If the demand for winter maintenance is higher than anticipated and waste volatility occurs then this departmental underspend may reduce.

The changes are as follows:

	Current	Change
Planning and Transportation	-£0.500M	-£0.386M
Environment and Waste	£0.000M	£0.000M
Total	-£0.500M	-£0.386M

6.3.	Changes in Overspends and Underspends for Planning and Transportation	Variance	Change
		£m	£m
6.4.	Passenger Transport Group A review of Service frequency has been undertaken on Park & Ride which identified potential to reduce costs in the final Quarter of the financial year and revised income forecasts for Busnet income have led to a reduction in the overspend.	+0.536	-0.194
6.5.	Programme Management The savings are due to insurance costs reducing, increased income from major schemes, and vacancy management. However, there is a risk of having to refund Land Search charges (approx £0.115M), once the Information Guidelines have been confirmed. A meeting has been arranged by the Local Government Association and their Counsel to draft an opinion on the guidelines on 27 October 2009	-0.288	0.000
6.6.	Highways Maintenance Budget Potential one-off underspends within the Highways Maintenance budget, which are being held pending clarification of other budgets within the Planning and Transportation area. The service continues to receive less purchasing power following previous years inflationary increases	-0.400	0.000

6.7.	Contribution from Initiatives The savings share retained by Planning and Transportation has increased as the 'decay' mechanism works in the Department's favour to increase the retained share	-0.138	0.000
6.8.	Strategy and Performance Savings are being achieved through vacancy management and work planning.	-0.105	-0.087
6.9.	Service Development and Support and Finance Underspend from cross department efficiencies and vacancy management.	-0.105	-0.105
6.10.	Total Planning and Transportation	-0.500	-0.386

7. **Overspends and Underspends for Environment and Waste**

7.1. Team under/overspends will be managed within Environment and Waste to ensure there is no Group overspend. Further work is being undertaken to quantify any potential underspends via reduced waste volumes. Whilst current waste trends are in line with expectations, the demand driven nature of waste budgets means the forecast may change in future months.

8. **Capital Budget**

8.1. Highways Capital

The revised programme is £53.108m with a forecast outturn of £55.507M based on the current programme. However, this is currently being reviewed and will be managed down to a balanced outturn during the year, through effective planning of work.

8.2. Other Capital

The opening budget programme was £3.786M. Further grants have been identified including funding for Gapton Hall Travellers site and the revised budget is £6.192M. The forecast outturn is £6.192M. The Genome Centre capital project is now being reported in Economic Development; a change from the previous report.

9. **Balances and Reserves**

9.1. The opening balance at 1st April 2009 was £14.319M. The revised forecast balance for 31st March 2010 is £15.123M, which includes a planned increase in the Street Lighting PFI sinking fund of £1.866M. This is a reduction of £0.390M from the previous report in order to fund further planned payments to the PFI contractor.

10. **Partnerships**

11. The County Council is involved in many partnerships with District Councils, voluntary bodies etc. In some cases it is contributing from the budget to one of the other partners who take the lead, including acting as Treasurer. However, quite often the County Council is the lead partner and deals with the accounting and financial arrangements. The Head of Finance (Corporate Finance) is concerned at the potential risk to the County Council if any problems arise with a partnership and has asked that the larger partnerships i.e. with an annual turnover in excess of £0.500m be regularly reported. Following are details on the main Partnerships within Planning and Transportation.

12. Norfolk Waste Partnership

The cost of landfill disposal in Norfolk has increased significantly. The County Council has, as one of its eight main objectives, the aim of reducing the amount of waste produced. Working with partners, through the Norfolk Waste Partnership (comprising all eight Norfolk Authorities) a number of waste minimisation and education initiatives are aimed at first reducing the amount of waste produced and secondly increasing the recycling percentage of that which remains. The forecast expenditure for 2009/10 is £ 0.695M, leaving an expected balance of £1.046M. The balance of this partnership is shown in the Waste Management Partnership Fund Reserve. Whilst the expenditure will support the objectives of the waste management partnership, it also supports a number of wider County Council projects, such as the residual waste treatment contract, and therefore the fund is wholly County Council funding.

13. Norfolk Strategic Partnership

The Norfolk Strategic Partnership (including Planning and Transportation, May Gurney and Mott MacDonald) is the main vehicle through which Planning and Transportation deliver services to the community. Following a procurement exercise separate contracts have been let between the County Council and each of the other partners. Although the other two partners do not have a contract with each other in respect of the P&T Partnership their contracts with NCC requires a degree of interaction between them. This does not in a legal sense form a partnership but it is operated as one in order to maximise the benefit to NCC and following the principles of 'Rethinking Construction.' In terms of risk we seek to integrate activities to our mutual financial advantage whilst retaining the capability to operate independently. This is recognised by a number of mechanisms that reward cost reduction initiatives by sharing those benefits between the partners. For the year to 31 March 2010, this initiatives scheme is forecasting to generate savings of £2.200m. Partners are also paid for direct services provided e.g. design and maintenance work.

14. Norwich City Agency

The Norwich City Agency is an agreement by which Norwich City Council has, since 1 April 1974, acted as agent of the County Council for various highways and traffic functions relating to Highways matters within the City boundary. A

joint committee oversees the operation of the agency and certain other functions of the County Council and advises the County Council on various matters relating to highways and traffic in the City of Norwich. The County Council reimburses the City Council for the expenditure it properly incurs in respect of any maintenance or capital works carried out and pays the City Council its reasonable and proper fees for carrying out those functions. For 2009/10 the forecast revenue and capital expenditure of the agency is £6.492M (Capital £4.493M and Revenue £1.999M). These amounts are included within the overall spend for Planning and Transportation.

15. **Safety Camera Partnership**

The Safety Camera Partnership superseded the former Casualty Reduction (Safety Camera) Partnership. The new partnership is wholly funded by LTP paid to the County Council. While the partnership membership and ethos remains the same, the fundamental change in the funding arrangement makes it more appropriate for the future reporting of this partnership to be included under the revenue budget variations together with other casualty reduction expenditure. This partnership contributes to the County Council objective to reduce the number of people killed or seriously injured on roads – overall figures are on target and the steady reduction in the number of deaths and serious injuries remains positive. Increased government funding attracted as a result of our excellent LTP and is being directed at casualty reduction. Nevertheless, in line with the importance of this issue we have set ourselves demanding targets.

16. **Resource Implications**

16.1. **Finance** : All financial implications have been outlined in the report.

16.2. **Staff** : None.

16.3. **Property** : None.

16.4. **IT** : None.

17. **Other Implications**

17.1. **Legal Implications** : None.

17.2. **Human Rights** : None.

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

17.4. 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.

17.5. **Communications** : Nothing more than reported in the body of this report.

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

18.1. None.

19. **Risk Implications/Assessment**

19.1. Relevant risk information has been identified within this report and the Prism briefing book available on the Intranet.

20. **Conclusion**

20.1. Overall performance in the current financial year to date for progress against service plans, risks and budgets has been good. Where issues have been identified work is in progress to deal with them.

20.2. The Department is currently forecasting an underspend of £0.500M, however the volatility of the winter maintenance and waste disposal budgets could adversely affect this expectation.

Recommendation or Action Required

(i) Panel Members are asked to:

Comment on the contents of this report and consider if there are any areas of performance Members would like to consider adding to the scrutiny programme.

Background Papers

This paper summarises the progress updates maintained in Prism for the service plans and risks. This information has been published from Prism onto the Members' Insight website.

Officer Contact

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**Report to Planning and Transportation the Environment
and Waste Overview and Scrutiny Panel
November 2009
Item No 13**

Service and Budget Planning 2010-13

Report by the Director of Environment, Transport and Development and Head
of Finance

Executive Summary

This report sets out the main planning considerations for the services covered by this overview and scrutiny panel and the context in which they are set. This includes the financial position and the relevant performance and improvement considerations that relate to the council's delivery of its corporate objectives.

It also sets out the overall funding prospects and spending pressures for the service and the draft, potential savings options for the 2010/11 service budget.

Please note that the Economic Development Service has been included within this report in order to give an overall departmental context to information provided. More detailed information in relation to this service will be reported to the Economic Development and Cultural Services overview and scrutiny panel for comment.

Strategic level challenges for the services covered by this overview and scrutiny panel are included in the attached report section three and more specific service based challenges in section five.

The report also includes revenue budget proposals including areas of pressure and savings for 2010/11 in section 6. More detailed financial information is contained in appendix B.

Overview and Scrutiny Panel members are asked to consider and comment on:

- the planning assumptions and how these are applied,
- the proposed spending pressures and savings set out in the appendices
- any specific issues on the proposed list of new and amended capital schemes to be evaluated within the capital prioritisation model as part of the review of the three- year capital programme.

**Report to Planning and Transportation the Environment
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Summary

This report sets out the main planning considerations for the services covered by this overview and scrutiny panel and the context in which they are set. This includes the financial position and the relevant performance and improvement considerations that relate to the council's delivery of its corporate objectives.

It also sets out the overall funding prospects and spending pressures for the services and the draft, potential savings options for balancing the 2010/11 service budget. It asks Overview and Scrutiny Panel members for their views and comments.

Please note that the Economic Development Service has been included within this report in order to give an overall departmental context to information provided. More detailed information in relation to this service will be reported to the Economic Development and Cultural Services Overview and Scrutiny Panel for comment.

1. Background

- 1.1. This discussion takes place in a financial climate for public services that has been widely described as 'dire' as a consequence of the national economic downturn. Though we know our level of Government grant for 2010/11, we don't know what it will be for the following two years. For planning purposes, therefore we are assuming there will be no increases in grant levels over this period. Since it is clear that the newly elected government will need to take drastic action to cut public spending in order to re-balance the country's finances.
- 1.2. In the light of such challenges, the Leader and Cabinet have agreed an organisational blueprint that describes how this council intends to develop its operations over the coming four years to become a more responsive, efficient and streamlined organisation, focused on frontline services with increased value for money.
- 1.3. In addition, to help local people manage through the recession, the administration has assured Norfolk council tax payers that we will freeze the level of council tax for at least two of the next four years and, where we levy any increase, it will not be higher than the level of inflation.

- 1.4. Our planning for next year and the years to follow takes place within a clear framework and process agreed by Cabinet.
- 1.5. In August, Cabinet received and agreed a report¹ that set out the planning context, requirements and parameters services should use to steer their service planning. It confirmed as the authority's strategic intentions, the strategic ambitions, corporate objectives, values and key improvement areas set out in the County Council Plan 2008-11 and the outcomes we should focus on in our planning.
- 1.6. We deliver the County Council Plan through 34 detailed service plans which set out our service needs, outcomes, actions, targets, assessment of value for money and capacity. When we prepare them, we also consider the external and internal drivers for change, such as financial and economic predictions, performance and value for money, risks, customer needs and the impact of our services on the people of Norfolk.

Cabinet asked that we prepare draft service and financial planning requirements and budget options for discussion by county councillors in the November Overview and Scrutiny Panels and public consultation.

- 1.7. This paper sets out the planning issues and requirements relevant to the services covered by this Overview and Scrutiny Panel, together with a summary of the relevant corporate assumptions that underpin them. It also puts forward from the Cabinet Member in association with the service Chief Officer, some draft proposals for consultation based upon the financial parameters set by Cabinet in August.

The strategic and corporate context

- 1.8. The County Council Plan 2009-12 sets out our three Strategic Ambitions for Norfolk, which are closely aligned to the Norfolk County Strategic Partnership Vision. The ambitions are for Norfolk to be:
 - An inspirational place with a clear sense of identity
 - With a vibrant, strong and sustainable economy
 - And aspirational people with high levels of achievement and skills;

It also sets out our nine Corporate Objectives (priorities) and our three cross-cutting Organisational Objectives, with the main areas where we want to improve, together with the targets set to help us know we have done so.

- 1.9. Each year we also assess the background and context for the County Council's work. Internal and external factors can affect our work positively or negatively and are factored into plans for how we provide our services and the implications for resources. Significant issues affecting County Council services during this planning period are outlined in Appendix A, but matters relevant to the corporate context include:

¹ Service and Financial Planning 2010/11 to 2012/13 – Report to Cabinet 10 August 2009

The impact of the recession

- 1.10. Like many other organisations, the recession is biting in a number of ways. For example, from a financial point of view our plans must reflect, in particular, less investment income, due to lower interest rates. However, unlike some organisations, demand for services is higher than ever, particularly in the demand led caring services and our service plans will need to consider this. We report progress on the Council's response to the economic downturn on a regular basis to the Economic Development and Cultural Services Overview and Scrutiny Panel.

The new organisational blueprint for Norfolk County Council and its implementation programme - Norfolk Forward.

- 1.11. A review of senior management structures is already underway and scheduled to report in December. The identified costs and savings associated with any agreed recommendations will be factored in to budget planning later in the process when the outcome is known.
- 1.12. As already reported to Cabinet in September, the costs of managing and operating the programme office, which will oversee the implementation of Norfolk Forward, are being contained within existing resources.

Managing our performance

- 1.13. Our planning must reflect the elements of the performance framework for local government, including the Local Area Agreement (LAA), the Comprehensive Area Assessment (CAA), the National Indicator Set and implications for increased partner working including shared resources.
- 1.14. Under the final round of the former Corporate Performance Assessment (CPA) inspection regime, (2008), the Audit Commission assessed the council as 'excellent' awarding us 4 out of 4 possible stars. This tells us that on the whole, we are delivering effective and good value services.
- 1.15. This year, the Comprehensive Area Assessment (CAA) has replaced CPA. CAA assesses how well public services are working together to meet the needs and aspirations of their communities and using their resources to meet identified needs and deliver the outcomes set in the Local Area Agreement for Norfolk. In reaching its judgement, the Audit Commission also draws upon those judgements made by other inspectorates, such as Ofsted, to help reach its conclusions. The first CAA report for Norfolk will be published in December.
- 1.16. Inspection assessments on individual services and organisations are ongoing. The Audit Commission will publish the 2009 Performance and Organisational Assessment reports in December.
- 1.17. In addition, service and budget planning needs to take account of the challenging targets and outcomes agreed by partners in Norfolk Action, the Local Area Agreement (LAA) for Norfolk.

Modern Reward Strategy

- 1.18. Previous budgets provided for the impact of implementing the Modern Reward Strategy Project, (MRS), which will introduce new pay scales and pay-related conditions of employment for approximately 16,000 County Council employees (teachers and fire-fighters are excluded).
- 1.19. Though MRS has been delayed as a result of the time taken to pursue a collective agreement with Unison nationally, the authority is keen to implement its proposals with effect from April 2010 and Members of the Personnel Committee asked that the necessary steps be taken to secure this. At the time of drafting this report, Unison and Unite are balloting on the original proposal agreed in 2008. If a yes vote is achieved, the proposals can be implemented through a collective agreement.

Carbon Reduction Commitment

- 1.20. The Carbon Reduction Commitment (CRC) is an obligatory emissions trading scheme covering both public and private sectors. We will need to comply with the new scheme, which commences in April 2010, including ensuring we have adequate resources to procure the trading allowances and deliver energy efficient solutions. We are assessing how much money we will need to set aside to purchase allowances and budgeting for this corporately. The scheme will include an annual performance league table, with financial incentives and penalties based on our performance. To compare well against other organisations, plans need to consider energy usage and include ways of exploiting options to reduce it.

2. Financial context 2010 - 2013

- 2.1. The detailed assessment of financial prospects for 2010-13 is set out in the August report to Cabinet. It is necessarily a funding forecast for planning purposes only and we will continue to review it.
- 2.2. The Government has indicated that the previously announced grant settlement for 2010/11 (an increase of £12.0m) will be honoured. However, the Comprehensive Spending Review 2010 scheduled to cover the three years from 2011/12 has been deferred until after the General Election. This means we cannot be clear about financial prospects beyond the end of the next financial year (2010/11). For *planning purposes*, we are assuming a grant freeze for 2011/12 and 2012/13.
- 2.3. We are also assuming that there will be no change to the 'grant damping' arrangements. This is the adjustment the Government makes to Norfolk's calculated grant entitlement in order to compensate some other councils, which suffered a loss in grant when a new distribution formula was introduced in 2006/07. Over the past four years 2006/07 to 2009/10, Norfolk has had its grant adjusted downwards by a total of £96.8m.
- 2.4. In the light of the administration's pledge to keep tax increases within the level of inflation and freeze council tax in two of the next four years, *for*

planning purposes we have assumed a council tax increase of 2% for 2010/11 and a tax freeze for 2011/12 and 2012/13.

- 2.5. Based on these assumptions our current net revenue budget of £559.9m, would increase by £18.9m in 2010/11 and then stay at that level for 2011/12 and 2012/13.
- 2.6. After allowing for funding of new external borrowing for the Capital Programme, Chief Officers were asked to approach their service and financial planning assuming a 2.5% budget increase in 2010/11 and no increase in 2011/12 and 2012/13. Following further consideration of the provision for pay inflation to be included in budgets for 2010/11, the Leader has requested this uplift to be adjusted to reflect an assumed pay freeze in 2010/11, for all awards still to be negotiated. For planning purposes only at this stage a provision of 2.25% pay increase remains for 2011/12 and 2012/13. Typically, additional cost pressures arising from inflation, demographic growth and new legal requirements total £50m each year. In 2010/11, the projected cost pressures are in excess of £43m, most of which is due to demand and demographic increases (£24m), inflationary pressures (£7m) and costs arising from changes in government legislation (£5m). As a consequence, we require considerable and ongoing cost savings if we are to sustain services and budgets over the medium term.

3. Service specific - strategic context

- 3.1. In addition, the Director of Environment, Transport and Development has identified the following as being of particular significance for this Panel. Proposals included within appendix B and sections 5 and 6 of this report detail key pressures and savings for the services: -

Key Challenges

- Plans for meeting long term housing and employment growth will see challenges for all services within the Department. Working in partnership, particularly in Greater Norwich, Kings Lynn, Thetford and Great Yarmouth, services will endeavour to ensure that the growth in Norfolk is jobs led and includes sufficient infrastructure to create balanced, sustainable communities without damaging the natural environment. This will also be reflected within our influencing role in documents such as the Regional Spatial Strategy.
- Despite focus on main key towns and cities across the county, when planning for growth and creating opportunities for developing the economy, we also need to balance the needs of a rural county. Our challenge is to provide for good connectivity and access to learning and skills, employment, healthcare and basic food shopping to meet a suite of key national indicator targets (NI 151, NI153, NI 163, NI 164, NI165, NI175, NI 176). Lack of public transport provision, long journey times and poor strategic connections are all cited as having a major impact for residents and businesses.

- Climate change is a challenge for all services. The Department has the corporate lead on climate change, but this is a “whole council” issue. We are working with key partners to ensure that growth within the county is as sustainable as possible and that it is on a pathway to ensure a shift towards a low carbon economy. In addition, the authority has performance obligations for climate change under the Local Government Performance Framework, specifically with respect to National Indicators 185 (percentage of CO2 emissions from the Local Authority estate), 186 (per capita CO2 emissions in the Local Authority area) and 188 (Planning to adapt to climate change).
- The responsibility for delivering many of the 92 recommendations from the Pitt report into the 2007 floods applies to Norfolk County Council. Our role as a highways authority, strategic planning authority, fire & rescue authority and emergency planning authority will be vital in the ability to respond to the recommendations. A report agreed by Cabinet in July tasked the Cabinet Scrutiny Committee with investigating the role to be played by the County Council and the Norfolk Resilience Forum in leading on the recommendations set out in the Pitt Review.
- 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.
- Delivery of the Norwich Area Transport Strategy (NATS), including the Northern Norwich Distributor Route (NNDR), will continue to require significant resources. The project carries risks, but has the potential to transform travel choices in the Norwich area and is essential to accommodate the scale of planned growth.
- Delivering our waste procurement strategy, following the decision not to continue with the first phase of the Residual Waste Treatment Project – Contract A on grounds of cost. In 2011/12 and until the benefits of the Residual Waste Treatment PFI are secured (expected to be in 2015), the County Council has the potential to exceed its allowance for the landfill of biodegradable municipal waste if it does not mitigate the impact through a range of measures.

4. Financial and service planning for next year (2010/2011)

4.1. Corporate assumptions

All the County Council’s consultation proposals use a set of common, corporate assumptions as a means of balancing the budget for 2010/11.

These assumptions are set out below in the interests of fairness and consistency. We invite Members views on the assumptions and the

principle that they should be applied corporately in each case, as part of their consideration of these service proposals.

Cash uplifts for services

- 4.2. Services have been asked to plan on the basis of an assumed budget increase of 2.5%, less an adjustment for the revised assumptions for pay, within which increased costs and pressures should be managed.

For services covered by this Overview and Scrutiny Panel, planned budget increases of £1.061m (Planning and Transportation), £0.747m (Environment and Waste) and £0.018m (Economic Development) have been assumed, giving a Departmental increase of £1.826m. Along with the savings identified below, this is sufficient to meet revenue pressures in Planning and Transportation, but not Environment and Waste – where it has not been possible within this service area to identify savings to cover the increased cost of landfill tax – nor Economic Development where work will commence in preparing for the Local Economic Assessment in 2011/12.

Absorbing inflationary pressures

- 4.3. A planning assumption has been made that departments will absorb inflationary pressures of 2% for general prices. This will apply to both expenditure and income budgets. The exceptions to this are:

A proposed 4% cash uplift for home to school transport costs
A proposed 4% cash uplift for passenger transport services provided via the PTU for adult social services

Staff costs

- 4.4. We are assuming that there will be no nationally negotiated pay increase next year for the public sector with the possible exception of staff whose pay is subject to agreement by national pay review bodies such as teachers and fire fighters.

The services covered by this Overview and Scrutiny Panel employ 827 full time equivalent staff. Based on earlier pay assumptions a pay freeze will reduce the previously forecast pay pressures (and corresponding uplift) for 2010-11 by a total of £0.333m. This breaks down as Planning and Transportation £0.214m, Environment and Waste £0.105m and Economic Development £0.014m.

Payments to independent and voluntary providers

- 4.5. We are assuming that independent and voluntary providers will likewise absorb inflationary pressures. We are not providing for any inflationary uplift for 2010/11.

Within Planning and Transportation, a number of contracts for services are in place with the voluntary sector, in particular Community Transport and

Recycling Services. These are long term agreements and include inflationary uplifts in line with the Retail Price Index. Therefore, the Council has a statutory obligation to meet these costs inline with the agreed contracts.

Sharper commissioning

- 4.6. We are assuming that commissioning arrangements will be reviewed where appropriate to ensure spending and services align with the council's priorities and deliver value for money. This will mean de-commissioning (ending) some automatic funding of some grants or services that may be nice to have, but are not directly aligned to the council's priorities for service users and so cannot be afforded as a priority.

The last fundamental consideration of how the Department delivers its services resulted in the decision to establish in 2004 the strategic partnership with May Gurney and Mott MacDonald. This was reviewed in 2007/08, when Members agreed to continue with the arrangement until the next break point in the contract in 2012. It is proposed to begin the next partnership review in Spring 2010, in order for the Council to consider all options before deciding whether to review the current arrangements in 2012. It is also proposed that the first part of this review should be to confirm which services, and to what level, the Department should be looking to provide over the medium to long-term.

Tough purchasing

- 4.7. We are assuming that goods and services will continue to be procured as efficiently as possible, driving down costs for Norfolk taxpayers whilst retaining quality.

The impact of this assumption on the services being considered by this panel is as follows:

A review is being undertaken corporately looking at staff structures of procurement across the Authority and how we can be more effective in procuring goods and service. The department is fully supportive of the category management approach, which has seen benefits such as increase in quality of passenger transport services across the department. Additionally, the Park and Ride service went out to tender to determine providers for the next five years and, as a result, the Service managed to reduce the operational costs by £0.800m per year.

Similarly, within the Norfolk Strategic Partnership, May Gurney managed to renegotiate costs within their supply chain associated with road surface dressing, which allowed the department and May Gurney to reinvest £0.380m back into delivering more surface redressing across the County during 2009/10.

By adopting Road Condition Surveys across the County we are ensuring that any road maintenance undertaken is at the required level and to the required standard and this will continue moving forward.

Efficiency

- 4.8. The authority has an ongoing responsibility to reduce costs and improve efficiency. All planning is based on this understanding. We are on target to have delivered efficiencies of over £85m over the past six years by March 2010. The efficiency target set by government for next year is 4%. This requires us to find a further £19m savings. No service specific targets have been set, we are assuming and expecting all services to contribute towards the achievement of the total.

The impact of this assumption on the services being considered by this panel is as follows:

- 4.9. A key component within the Norfolk Strategic Partnership is the initiatives process, which continues to deliver efficiency savings within the Service, particularly across Highways Operations. A review has been undertaken to further enhance this process and £0.300m has been factored into budget planning for new efficiencies including further savings from better resource planning.
- 4.10. The Passenger Transport Group has delivered savings of £1.250m over the past 3 years by driving through efficiencies in both Home to School and Adult Social Care transport. These has been achieved through intensive reviews of integrated networks, market moderation by careful positioning of small fleet of Norse vehicles and using innovative methods to design networks using early contractor involvement.
- 4.11. As a result of the proposed development of the HWRCs, efficiency savings of £0.225m are expected due to the closure and reduced opening hours of some HWRCs across the County.

Realistic charging

- 4.12. We are assuming that subsidies, fees and other charges are reviewed where possible and relevant to reflect changed economic circumstances and expectations, other forms of grant or income or any significant changes in price, market or service.

Within P&T, an annual review is undertaken to set fees and charges for both statutory and discretionary services provided by the department. At this stage, there are no known impacts of this review.

Capital

- 4.13. In February, schemes and funding were considered within a three-year capital programme as part of the County Council Plan 2009-12 (Appendix B). We have not made assumptions about the allocation of capital at this stage, however, it is assumed that capital bids are identified following option appraisal and that these will be evaluated by the Corporate Capital and Asset Management Group (CCAMG). These will be evaluated

alongside existing schemes using the capital prioritisation model and recommendations for any revision to the programme will be reported to January Overview and Scrutiny Panels. The revenue consequences of capital spending (financing charges and changes in operational costs) have been incorporated within our financial planning.

Economic Development has made an application to the Corporate Capital prioritisation group for various Capital initiatives, which are listed in Appendix C.

In addition to this the Highway Asset Management report to Panel in July identified a trend of deteriorating road condition and an accompanying increase in the backlog of repairs. The purchasing power of the structural maintenance budget has reduced significantly in recent years and the County Council contribution of £7m per annum has not been increased in line with inflation. Panel may wish to consider whether it wishes to support a request to Cabinet to increase the funds available for road resurfacing.

A progress update on the NNDR was submitted to Cabinet on 12 October 2009. It has become clear that due to the scale and complexity of the project, the scheme is requiring more preparation than was envisaged when the initial budget and programme were prepared, which has led to a reprofile of required funding across the project and more funding needed in early years to ensure a robust scheme is developed and to minimise the risks associated in not providing sufficient responses to the Department of Transport (DfT).

5. The principal challenges for this service

- 5.1. Based on the latest information, the principal challenges facing the Services covered by this Overview and Scrutiny Panel, which need to be taken into account when assessing the budget proposals and preparing the 2010/11 service plan include:
- 5.2. Strategic Land Use and Transport Planning are specifically providing officer support to advise and influence the embedding of a Norfolk-wide climate change strategy and assist with meeting NCC targets. Challenges will arise around having sufficient resources to meet the obligations to deliver under NI186 (per capita emissions in the local authority) and NI188 (planning to adapt to climate change), which looks at the community's carbon footprint across key impact sectors and ensures that appropriate measures are in place to ensure the area is resilient to the impact of climate change - now and in the future. These two NIs are adopted within the Local Area Agreement and the significance of this challenge has also been reflected as a corporately significant area of risk (see para 5.10 of this report).
- 5.3. NI185 focuses specifically on the carbon footprint of NCC services. Closely related to NI185 is the Carbon Reduction Commitment, which is a national carbon trading scheme that will be launched in the UK in April 2010 (see section 1.2).

- 5.4. The Highways Service will be looking to address impacts of Climate Change through adopting a change in the Street Lighting Policy to remove the commitment to light throughout the night when street lighting is provided. Adopting this Policy change would significantly reduce carbon emissions across the Street Lighting network while also generate savings against the energy bill.
- 5.5. The changing climate is providing challenge for Services with respect to maintaining our assets. Increased fluctuations in temperature and weather events such as flooding all have a significant impact on the lifespan and maintenance requirements of the Highway. The Highways Service is working closely with the Emergency Planning Unit to determine how weather related emergencies should be dealt with. A Local Climate Impacts Profile conducted April 2009 by Strategic Land Use and Transport Planning identified the main risks to council services and recommended action.
- 5.6. In 2011/12 and until the benefits of the Residual Waste Treatment 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.
- 5.7. Subject to the Norwich Area Transport Strategy (NATS) Implementation Plan being signed off by Cabinet in Spring 2010, delivery of the plan will be taken forward. Whilst funding has been allocated for next year and subsequent years that will enable smaller-scale schemes to progress, additional funding sources will need to be identified for larger schemes. Further feasibility and detailed design of schemes will require input across Planning and Transportation and the Partnership. Part of the delivery of NATS will be seen through progression of the NNDR. At the time of writing this report progress is subject to gaining funding approval from Department for Transport in December/January. Future challenges will involve the subsequent planning application and public inquiry, both of which will require significant resource input from Planning and Transportation and through the Partnership in terms of preparing data, responding to queries and preparation of documentation.
- 5.8. Developing Civil Parking Enforcement (CPE) proposals will require close working with District/Borough Councils. Addressing key issues will be required if a robust business case is to be agreed. This will assist in delivery of accessibility of services around the County.

- 5.9. Key challenges for the Economic Development service will be reported to the Economic Development and Cultural Services Overview and Scrutiny Panel. The following is an overview of the key areas of activity:

Next year the Economic Development Team will focus on three core areas; business competitiveness, regeneration and growth, skills and employability. This focus along with the results of the independent review of performance and value for money of current activities (completed in 2009-10) will enable sharper commissioning during 2010-11. Diminishing funding streams will begin to impact in 2010-11 for example the Strategic Ambition fund internally will cease as will capital funding (currently £2.6m) from EEDA for the Investing in Communities Programme (IiC). The new statutory duty to carry out a Local Economic Assessment (LEA) in partnership with the key public sector agencies will be a priority to complete by April 2011.

- 5.10. The key challenges from section 3 of this report will form part of the service plan actions for 2010/13 where relevant. Actions from 2009/12 service plans are monitored on a monthly basis and reported to Overview and Scrutiny Panel on a quarterly basis along with risks deemed of corporate significance (a mid year report is also included in this agenda). Current performance monitoring shows that, generally, all Services are performing well against targets.

- 5.11. Planning and Transportation currently monitor four risks deemed as corporately significant. These risks are:

- Failure to implement the Northern Norwich Distributor Route (NDR)
- Failure to divert biodegradable municipal waste
- Failure to secure resources to reduce carbon footprint of operations in order to prepare for Carbon Reduction Commitment (CRC)
- Unforeseen weather event causes major disruption to NCC services and / or assets

These second two risks have been identified as part of work being carried out within the Strategic Land Use and Transport Planning Service. Although ownership of these risks sits within the Department they are issues that will effect the Authority and beyond, reflecting in part potential financial risk.

6. Draft revenue proposals for this overview and scrutiny panel 2010 – 2011

- 6.1. The following proposals are brought forward by the Cabinet Member in association with the service Chief Officer for consultation purposes and views are welcome. The proposals are listed in full in Appendix B.

6.2. Inflation

Adjustments have been made to inflation estimates across the department to reflect expected future trends in the Retail Price Index and other sector inflation, where these are the instruments used to determine contractual price increases. A full analysis has been undertaken and the planning assumption has been adjusted across the relevant services to reflect these increased pressures.

6.3. Management of Vacancies Linked to Organisational Review

In line with the corporately led Organisational Review, Planning and Transportation are committed to analysing staffing structures as opportunities arise by proactively managing vacancies without significant impact on service delivery. Whilst no direct savings have been attributed directly to services, it is fully expected that savings will be realised and therefore contribute to the Organisational Review efficiency project.

6.4. Enhancement of the Initiatives Process

In order to address mounting pressures to identify efficiencies and cashable savings a review of the existing initiatives process has been undertaken. The current process which forms part of our contractual agreement with our strategic partners has delivered year-on-year efficiency savings and value for money. However in order to deliver continued service improvements we will enhance the current process to enable a more 'holistic' view of efficiency across the department.

6.5. Planning and Transportation

Planning and Transportation has a planned uplift in 2010/11 of £1.061m representing the 2.5% service growth (less the adjustment for the 0% assumption for the salary uplift) mentioned in Para 2.6 above. No growth is planned for 2011/12 or 2012/13. However, the Planning and Transportation service is facing financial pressures of £2.527m in 2010/11.

Costs of managing the non-bus Park and Ride operation are fixed at around £1.000m and we have achieved a 22% reduction of the bus operation costs through re-tender (equating to £0.800m). However, there continues to be growth pressure on public transport budgets. The main reasons are the costs of supporting improved infrastructure, providing high quality customer focussed services e.g. Norwich Bus Station, maintaining and delivering real time information in accordance with Government standards and providing the existing network of supported services where demand continues to be high but services are not "commercial". There has also been some deregistration of commercial services where operators are less willing to take risks in the current economic climate.

It is proposed that the Authority adopts a change in the Street Lighting Policy to remove the commitment to light throughout the night when street lighting is provided, thereby allowing the policy framework to allow part night lighting to be introduced in Norfolk. Adopting this Policy change

would significantly reduce carbon emissions across the Street Lighting network while also generate savings against the energy bill. Subject to investment being established to update already replaced columns, cash savings of £0.041m could be realised during 2010/11 rising to over £0.200m per year when all columns are fully updated to include part night cells.

6.6. Environment and Waste

Environment and Waste has a planned uplift in 2010/11 of £0.747m representing the 2.5% service growth (less the adjustment for the 0% assumption for the salary uplift) mentioned in Para 2.6 above. No growth is planned in 2011/12 or 2012/13. However, the Environment and Waste service is facing financial pressures of £2.397m in 2010/11.

Most of the Waste budget in Environment and Waste is contractually committed and, on the whole, is demand driven according to waste levels. Alongside this, the Government continues to apply annual increases of taxation onto landfill costs, which is generating expected cost pressures of £1.510m in 2010/11. This pressure is set to increase further in future years.

The department continues to promote recycling across the County and forward estimates assume an increasing level of recycling, thereby mitigating some cost increases while reducing the impact on landfill.

As part of the development of the Household Waste Recycling Centres (HWRC) we are building larger, modern centres and closing smaller, less efficient sites as opportunities arise. We recently opened a large new centre in Kings Lynn, closing the site at Blackborough End. We now propose to:

- Close Docking HWRC as there is an overlap of service area and suitable local redirection facilities are available.
- Open on a part time basis centres at Bergh Apton, Wells-next-the-Sea, Snetterton, Wereham and Wymondham.
- Open a HWRC at Dereham in October 2010.

By adopting this approach, financial savings of £0.225m could be realised during 2010/11, although the anticipated operating cost for the proposed recycling centre in Dereham (from October 2010) is £0.200m.

We also looked at no longer offering recycling facilities for paint and to also cease the hazardous waste amnesty. However, when considering these proposals it was evident that by not offering these services associated products would likely end up in land fill, having an adverse environmental impact and ultimately increase landfill costs.

6.7. Waste Procurement Strategy

In May 2004 the Council adopted a strategy of a Twin Track approach to the procurement of waste treatment. A Gate Fee contract (Contract A) and a PFI contract (Contract B).

At its meeting in July 2009, Cabinet decided not to proceed with residual Waste Treatment Contract A on the grounds of cost, as it no longer represented a good value for money solution.

A separate report to this Panel outlines adjustments to our Waste Procurement Strategy to ensure that the Council meets its waste disposal requirements, its Landfill Allowance Trading Scheme targets and achieves value for money.

Despite these proposals there continues to be a budget gap of £1.425m against the Environment and Waste budgets. It should be noted this is less than the increase cost due to landfill tax.

6.8. Budget Risk

An assessment of risk has been included in appendix B against each budget pressure. The Department is currently monitoring a financial risk around our ability to deliver services in the current economic climate. Where relevant Services will monitor specific areas of concern within their own service delivery and feed into this central Departmental risk where relevant. This approach will be continued with regard to 2010/11.

- 6.9. Taking the Council budget as a whole, there is presently an overall shortfall in the savings requirements of some £5m based upon the proposals set out in all Scrutiny Panel reports. Work is ongoing to identify where further savings can be made, there are also some other budgetary pressures, which need to be finalised. For example, we need to make provision in 2010/11 for any projected loss on our Icelandic Bank investments. Latest information from the banks' administrators suggests that could be some £6m. We are also at the present time waiting to hear the outcome of our submission to enter the next round of Building Schools for the Future. The Council will need to agree how we meet this overall shortfall and other pressures not included within panel reports at this stage while still making progress on meeting our nine corporate objectives. Further information will be reported to Panel meetings in January.

7. 2011/12 and 2012/13

- 7.1. As reported to Cabinet in August we expect typically that the County Council will be incurring additional cost pressures of some £50m in each year. Within the attached service schedules some cost pressures for 2011/12 and 2012/13 have been identified. These will be kept under ongoing review.

8. Resource Implications

- 8.1. The implications to resources including, financial, staff, property and IT are set out in Sections 5 and 6 of this report and within the Appendices.

9. Other Implications

Legal Implications:

There are no legal issues arising from the budget proposals. In particular, the contractual arrangements for the household waste recycling centres, park and rides and street lighting would not inhibit the Council's ability to implement the budget proposals detailed in this report.

9.1. Human Rights: None

9.2. Equality Impact Assessment (EqIA)

A full programme of equality impact assessments has been carried out covering all Planning and Transportation activities, and these will be reviewed during the coming service planning process to ensure that they are up to date and reflect any changes to service delivery practices. Work is 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. An example of an improvement already in place to improve access is the provision of low level bins at recycling centres.

The relevant equality impact assessments have been reviewed for those areas where changes to service provision are proposed in order to meet the shortfall. No inequalities in access or outcome have been identified for diverse groups, and any impacts on residents would be general. For example, the impact of closing a household waste recycling centre would be that local residents would need to travel to another centre to dispose of any waste – therefore impact would be on residents in the local area generally.

9.3. Communications:

The proposed changes in service provision detailed in this report will need to be well communicated and explained to local residents and information about alternative options explained.

10. Section 17 – Crime and Disorder Act

Switching off street lights could affect the public's fear of crime, and possibly affect the incidence of crime, particularly in residential areas. Potential crime and disorder implications would be carefully considered before implementation.

11. Action Required

- 11.1. In light of the contextual issues presented and key challenges, overview and scrutiny panel members are asked to consider and comment on the planning assumptions and how these are applied, and the proposed spending pressures and savings set out in Appendix B, in order to inform Cabinet members' discussions.

- 11.2. Members are also asked to consider and identify any specific issues on the proposed list of new and amended capital schemes to be evaluated within the capital prioritisation model as part of the review of the three-year capital programme. The recommended capital programme will be reported to the January meeting of the Overview and Scrutiny Panel.

Background Papers

Both the Street Lighting Policy paper and Waste Procurement Strategy paper also included in this agenda have been used to inform parts of this report.

Officer Contact

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PLANNING CONTEXT

1. Key **demographic changes**, include:
 - Norfolk's population is growing faster than the regional average
 - We have increasing numbers of active older people – 81% of our over 85 year olds still live at home – raising implications for housing, independence and rising demand for the provision of care
 - Norfolk is becoming more diverse, with rapidly increasing black and ethnic minority populations – already around 100 languages are spoken
 - There are large and growing numbers of people from Europe living and working in areas of the county.

2. **Socio-economic factors**, such as:
 - Norfolk does have pockets of both rural and urban deprivation, and although the majority of people living in the county are not disadvantaged, 19% of children live in income deprived households
 - Generally good levels of health and higher than average life expectancy but there are people within our communities experiencing increasing inequalities in health and well-being, frequently correlating to areas of greatest deprivation in the county – for example teenage pregnancy
 - Obesity levels in the county continue to be of concern, with children's obesity being of particular concern; diseases normally seen in obese adults are becoming more common in children
 - Levels of adult participation in sport and active recreation in Norfolk remain much lower than in other parts of the country
 - Despite overall levels of crime falling in Norfolk, local people's perception of crime as an issue remains high.

3. Factors affecting **Norfolk's economy and skills**, including:
 - The current economic downturn is affecting employment and development nationally. Latest unemployment figures for Norfolk (as at mid August) show an increase in the number of people claiming job seekers allowance.
 - Norfolk already has one of the country's most significant financial service sectors, but our overall economic growth lags behind the regional average
 - Basic literacy levels in the county are below national and regional levels
 - Low wage and skills mean that that we need to create and attract more higher value jobs, such as jobs in knowledge-based industries
 - High and volatile price of crude oil impacts on the price of many oil derived materials

- It is expected that Norfolk will see 78,000 new homes built and 55,000 new jobs created by 2021, with significant numbers of people travelling to work by car.

4. **Environmental factors**, such as:

- Local Government has been identified as having a key role in tackling climate change and developing a strategy to support the UK Climate Change Programme, by cutting all greenhouse gases and carbon dioxide emissions – this presents us with a significant leadership challenge as well as delivery of improvements to our own operations
- Climate change and water resources are of major concern in the county, with challenges around issues of coastal erosion, storm damage and flooding – and increasing severity of emergencies caused by natural occurrences
- Moving towards paperless transactions in order to reduce the amount of waste going to landfill
- The Government intends to introduce five-year carbon budgets which may be set alongside other operational, funding and taxation policies and are likely to affect expectations of standards and targets as part of the assessment of services, to encourage investment in low-carbon fuels and technologies.

5. **Advances in the use of technology**, including:

- Convergence of voice and data services over broadband networks to support increasing use of mobile and home working facilities
- Increased use of mobile devices such as laptops
- Switchover from analogue to digital television in 2012 means that many more people could access services in diverse ways, such as via the internet using their television
- As part of the Waste Strategy for England 2007, we may have to make further progress with technologies relating to landfill diversion and increasing recycling at home.
- Maximising technologies available to enable safe independent living.

6. **National policy and government legislation**, such as:

- Putting People First – the Government’s shared vision for the transformation of Adult Social Care – including establishing community based support systems for the health and wellbeing of local populations, through bringing together and re-designing (health and care) local systems around the needs of citizens
- Care Matters: Time to deliver for children in care and Children & Young Persons Bill – the Government’s expectations of the right quality care and support being in place for children in the care system
- Lifetime Homes, Lifetime Neighbourhoods – the Government’s national strategy for dealing with housing in an aging society.

2010-13 Budget Proposals

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Budget proposals for Planning & Transportation as at 15th October 2009

Ref	Description of cost pressures or service improvement - shown against the key driver for the additional costs	2010-11 £k	2011-12 £k	2012-13 £k	Corporate Objective and Risk assessment of key impact to performance, value for money, equality, environment, workforce etc.
	Assumed funded budget increase for planning purposes	1,061	0	0	
	New non-specific funding - please provide comment - partner funding/LAA/indicative etc				
	Total Additional Budget for planning purposes	1,061	0	0	
	COST PRESSURES AND SERVICE IMPROVEMENTS				
	Basic Inflation - Pay (2010-11 - 0%; 2011-13 -2.25%)	0	342	349	n/a
	Basic Inflation - Prices (General 2%, Passenger transport 4%)	569	580	592	n/a
	Additional 0.7% contribution to Pensions (1% for 2011-13 years)	100	143	144	n/a
	Additional 0.5% increase in NI Employers contributions in 2011-12				n/a
	Additional Highways Maintenance Inflation	511	352	481	Corporate Objective 2 To improve travel and transport Risk rating is high putting increasing pressure on ability to deliver VFM. For further detail see para 3.1 of the main report
	Passenger Transport Inflation	0	75	0	Corporate Objective 2 To improve travel and transport Risk rating is high putting increasing pressure on our ability to deliver VFM.
	Increases in Energy Costs for street lights	0	200	200	Corporate Objective 3 Help make Norfolk a safe place to live and work Risk rating is high mitigation measures are being put in place see para.6.5 of the main report
	Reinvestment to Public Transport	667	0	0	Corporate Objective 2 To improve travel and transport Risk rating is high putting increasing pressure on our ability to deliver VFM.
	Sub Total Inflation	1,847	1,692	1,766	
	Government/Legislative requirements				
	Sub Total Legislative	0	0	0	
	Demand/Demographic				
	Increase Highways Assets by Adoption	50	51	50	Corporate Objective 1 Lead a strategic approach to the development of the Norfolk Economy Risk rating is high affecting our ability to deliver this corporate objective and provide VFM. For more information see para. 4.13 of the main report.
	Sub Total Demographics	50	51	50	
	Costs specific to actions to meet County Council Plan targets				
	Sub Total County Council Plan	0	0	0	
	Costs specific to meeting service strategies and improvements				
	LPSA - Public Transport - Reduction in Income - One off as expected to be offset from savings 2011-12	300	-300	0	Corporate Objective 2 To improve travel and transport Risk rating is high however this is a known risk and should be a one off risk
	LPSA - Road Safety - Reduction in Income - used to reduce cost pressures in 2008-09 but was one off income	330	0	0	Corporate Objective 2 To improve travel and transport Risk rating is high however this is a known risk and should be a one off risk
	Sub Total Service Improvement	630	-300	0	
	TOTAL COST PRESSURES AND SERVICE IMPROVEMENT	2,527	1,443	1,816	

Ref	Proposed action	2010-11 Estimated Saving (£k)	2011-12 Estimated Saving (£k)	2012-13 Estimated Saving (£k)	
	Non-policy issues				
	Savings from Park and Ride Retender	800	0	0	Corporate Objective B Value for Money Corporate Objective 2 To improve travel and transport Risk rating is medium see para 6.5 of the main report
	Further enhance initiative process	300			Corporate Objective B Value for Money Risk rating is high and non delivery may affect our ability to deliver VFM see para. 4.8 of the main report
	Policy Issues				
		325			Corporate Objective 1 To lead a strategic approach to the development of the Norfolk economy
	Gt Yarmouth 3rd River crossing fees				
		41			Corporate Objective 3 Help make Norfolk a safe place to live and work Risk rating is high mitigation measures are being put in place see para.6.5 of the main report
	Adjustment to Street Lighting Policy				
	TOTAL SAVINGS	1,466	0	0	

2010-13 Budget Proposals

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Budget proposals for Environment and Waste as at 15th October 2009

Ref	Description of cost pressures or service improvement - shown against the key driver for the additional costs	2010-11 £k	2011-12 £k	2012-13 £k	Corporate Objective and Risk assessment of key impact to performance, value for money, equality, environment, workforce etc.
	Assumed funded budget increase for planning purpose:	747	0	0	
	New non-specific funding - please provide comment - partner funding/LAA/indicative etc				
	Total Additional Budget for planning purposes:	747	0	0	
	COST PRESSURES AND SERVICE IMPROVEMENTS				
	Basic Inflation - Pay (2010-11 - 0%; 2011-13 -2.25%)	0	164	168	n/a
	Basic Inflation - Prices (General 2%, Passenger transport 4%)	597	609	621	n/a
	Additional 0.7% contribution to Pensions (1% for 2011-13 years)	48	69	70	n/a
	Additional 0.5% increase in NI Employers contributions in 2011-12				n/a
	Additional Inflation	42	88	105	
	Sub Total Inflation	687	930	964	
	Government/Legislative requirements				
	Mitigation measures from ceasing Contract A	0	170	720	Corporate Objective 7 To protect and sustain the environment Risk rating is high see para's 5.5 and 6.7 of the main report for mitigation measures
	Landfill Tax Increase	1,510	1,940	1,890	Corporate Objective 7 To protect and sustain the environment Risk rating is high this will impact upon our ability to deliver VFM
	Sub Total Legislative	1,510	2,110	2,610	
	Demand/Demographic				
	Increase in waste demand	0	290	0	Corporate Objective 7 To protect and sustain the environment Risk rating is medium see para 6.6 of the main report for more details
	Sub Total Demographics	0	290	0	
	Costs specific to actions to meet County Council Plan targets				
	Sub Total County Council Plan	0	0	0	
	Costs specific to meeting service strategies and improvement				
	Dereham Household Waste Recycling Centre	200	200	0	Corporate Objective 7 To protect and sustain the environment Risk rating is medium see para 6.6 of the main report for more details
	Sub Total Service Improvement	200	200	0	
	TOTAL COST PRESSURES AND SERVICE IMPROVEMENT	2,397	3,530	3,574	
Ref	Proposed action	2010-11 Estimated Saving (£k)	2011-12 Estimated Saving (£k)	2012-13 Estimated Saving (£k)	
	Non-policy issues				
	Policy Issues				
	Modernisation of Household Waste Recycling Centres	225			Corporate Objective 7 To protect and sustain the environment Risk rating is medium see para 6.6 of the main report for more details
	TOTAL SAVINGS	225	0	0	

2010-13 Budget Proposals

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Budget proposals for Economic Development as at 15th October 2009

Ref	Description of cost pressures or service improvement - shown against the key driver for the additional costs	2010-11 £k	2011-12 £k	2012-13 £k	Corporate Objective and Risk assessment of key impact to performance, value for money, equality, environment, workforce etc.
	Assumed funded budget increase for planning purposes	18	0	0	
	New non-specific funding - please provide comment - partner funding/LAA/indicative etc				
	Total Additional Budget for planning purposes	18	0	0	
	COST PRESSURES AND SERVICE IMPROVEMENTS				
	Basic Inflation - Pay (2010-11 - 0%; 2011-13 -2.25%)	0	21	22	n/a
	Basic Inflation - Prices (General 2%, Passenger transport 4%)	13	14	14	n/a
	Additional 0.7% contribution to Pensions (1% for 2011-13 years)	1	1	1	n/a
	Additional 0.5% increase in NI Employers contributions in 2011-12				n/a
	Sub Total Inflation	14	36	37	
	Government/Legislative requirements				
	Implementation of the Local Economic Assessment	80			Corporate Objective 1 To lead a strategic approach to the development of the Norfolk economy. Risk Rating is high
	Sub Total Legislative	80	0	0	
	Demand/Demographic				
	Sub Total Demographics	0	0	0	
	Costs specific to actions to meet County Council Plan targets				
	Sub Total County Council Plan	0	0	0	
	Costs specific to meeting service strategies and improvements				
	Sub Total Service Improvement	0	0	0	
	TOTAL COST PRESSURES AND SERVICE IMPROVEMENT	94	36	37	
Ref	Proposed action	2010-11 Estimated Saving (£k)	2011-12 Estimated Saving (£k)	2012-13 Estimated Saving (£k)	
	Non-policy issues				
	Policy Issues				
	TOTAL SAVINGS	0	0	0	

Appendix C

Capital priorities for Funding from Corporate Capital

Scheme	2009-10 £m	2010-11 £m	2011-12 £m	2012-13 £m
Approved as part of the 2009-10 capital prioritisation				
Genome Analysis Centre	0.500	0.500		
Total Approved Schemes	0.500	0.500	0.000	0.000
New Bids				
Great Yarmouth Railway Sidings		0.100		
Hethel Technology Park		0.125		
North Norfolk Centre for enterprise		0.250	0.250	
Hethel Engineering Centre - Extensions		0.950		
Total new bids		1.425	0.250	0.000

**East of England Plan Review to 2031: EERA
Consultation on Scenarios for housing growth**

Report by the Director of Environment, Transport and Development

Summary

The report contains Norfolk County Council's draft response to EERA's consultation on four growth scenarios. The proposed response reiterates a very strong concern that even the lowest growth scenarios are unlikely to be achievable up to 2031 in the face of the economic recession and even lower expectations on infrastructure funding to support sustainable communities. The report recommends Scenario 1 as a maximum level of growth for Norfolk but that a lower scenario should have been tested for consultation. Deadline for sending response to EERA is 24 November.

1. Background

- 1.1. The East of England Plan was published in May 2008 and provides the spatial strategy for the region up to 2021. The East of England Regional Assembly (EERA) was committed by Government to carry out an early review of the Plan to 2031 in order to increase housing numbers, which Government considered too low. The timetable for this process was always extremely tight as a draft Plan has to be submitted to Government in March 2010. This will be followed by further Public Consultation and an Examination in Public, with adoption and publication expected in 2011. Ultimately the reviewed strategy may become part of the Single Regional Strategy to be formed by the merger with the Regional Economic Strategy, under the terms of the Government's Sub National Review.
- 1.2. As a Strategic Authority, the County Council has been closely involved in the Review process and initial work included submission of statutory advice (under Section 4(4) of the 2004 Planning Act) to EERA on the testing of housing growth options. This view was developed in partnership with Norfolk Districts and was reported to Cabinet in January 2009. The response reflected very strong concern that the County was facing a huge challenge to deliver the 78,700 homes required to 2021 and that the only viable scenario for Norfolk was to continue the residual rate of development, and this was subject to major infrastructure requirements. North Norfolk and Breckland Districts and Great Yarmouth Borough subsequently reduced their offer with the net result that 16,800 additional homes, on top of those already being planned for, were proposed as an acceptable figure for Norfolk between 2008 and 2031 which would require an annual average of 3,980 per year.

1.3. A full technical appendix setting out the evidence for these views was submitted to EERA with the S4(4) response, in January 2009. This included the technical appraisal of growth capacity, constraint maps of all the market towns in Norfolk and comments on the call for sites. (A copy will be placed in the Members' room)

2. **The Current Consultation**

2.1 EERA has produced four scenarios for testing through this consultation. One is broadly based on the earlier advice from Norfolk and other councils in the region, while the other three take different national information into account. EERA stresses that the scenarios are only tools for helping them to consider the future and the final strategy could contain elements of all scenarios or others identified through the consultation.

2.2 It is important to note that Norfolk County Council's previous advice was produced a year ago well before the current economic recession. Although nothing has changed to alter our technical advice, the recession will have a severe impact on housing delivery for at least the next five years. New evidence, particularly from water cycle studies for the Greater Norwich area, also highlights additional constraints which could be 'showstoppers' but would certainly push back potential start dates of major new developments to 2020. In addition, it is clear that sources of public and private funding for infrastructure are effectively drying up.

2.3 A study of EEDA's economic forecasts and analysis of the background evidence was produced this summer for Norfolk and Districts. Although longer term economic forecasting is notoriously unreliable, there is little evidence to support more than the baseline jobs forecast up to 2031. (A copy of the Report will be placed in the Members' room)

2.4 **The Four Scenarios (see Appendix 1)**

For Norfolk, the first two Scenarios would have the same impact as they distribute the increased growth at the 'roll forward' rate of the current plan, thereby reflecting earlier advice. This would require an additional 83,000 dwellings for Norfolk from 2011 to 2031 at an average rate of 4,150 dwellings per year. (Note it is almost impossible to comment on the implications of these new figures compared to our previous assessment because of the later start date and EERA's assumptions about what will happen between 2008 and 2011).

2.5 Scenario 3 is based on the economic potential to create more jobs and the extra growth is distributed to those areas where there is forecast to be a demand for more workers. For Norfolk, this distributes the additional growth to the Greater Norwich Districts and the total figure required for Norfolk would be 85,820 dwellings at an average rate of 4,290 per year.

Scenario 4 takes its scale and distribution from the Government projections of new households which for Norfolk would require an additional 113,000 dwellings 2011-2031 at an annual average rate of 5,650.

2.6 Comment

The scale of growth indicated for Norfolk in Scenarios 1-2 is the only acceptable option of those presented and even this scale of growth is unlikely to be deliverable by 2031 for the following reasons. (Appendix 3 contains a list of currently know critical infrastructure requirements in the County):

- Delivery – recent annual average housing delivery rates in Norfolk 2001-2007 have only been 3,700 during a period of high economic growth and the longer term average is only around 3,500. This is significantly below the Scenarios 1-2 requirement of 4,150 per annum. The recession means that it may take several years to get back even to recent average building rates, particularly as the construction industry has been so severely affected.
- Growth Point Infrastructure Funding - Norwich will provide for the largest proportion of housing growth in the county yet its Growth Point Funding has been reduced. The same is true for King's Lynn and Thetford. Public Funding is likely to be severely restricted for the foreseeable future and the prospects for private sector funding are equally poor. So there is the strong likelihood that we will be faced with trying to build more housing without the infrastructure to deliver sustainable communities.
- Utility Infrastructure capacity – new evidence shows that there are likely to be very significant utility capacity constraints in the Greater Norwich area for water supply and sewerage which may impose phasing constraints up to 2020.
- Transport Infrastructure – strategic road and rail networks are poor and unlikely to be improved in the plan period apart from the A11 dualling (Thetford to Mildenhall). Within the County, transport links e.g. A47 are also poor and there is no east/west direct rail link except via Ely. While links between King's Lynn and Cambridge exist neither road nor rail connections are of a standard to support major growth. At Great Yarmouth the 3rd River Crossing is essential to enable regeneration particularly in South Denes.
- Growth in the Norwich area requires the delivery of the Norwich Area Transport Strategy Implementation Plan, a key part of which is the provision of the Northern Distributor Road and Postwick interchange. There is also a need to improve certain Southern Bypass junctions.
- Education - capacity of High Schools poses a major constraint in almost all Norfolk market towns and growth would need to be very significant (6-7,000 dwellings) to justify a new school. This scale of growth is unacceptable given the character of market towns and their poor transport links.
- Flood risk – there are major flood risk constraints at Great Yarmouth and King's Lynn, particularly in the urban centres where regeneration is needed. This may restrict the capacity for housing led regeneration.
- Power Supply – there are major power supply gaps around Norwich and in the A11 corridor and there is currently no clear solution to providing the upfront investment required.

- Environment - Norfolk's high quality environment has strong protection under the Habitats directive and this will place limits to growth beyond current levels e.g. at Thetford.
- Jobs - Norwich is the engine of the County's economy. In the rest of the County prospects for growth in the higher end sectors (knowledge economy) are less strong. Overall, Norfolk's economy keeps pace with growth but tends to generate low paid, low skilled jobs. GVA per head in Norfolk is lower than regional and national averages (except in Norwich), as is average pay. Education and skill levels remain stubbornly low in all parts of the county except Norwich. Norfolk also has a higher proportion of retired people (24%) than regionally (19%) or nationally (18%) who are not economically active and this may impact negatively on the economy.

A summary of the key infrastructure investment required is contained in Appendix 3.

Scenario 3 is highly unlikely to be deliverable given the fact that it directs additional growth to the Greater Norwich Districts and there are significant infrastructure constraints to delivering the existing growth levels, as outlined above.

Scenario 4 is simply not credible as a growth option as it would require levels of house building never experienced in Norfolk and for the reasons outlined above relating to infrastructure and environmental constraints.

3. **Resource Implications**

3.1 **Finance** : None

3.2 **Staff** : None

3.3 **Property** : None

3.4 **IT** : None

4. **Other Implications**

4.1 **Legal Implications** : None

4.2 **Human Rights** : None

4.3 **Equality Impact Assessment (EqIA)** : A full programme of equality assessments has been carried out covering all Planning and Transportation activities. This report is not directly relevant to equality in that it is not, at this stage, making proposals which may have a direct impact on equality of access or outcome. At this very high level strategic assessment it is not possible to carry out an assessment.

4.4 **Communications** : None

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

5.1 Not applicable at this strategic scale

6. **Risk Implications/Assessment**

6.1 No risk implications

8. **Alternative Options**

8.1 The alternative option would be not to respond to this EERA consultation but this would not be in the interests of Norfolk County Council as a strategic authority.

9. **Conclusion**

9.1 Nothing has changed in relation to the technical assessment of growth options contained in the County Council's S4(4) advice submitted in January 2009. This recommended the continuation of the RSS roll forward rate as the only viable option for Norfolk. However, there has been a major change in the national economy with new house building virtually at a standstill. The economic downturn is leading to reduced availability of public and private infrastructure funding which will have major repercussions for delivery of new housing. In addition new evidence has been produced which demonstrates that certain critical utility infrastructure is required to enable growth in the Greater Norwich Area which is the 'Engine of Growth' of the county.

The combination of all these factors means that it is very unlikely that the current RSS targets will be deliverable by 2031 let alone any additional growth. Scenario 1 and Scenario 2 (as currently presented for Norfolk), represent the only viable options for growth in Norfolk but even these levels are likely to be unachievable given the potential levels of funding available for infrastructure. They should therefore be seen as maximum targets.

Given the state of the economy, EERA should have included a lower growth option for consultation, based on average long term housing delivery rates.

Action Required

- (i) The Overview and Scrutiny Panel are invited to comment on and recommend that Cabinet agrees the contents of this report and the answers to the consultation questions in Appendix 2 as the response to EERA's consultation on scenarios for housing and economic growth up to 2031.

Background Papers

EERA Consultation Pack.

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 Alison McErlain or textphone 0344 800 8011 and we will do our best to help.

Appendix 1

RSS Review to 2031 – Consultation Scenarios September 2009

	1. RSS continuation scenario (distribution of district totals modified to reflect proportions suggested in S4/4 advice)		2. NHPAU low - Regional Scale Settlement Study based		3. Updated Economically Moderated Scenario based on June run		4. 2006 based Household Projections	
	2011 to 2031	2011 to 2031	2011 to 2031	2011 to 2031	2011 to 2031	2011 to 2031	2011 to 2031	2011 to 2031
	Annual target	Total change	Annual target	Total change	Annual target	Total change	annual target	Total change
Breckland	640	12,830	640	12,830	640	12,830	1,000	20,000
Broadland	720	14,460	720	14,460	840	16,820	750	15,000
Great Yarmouth	280	5,620	280	5,620	280	5,620	550	11,000
Kings Lynn & West Norfolk	660	13,120	660	13,120	660	13,120	1,050	21,000
North Norfolk	400	8,050	400	8,050	400	8,050	650	13,000
Norwich	720	14,460	720	14,460	720	14,460	850	17,000
South Norfolk	720	14,460	720	14,460	750	14,920	800	16,000
GNDP	2,160	43,380	2,160	43,380	2,310	46,200	2,400	48,000
NORFOLK	4,140	83,000	4,140	83,000	4,290	85,820	5,650	113,000

RSS consultation September 2009 - Questions

The growth scenarios

Question 1

Do you think we've chosen the right growth scenarios to consider? If not, what other scenario(s) should we consider and why?

Answer:

A lower than RSS continuation scenario should have been considered, because the lowest scenarios provided for consultation may be unattainable due to the following factors:

- Delivery – recent annual average housing delivery rates in Norfolk 2001-2007 have only been 3,700 during a period of high economic growth. This is significantly below the Scenarios 1-2 requirement of 4,150 per annum and only slightly above the longer term annual average in Norfolk of 3,300 per year. The recession means that it may take several years to get back even to recent average building rates, particularly as the construction industry has been so severely affected.
- Growth Point Infrastructure Funding - Norwich will provide for the largest proportion of housing growth in the county yet its Growth Point Funding has been reduced. The same is true for King's Lynn and Thetford. Public Funding is likely to be severely restricted for the foreseeable future and the prospects for private sector funding are equally poor. So there is the strong likelihood that we will be faced with trying to build more housing without the infrastructure to deliver sustainable communities.
- Infrastructure capacity – new evidence shows that there are likely to be very significant utility capacity constraints in the Greater Norwich area for water supply and sewerage which may impose phasing constraints up to 2020.
- Transport Infrastructure – strategic road and rail networks are poor and unlikely to be improved in the plan period apart from the A11 dualling (Thetford to Mildenhall). Growth in the Norwich area requires the Northern Distributor Road, Postwick interchange and certain Southern bypass junction improvements. Within the County, transport links e.g. A47 are also poor and there is no east/west direct rail link except via Ely. While links between King's Lynn and Cambridge exist neither road nor rail connections are of a standard to support major growth. At Great Yarmouth the 3rd River Crossing is essential to enable regeneration, particularly in South Denes.
- Education - capacity of High Schools poses a major constraint in almost all Norfolk market towns and growth would need to be very significant (6-7,000 dwellings) to justify a new school and this scale of

growth is unacceptable given the character of market towns and their poor transport links.

- Flood risk – there are major flood risk constraints at Great Yarmouth and King’s Lynn, particularly in the urban centres where regeneration is needed. This may restrict the capacity for housing led regeneration.
- Power Supply – there are major power supply gaps around Norwich and in the A11 corridor and there is currently no clear solution to providing the upfront investment required.
- Environment - Norfolk’s high quality environment has strong protection under the Habitats directive and this will place limits to growth beyond current levels e.g. at Thetford.
- Jobs - Norwich is the engine of the County’s economy. In the rest of the County prospects for growth in the higher end sectors (knowledge economy) are less strong. Overall, Norfolk’s economy keeps pace with growth but tends to generate low paid, low skilled jobs. GVA per head in Norfolk is lower than regional and national averages (except in Norwich), as is average pay. Education and skill levels remain stubbornly low in all parts of the county except Norwich. Norfolk also has a higher proportion of retired people (24%) than regionally (19%) or nationally (18%) who are not economically active and this may impact negatively on the economy.

Question 2

Do you have any comments on the four growth scenarios?

Answer:

Scenario 1 and scenario 2 (in its current form) require growth at the same rate - see response to question 3.

Scenario 3 is highly unlikely to be deliverable given the fact that it directs additional growth to the Greater Norwich Districts and there are significant infrastructure constraints to delivering the existing growth levels, as outlined above.

Scenario 4 is simply not credible as a growth option as it would require levels of house building never experienced in Norfolk and for the reasons outlined above relating to infrastructure and environmental constraints.

Question 3

What is your preferred growth scenario and why?

Answer:

In the face of the economic recession and even lower expectations on infrastructure funding to support sustainable communities, scenario 1 is considered to be a maximum level of growth for Norfolk, but even this may be unachievable (see response to question 1).

The regional impacts of the growth scenarios

Question 4

Do you agree we have covered all the regional impacts of the four scenarios that have been identified? If not, what else should we have addressed?

Answer:

The scenarios 3 and 4 fail to adequately address the constraints to development that were indicated in Norfolk County Councils original s4/4 response, some of which place finite limitations on growth (e.g. flood risk and habitat issues).

The scenarios do not take adequate account of the difficulties in funding the high levels of infrastructure that would be required to accommodate the suggested growth, which, as a result of the recession, are now unlikely to be funded by either central Government or by developers.

A focused review of the Plan

Question 5

Do you agree that the vision and objectives of the current Plan remain suitable for the revised Plan. If not, what changes would you make and why?

Answer:

The plan needs to place a greater emphasis on how the region will adapt to climate change.

Question 6

Do you have any evidence?

Answer:

UK Climate Impacts Programme (UKCIP) - UK climate projections (UKCP09) provides information on how the UK's climate is likely to change in the 21st century.

Supporting information

If you have looked at the more detailed supporting information then we would welcome any comments you might have on those, including possible directions of growth for towns and cities:

Supplementary Question 7

Do you have any comments on the sub-area profiles?

Answer:

At this stage we have not fully considered the sub-area profiles and would request clarification as to how these profiles would be used in any final document.

Supplementary Question 8

**Do you have any comments on the Integrated Sustainability Appraisal?
Is there any further information that should be taken into account?**

Answer:

The cumulative impact of increasing water abstraction and the impacts of waste water treatment and discharge on protected habitats and Biodiversity Plans need to be fully investigated and understood before increased growth is allocated. The interim ISA report does not appear to have approached this subject in sufficient detail.

The cumulative impact of recreation pressures on protected habitats and Biodiversity Plans that could result from growing populations needs to be fully understood before increased growth is allocated. The interim ISA report does not appear to have approached this subject in sufficient detail.

Infrastructure Investments Required for Growth to 2031

Roads

District	Description of works	Impact on dwelling delivery
GNDP	Northern Distributor Road	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Postwick Interchange	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A47 Blofield to North Burlingham	*1 (see footnote)
	A140 Long Stratton Bypass	*1 (see footnote)
	Junctions on A47 Southern bypass	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Cross Valley Link between UEA and Research Park	*1 (see footnote)
Kings Lynn	A47 Junction improvements	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A10 West Winch Bypass	*1 (see footnote)
	A47 East Winch/Middleton Bypass	*1 (see footnote)
	A149 Queen Elizabeth Way	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Great Yarmouth	Gapton Hall Roundabout and Vauxhall Roundabout improvements	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	3 rd River Crossing	*1 (see footnote)
	A47 improvements	*1 (see footnote)
Breckland	A47 Easton to North Tuddenham dualling	*1 (see footnote)
	Attleborough - bridge over railway and distributor road	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A11 dualling - Fiveways roundabout to Thetford	*1 (see footnote)
	A11 junction improvements at Croxton Road, Thetford	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Footnote

*1: Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable

North Norfolk	No major strategic road improvements are required to deliver dwelling growth.	*1 (see footnote)
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Transport

District	Description of works	Impact on dwelling delivery
GNDP	Improve Norwich London Rail Route	*1 (see footnote)
	Improve Norwich Cambridge Rail Route	*1 (see footnote)
	New Rail Halts at Postwick Park and Ride and Broadland Business Park	*1 (see footnote)
	Expand Postwick Park and Ride	*1 (see footnote)
	Bus Rapid Transit	*1 (see footnote)
Kings Lynn	Kings Lynn to Downham market rail dualling	*1 (see footnote)
	Measures to improve public transport arising from KLATS (Park & Ride, etc)	*1 (see footnote)
	New King's Lynn Bus Station	*1 (see footnote)
Great Yarmouth	Improve Norwich to Great Yarmouth Rail services	*1 (see footnote)
Breckland	Thetford - New Bus Station	*1 (see footnote)
North Norfolk	Improve frequency of Norwich to North Walsham rail service.	*1 (see footnote)

Water Cycle

District	Description of works	Impact on dwelling delivery
GNDP	Norwich area – improvements required for waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Footnote

*1: Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable

	Rural area – improvements required for waste water treatment at Reepham, Aylesham, Wroxham, Acle, Loddon.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Provision for water abstraction.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Norwich area - new strategic sewers required north, south and central Norwich	
Kings Lynn	King's Lynn - New pumped sewage main across River to serve development in the north of King's Lynn.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Downham Market - Significant upgrading of sewers.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Hunstanton - New terminal sewage pumping station	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Wisbech - Significant upgrading to the sewerage network	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Great Yarmouth	Provision for water abstraction and Discharge	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland	Attleborough improvements required to waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Attleborough – Trunk sewer to serve southern extension	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Thetford – Improvements required to waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Water quality and capacity improvements at Dereham, Watton and Swaffham Sewage Treatment Works	Failure to provide this infrastructure will curtail the provision of planned dwellings

Footnote

*1: Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable

	Provision for water abstraction across the district.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
North Norfolk	Foul sewerage network.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Waste Water Treatment Stalham, Horning, Fakenham, Holt, Beleaugh, North Walsham, Roughton, Great Walsingham and Wells	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Energy

District	Description of works	Impact on dwelling delivery
GNDP	NE Norwich Sector – Electricity supply	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	West Norwich Primary sub station (new one required)	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Form Norwich Esco to support north eastern eco extension	*1 (see footnote)
	Biomass Power station western quadrant	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland	Thetford primary sub station	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Reinforcement of Attleborough electricity network	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Snetterton energy solution?	*1 (see footnote)
North Norfolk	Works will be required to the Cromer Primary Substation	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Scarborough Hill switching station, Cawston substation and Thorpe in Norwich. - major reinforcement works	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Works at the North	Failure to provide this infrastructure will

Footnote

*1: Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable

	Walsham primary substation.	curtail the provision of planned dwellings.
	Works to the Primary Substation at Egmere.	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Flood Defences

District	Description of works	Impact on dwelling delivery
Great Yarmouth	Repair and increase height of flood defences at Great Yarmouth and Gorleston	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Green Infrastructure

District	Description of works	Impact on dwelling delivery
GNDP	Develop Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat and maintain the setting of historic landscapes and the setting of historic buildings.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland	Thetford - Develop Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat	Failure to provide this infrastructure will curtail the provision of planned dwellings.
North Norfolk	Develop Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat.	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Footnote

*1: Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable

Waste Procurement Strategy

Report by the Director of Environment, Transport and Development

Summary

Following the decision not to proceed with Residual Waste Treatment Contract A, the Council is recommended to adjust its Waste Procurement Strategy to:

- Trade landfill allowances with other Local Authorities under the Landfill Allowance Trading Scheme up until 2015;
- Maximise the amount of waste treated under the Public Finance Initiative Residual Waste Treatment contract currently being negotiated;
- Introduce a new Recycling Credit rate to specifically encourage the collection of household bio-degradable kitchen waste;
- Procure a number of alternative disposal, treatment, recycling and composting contracts under a 4 year framework;
- Extend its existing landfill disposal contracts for up to one year;
- Extend its existing Edgefield landfill contract with Norse as a 3 year Service Level Agreement.

This report seeks the Panel's views before the recommendations are put to Cabinet.

1. Background

- 1.1. In May 2004 the Council adopted a strategy of a Twin Track approach to the procurement of waste treatment. A Gate Fee contract (Contract A) and a PFI contract (Contract B).
- 1.2. At its meeting in July 2009, Cabinet decided not to proceed with residual Waste Treatment Contract A on the grounds of cost, as it no longer represented a good value for money solution.
- 1.3. This report outlines adjustments to our Waste Procurement Strategy to ensure that the Council meets its waste disposal requirements, its Landfill Allowance Trading Scheme targets and achieves value for money.

2. Waste Procurement Strategy

Landfill Allowance Trading Scheme targets

- 2.1 A projection of the amount of bio-degradable waste that the Council expects to dispose of in landfill is shown below:

Year	Landfill Allowance Deficit
2011/12	17,024 tonnes of BMW
2012/13	36,382 tonnes of BMW
2013/14	41,151 tonnes of BMW
2014/15	45,920 tonnes of BMW

- 2.2 This analysis indicates that the Council will be Landfill Allowance compliant for 2010/11 but will need to divert more biodegradable municipal waste from landfill, or buy Landfill Allowances from 2011/12. Landfill Allowances are currently trading at a relatively low cost. Whilst this is an additional cost to the cost of landfill disposal, Landfill Allowance trading can be part of a cost effective way of avoiding fines for failing to meet Landfill Allowance targets. Cabinet has previously approved a trading strategy in May 2005 and this should be extended up until 2015 and beyond to obtain value for money.

PFI Residual Waste Treatment contract

- 2.3 The Council is currently negotiating a Public Finance Initiative Residual Waste Treatment contract. By maximising the amount of waste treated under this contract the Landfill Allowance deficit is reduced in future years. It is expected that this contract will allow compliance by 2015, and thereafter generate a surplus.

New Recycling Credit

- 2.4 The County Council currently pays Recycling Credits, mainly to district councils, but also to the voluntary and community sector. Due to changes in the regulations, and the landfill tax escalator there is a significant difference between the average cost of disposal and the value of the Recycling Credit. This difference will be about £28/Tonne in 2011/12.
- 2.5 A new Recycling Credit rate should be introduced to encourage the collection of household bio-degradable kitchen waste. This would be done by individual agreement as part of a package of measures to include waste reduction and improve efficiencies. The new rate would not exceed the avoided cost of disposal.

Disposal, treatment, recycling and composting framework from 2011

- 2.6 Following the decision not to proceed with Contract A, the Council has been approached by a number of organisations, and has conducted some soft market testing, to determine what medium term disposal, treatment, recycling and composting facilities may be available.
- 2.7 The facilities discussed are highly varied and too complicated to consider a straight gate fee contract. For this reason a framework arrangement will be put in place for contracts up to 4 years in length commencing in the period 2011-2015. Once selected bidders will be assessed annually to award contracts that

offer value for money for the Council. Full details of the evaluation criteria and timetable will be reported to a future meeting.

Landfill disposal contracts up to 2011

2.8 The Council has a number of waste disposal contracts that expire at the end of March 2010. In order to allow time for the framework contracts to be negotiated the Council's existing disposal contracts should be extended for up to one year.

2.9 Edgefield landfill is operated by NEWS which has transferred into the Norse group of companies. For value for money and environmental protection reasons this contract should become a Service Level Agreement for 3 years with a gate fee agreed under an open book arrangement from April 2010. The Service Level Agreement will be based on the existing contract. The gate fee will be reviewed annually to reflect the actual costs.

3. Resource Implications

3.1. **Finance** : The proposals can be met from existing budgets, or have been included as cost pressures within the Council's budget setting process.

3.2. **Staff** : None

3.3. **Property** : The long term liabilities associated with Edgefield will transfer to the Council once the site is closed.

3.4. **IT** : None

4. Other Implications

4.1. **Legal Implications** : None

4.2. **Human Rights** : None

4.3. **Equality Impact Assessment (EqIA)** : The equality impacts of waste disposal contracts are considered at tender stage.

4.4. **Communications** : None

5. Section 17 – Crime and Disorder Act

5.1. None.

6. Risk Implications/Assessment

6.1. There is a risk that if the Council is unable to divert sufficient biodegradable municipal waste away from landfill, or purchase sufficient Landfill Allowances, it will be fined £150/Tonne for every tonne over its allowance.

6.2. The waste procurement strategy outlined reduces this risk.

7. **Alternative Options**

- 7.1. Alternative options would be to adopt individual elements of the strategy on their own.
- 7.2. Meeting Landfill Allowance targets by wholly relying on being able to buy sufficient Landfill Allowances, is a high risk alternative option in the long term. If sufficient Landfill Allowances could not be purchased, large fines could be levied. The Council's long term disposal costs would continue to rise with landfill tax rises.
- 7.3. Meeting Landfill Allowance targets by wholly relying on the Private Finance Initiative Residual Waste Treatment contract, risks having insufficient treatment capacity in the long term.
- 7.4. Meeting Landfill Allowance targets by wholly relying on Recycling Credits, risks Waste Collection Authorities not diverting sufficient biodegradable waste from landfill.
- 7.5. Meeting Landfill Allowance targets by wholly relying on a Framework contract, risks insufficient capacity coming forward and abandoning the PFI credits allocated to the Council.

8. **Conclusion**

- 8.1. By adjusting the Waste Procurement Strategy as above, the Council can ensure that it meets its Landfill Allowance targets and achieves value for money.

Action Required

The Panel's views on the Waste Procurement Strategy are welcomed and the Panel is asked to consider recommending to Cabinet:

- (i) Adopting the adjustments to the Waste Procurement Strategy outlined in this report.
- (ii) Trading Landfill Allowances in accordance with the agreed strategy, up until 2015.
- (iii) Introducing a new Recycling Credit rate up to the avoided cost of disposal from April 2010.
- (iv) Extending it's existing waste disposal contracts for up to one year from April 2010, with the exception of Edgefield landfill.
- (v) Extending Edgefield landfill contract as a Service Level Agreement for 3 years from April 2010, with a gate fee agreed under an open book arrangement.

Background Papers

“Procurement of Phase One of the Residual Waste Treatment Project – Contract A” Cabinet report, 13 July 2009.

“Landfill Allowance Trading Scheme”, Cabinet Report 23 May 2005

Cabinet Report “NCC’s Preferred Procurement Route for Waste”, Cabinet report, 17 May 2004.

Officer Contact

If you have any questions about matters contained in this paper please contact:

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**Norwich Area Transportation Strategy [NATS] Implementation
Plan Consultation**

Report by the Director of Environment, Transport and Development

Summary

This report informs Members of consultation that is currently taking place under the Norwich Area Transportation Strategy (NATS) to seek views of an Implementation Plan for transport delivery over the next 15-20 years. Consultation takes place over the period 12 October to 27 November and involves the general public and key stakeholders.

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 step-change in transport provision to realise the full potential of NATS and cater for all 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 this emerging Implementation Plan are:

- A bus rapid transit (BRT) network
- City centre improvements
- The NDR.

1.3 Alongside these main elements, a large number of smaller but important interventions are included in the proposed Implementation Plan. These include highway capacity improvements at specific junctions, cycling and walking improvements, Smarter Choices type initiatives such as travel planning, integrated public transport ticketing and improved information, and improvements to specific rail services. These are presented in the consultation booklet which is included separately with the agenda.

- 1.4 Details of the main elements of the Implementation Plan have been reported to Cabinet on 12 October. This report seeks to inform Members of how the Plan is being consulted on with the general public and key stakeholders and how Members can comment on the proposals.
- 1.5 Outcomes of the consultation will be used to shape the final Plan, which will be put to Cabinet in Spring 2010 for consideration and approval.

2. **Public consultation**

2.1 Public consultation began on 12 October and runs through to 27 November. This consists of the following:

- Public exhibitions at 16 different locations across the NATS (Norwich Policy) area
- A consultation leaflet, questionnaire and pre-paid envelope being distributed to 160,000 households across the NATS area
- Promotion on 'HEART' radio and 'Radio Norwich', in the Eastern Daily Press (EDP) and Evening News newspapers and inside P&R vehicles to raise awareness of the consultation
- On-line information available on www.norfolk.gov.uk/norwichtransport

2.2 Initial findings are that the exhibitions have been well attended with constructive and informative discussions being held.

2.3 The distribution of the leaflet and questionnaire appears to have been successful and not adversely affected by disputes affecting Royal Mail.

2.4 By the middle of October, over 5,000 questionnaires had been returned. The proposed national postal workers strike could adversely affect the receipt of completed questionnaires so we will be promoting the completion of as many on-line questionnaires as possible.

3. **Business and stakeholder consultation**

3.1 Key businesses and stakeholders are being engaged through face-to-face meetings and workshops. A specific business-orientated questionnaire is being sent to over 500 businesses with the assistance of the Norfolk Chamber of Commerce and Shaping Norfolk's Future. The consultation will end on 27 November.

4. **Providing feedback**

4.1 Members are asked to comment at the meeting and in addition Members can provide feedback by responding to the questionnaire electronically via www.norfolk.gov.uk/norwichtransport, via the post using the pre-paid envelope supplied with the questionnaire or through discussions with relevant officers.

5. **Resource Implications**

5.1 **Finance:**

Funding of the work to develop the NATS Implementation Plan is estimated to cost £950k during 2009/10. The specific cost of the public consultation is £100k. These costs are covered within NCC budgets.

6. **Other Implications**

6.1 **Legal Implications :**

None

6.2 **Human Rights :**

None

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

An Equality Impact Assessment is being conducted as part of developing the NATS Implementation Plan.

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

7.1 No issues

8. **Alternative Options**

8.1 The NATS Implementation Plan consultation leaflet outlines a range of transport schemes under consideration. Feedback will be fully evaluated and considered as part of shaping the final Plan, which will be put to Cabinet in Spring 2010 for consideration and approval.

9. **Conclusion**

9.1 A consultation leaflet and questionnaire has been devised as part of consultation on the NATS Implementation Plan, which runs from 12 October to 27 November.

Action Required

- (i) Members are asked to comment on the consultation.

Background Papers

NATS Consultation Leaflet – October 2009

NATS Consultation Questionnaire

Officer Contact

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

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Review of 'Probity in Planning' Guidance Note

Report by the Director of Environment, Transport and Development

Summary

A review of the Local Government Association's recently published 'Probity in Planning' guidance note has been carried out. This has identified a number of areas where existing processes and procedures represent best practice. It has also identified some possible areas for further development in relation to member training and pre-application discussions, and these specific areas are set out in this report for Members to consider.

1. Background

- 1.1. The Local Government Association recently published a guidance note called 'Probity in Planning' (see Appendix A). The guidance relates to the Council's regulatory planning function and is primarily aimed at officers and members.
- 1.2. In particular, this revised LGA guidance provides refreshed advice to better reflect the recommendations of the Killian Pretty review of planning, the role of local authorities as place shapers and the role of members as champions of their local communities.

2. Review of guidance note

- 2.1. A review of the revised guidance has been carried out against existing procedures and practices, including our Planning Procedures – Code of Best Practice included in the Council's Constitution at Appendix 18A. In a number of areas, the review has confirmed that existing processes and procedures still represent best practice. In others, it has helped to identify possible areas of further development, which may help the Council to strengthen its current approach.
- 2.2. The review has not found any areas where the Council's existing processes and procedures conflict with the revised guidance.
- 2.3. Whilst the LGA guidance does set out what can be considered as national best practice, it does not place any statutory requirement on the authority to comply. The guidance itself makes it clear there is no intention to suggest that there is one best way of doing things, and that local circumstances may provide good reasons for local variations of policy and practice.
- 2.4. A copy of the LGA document will be sent to all Planning (Regulatory) Committee Members and Substitutes so that they can be aware of its contents, and it will be incorporated into the existing training programme, as appropriate.

3. **Existing strengths and best practice**

- 3.1. In most areas the Council's processes and procedures already meet, or exceed, the guidance; examples of these are given below.
- 3.2.
- Committee Members who have decided to express their support of a particular outcome on a planning matter are guided then to declare an interest and not vote on the item at the Committee meeting, to avoid the issue of predetermination.
 - Serving councillors who act as agents for people pursuing planning matters are not permitted to play a part in the decision making process for these proposals. Also, any Members employed by planning agents are not able to sit on the Committee.
 - Existing guidance requires officer reports to committee to include the substance of any objections and the views of those consulted, a clear exposition of the development plan, site or related history and any other material considerations. They also include written recommendations and relevant technical appraisals.
 - An adopted clear scheme of public speaking at Committee is in place.

4. **Areas for potential further development**

- 4.1. The review has identified some possible areas of further development, which may help the Council to strengthen its current approach. These are set out below for Members to consider.

4.2. **Member training**

- 4.2.1. The LGA guidance (para 3.9) endorses the good practice of many councils which ensures that new Members receive training on the planning process when first serving on the planning committee. Although the Council's Constitution does recognise this by making reference to it (Appendix 18A – para 15.1), there is no specific requirement in the Constitution for training to be provided to new Members.

Recommendation 1 : That Panel recommend to Cabinet that Appendix 18A of the Constitution is amended to include a specific requirement for Members of a planning committee to receive training before they serve on the committee or as soon as practicable after their appointment.

- 4.2.2. Officers currently develop and deliver an annual training programme for Planning (Regulatory) Committee Members and substitutes. The guidance highlights some areas where this programme could be further enhanced by specifically incorporating:-

- an annual seminar on declaration of interests, predetermination, predisposition or bias (para 4.14 of the LGA guidance).
- Regular updates on changes to legislation or procedures (para 3.9 of the LGA guidance).

It is considered that incorporating these elements into the training programme would be beneficial in terms of supporting Members to effectively carry out their roles as a Member of the Planning (Regulatory) Committee.

- 4.2.3. In addition, the guidance suggests that Members revisit a sample of implemented planning permissions to assess the quality of the decisions on at least an annual basis (LGA guidance paras 12.1 and 12.2). The existing planning protocol state that site visits will be carried out, from time to time, to assess the quality of decisions made, as part of the Members training programme. This should be incorporated into the training programme on an annual basis, with a specific agenda to cover sites meeting the criteria identified in the guidance.

Recommendation 2 – that the annual training programme developed and implemented for planning committee Members specifically incorporates the elements set out in paras 4.2.2 and 4.2.3 of this report.

- 4.2.4. Members may recall that a public question was submitted to Panel at the last meeting asking whether the Panel would recommend to Cabinet that attendance at training courses making up the training programme is made compulsory for all Committee Members and substitutes. Both the LGA guidance and the council's constitution recognise training for Committee Members is essential.

4.3. **Pre-application discussions**

- 4.3.1. The Council's existing planning procedures (Appendix 18A of the Constitution) sets out requirements for pre-application discussions. The LGA guidance highlights some areas where the current approach could be further enhanced to encourage councillors to be champions of their local communities:-

- A written note to be taken of all pre-application discussions (para 7.5 of the LGA guidance). Appendix 18A of the Constitution already has a requirement for written notes to be taken for potentially contentious meetings (para 9.1), and it appears sensible to extend this to all pre-application discussions and not just those that are potentially contentious.
- As this would, in practice, mean that information would be placed on the planning file (and therefore available for members of the public to view) that currently is not, it also seems sensible to develop clear guidance on what instances it is considered that information shared at pre-application discussions is confidential and therefore would not be placed on the planning file (noting that if some pre-application information was considered to be confidential, it does not preclude the non-confidential elements of it being placed on file).
- Consideration to be given to involving other consultees in pre-application discussions for example by having public planning forums (para 7.6 of LGA guidance). There is currently no specific mechanism or guidance for holding public forums, but it is considered that this could be beneficial, particularly for major applications, where they are supported by the applicant and the pre-application submission is not considered confidential.

- Details of pre-application discussions are not shared with the Committee – current practice is that only items requiring decisions are taken to the planning committee. It may be useful for this information to be shared regularly with the Committee to enable Members to identify items of interest and seek further information.
- Local Members are consulted on any planning applications in their division and briefings can be provided by officers in advance of this. However, there is currently no mechanism for providing local Members with information on pre application discussions.

Recommendation 3 – that Panel recommend to Cabinet that Para 9.1 of Appendix 18A of the Constitution is amended to cover all pre-application discussions and for information to be placed on the planning file only if it is not considered to be confidential (see recommendation 4).

Recommendation 4 – that, in conjunction with the Chairman of the Planning (Regulatory) Committee, officers develop clear guidance on confidentiality in terms of information provided at pre-application discussions.

Recommendation 5 – that, in conjunction with the Chairman of the Planning (Regulatory) Committee, officers develop a protocol for holding public forums, as appropriate.

Recommendation 6 – that a regular newsletter is compiled for the Planning (Regulatory) Committee to update members on pre-application discussions, unless considered confidential (see recommendation 4).

Recommendation 7 – that the relevant elements of the newsletter compiled (recommendation 5) are shared with local Members so that they are able to request briefings from officers in advance of the consultation phase, as required.

- 4.3.2. Para 7.5 of the LGA guidance includes some information on ways that councillors can avoid perceptions that they may have fettered their discretion in any pre-application discussions. In particular, it recognises that although a register of everyday contacts between councillors and interested parties could be set up by local authorities, the decision as to whether to do this will depend on local circumstances. It is not recommended that a register like this is set up for the County Council as it is considered that it could be potentially onerous. The existing arrangements in place (including requirements for members to register interests) and the above recommendations to enhance current arrangements in respect of pre-application discussions (in particular a requirement for written notes to be taken at all pre-application meetings, which will then be held on the planning file) are considered to be sufficient.

5. **General**

- 5.1. The recommendations above include suggested changes to the Council's existing Constitution where it is considered that they are necessary. For a number of the other areas, including areas of current good practice and some of the recommendations for development, it may also be useful for the

Constitution to be further amended to provide greater transparency and clarity to the Council's processes. For example, to include specific provision for the areas that the annual training programme will cover or to incorporate the new guidance that it is proposed is developed.

Recommendation 8 : That the LGA guidance, a copy of this report and details of Panel's discussion on this report, is forwarded from the Panel to the Member Working Group that has recently been set up to carry out a review of the Council's Constitution so that they can consider whether any amendments to the Constitution would be appropriate in terms of providing greater transparency and clarity to the Council's processes.

6. **Resource implications**

6.1. **Finance** : None – all of the above recommendations can be implemented and managed within existing resources.

6.2. **Staff** : Some of the recommendations above do represent an enhancement of service that will impact on staff resource, for example the recommendation that the Constitution is amended to cover all pre-application discussions means, in practice, that officers will be required to take formal notes at pre-application discussion meetings where currently they do not. However, it is expected that all of the above recommendations can be implemented and managed within existing resources.

6.3. **Property** : N/A

6.4. **IT** : N/A

7. **Other Implications**

7.1. **Legal Implications** : Implementation of the recommendations set out in this report enables the Council to better reflect current planning best practice it is processes and procedures. This report includes recommended changes to the constitution to reflect changes, as necessary.

7.2. **Human Rights** : N/A

7.3. **Equality Impact Assessment (EqIA)** : The recommendations in this report are not considered to have a negative impact in terms of equality of access or outcome, but should provide greater transparency and robustness in the Council's planning procedures and processes.

7.4. **Communications** : N/A

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

8.1. N/A

9. **Planning (Regulatory) Committee Comments**

9.1. This paper has not been put before the Planning (Regulatory) Committee. However, the Chairman of the Planning (Regulatory) Committee has reviewed the documentation and is in support of the above.

10. Conclusion

10.1. Following a review of the LGA guidance, a small number of areas have been identified where it is considered appropriate to enhance our current approach and the following 8 recommendations detail proposals for this:-

Recommendation 1 : that Panel recommend to Cabinet that Appendix 18A of the Constitution is amended to include a specific requirement for members of a planning committee to receive training before they serve on the committee or as soon as practicable after their appointment.

Recommendation 2 – that the annual training programme developed and implemented for planning committee members specifically incorporates the elements set out in paras 4.2.2 and 4.2.3 of this report.

Recommendation 3 – that Panel recommend to Cabinet that Para 9.1 of Appendix 18A of the Constitution is amended to cover all pre-application discussions and for information to be placed on the planning file only if it is not considered to be confidential (see recommendation 4).

Recommendation 4 – that, in conjunction with the Chairman of the Planning (Regulatory) Committee, officers develop clear guidance on confidentiality in terms of information provided at pre-application discussions.

Recommendation 5 – that, in conjunction with the Chairman of the Planning (Regulatory) Committee, officers develop a protocol for holding and the conduct at public forums so that these can be held, as appropriate.

Recommendation 6 – that a regular newsletter is compiled for the Planning (Regulatory) Committee to update members on pre-application discussions, unless considered confidential (see recommendation 4).

Recommendation 7 – that the relevant elements of the newsletter compiled (recommendation 6) are shared with local members so that they are able to request briefings from officers in advance of the consultation phase, as required.

Recommendation 8 : that the LGA guidance, a copy of this report and details of Panel's discussion on this report, is forwarded from the Panel to the Member Working Group that has recently been set up to carry out a review of the Council's Constitution so that they can consider whether any amendments to the Constitution would be appropriate in terms of providing greater transparency and clarity to the Council's processes.

Action Required

- (i) Overview and Scrutiny Panel are asked to consider the recommendations identified as a result of a review of the LGA 'Probity in Planning' guidance as set out in this report (and listed at para 10.1).

Background Papers

Probity in Planning: the role of councillors and officers – revised guidance note on good planning practice for councillors and officers dealing with planning matters

The RTPI Code of Professional Conduct

Appendix 18A of NCC's Constitution - Planning Procedures – Code of Best Practice

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 Johnson or textphone 0344 800 8011 and we will do our best to help.



probity in planning:
the role of councillors
and officers – revised
guidance note on
good planning practice
for councillors and
officers dealing with
planning matters

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foreword

- 1.1 Planning has a positive and proactive role to play at the heart of local government. It is a powerful tool that helps councils achieve the ambitions of local communities. Good planning stimulates growth and promotes innovation. It helps to translate goals for healthier communities, higher employment, better housing, reduced congestion, educational attainment, safe and sustainable communities into action through well-designed medical centres, offices, universities, homes, roads and other facilities vital to achieving them.

The planning system works best when the roles and responsibilities of the many players essential to its effective operation are clearly understood. It is vital that elected councillors and planning officers understand their roles and the context and constraints in which they operate.

- 1.2 Planning decisions involve balancing:

- the needs and interests of individual constituents and the community, with
- the need to maintain an ethic of impartial decision-making on what can be highly controversial proposals.

The challenge of achieving the balance between these dual roles led the LGA to issue its original *Probity in*

planning guidance note in 1997. However, since then a comprehensive ethical framework for local government was introduced following the Local Government Act 2000. A revised national code of conduct for councillors was introduced in 2007. Each authority is required to adopt a local code of conduct that sets out rules governing the behaviour of its members.

This 2009 update provides refreshed advice on achieving this balance in the light of such changes. It also better reflects local authorities' roles as place shapers and the enhanced role for councillors as champions of their local communities. It recognises councillors' ability to participate in discussions prior to the receipt of a planning application on behalf of their communities, and engaging in spatial planning policy formulation.

It provides advice on this following the Killian Pretty review's recommendations. It also advises on how to avoid predetermination or bias in decision making. Whilst the advice is designed primarily for officers and councillors involved in plan-making and development management, it will also assist scrutiny and standards committees dealing with planning matters.


introduction

- 2.1 A lot has changed in expectations of the planning system since the previous LGA guidance was published.
- 2.2 Following the planning green and white papers, and subsequent legislation, planning is moving to the heart of local authorities place-shaping and community planning roles. Positive attitudes to harnessing the benefits of sustainable development are changing stereotyped images of planning as a control mechanism. More flexible and responsive development plans are being prepared to harness development to build communities and shape places.
- 2.3 Councillors are encouraged to act as champions of their local communities and to co-ordinate public service delivery through Local and Multi Area Agreements, Strategic Partnerships, and Sustainable Community Strategies. Creative place-shaping requires early and wide engagement and councillor and officer involvement. The 2008 LGA publication *Planning at the heart of local government* explains these changes in more detail.
- 2.4 This guidance is intended to facilitate the development of councillors' community engagement roles. The Nolan report resulted in pressures on councillors to avoid contact with developers in the interests of ensuring probity. However in the place-shaping context, early councillor engagement is now positively encouraged to ensure sustainable development proposals can be harnessed to produce the settlements that communities need.
- 2.5 This guidance is intended to amplify the following for councillors grasping these new opportunities:
- Standards Board for England 2007 *members guide on the code of conduct and occasional paper on predisposition, predetermination and bias*;
 - Association of Council Secretaries and Solicitors *Model member's planning code of good practice 2007*; and the
 - Planning Advisory Service *Effective engagement* advice.
- 2.6 Planning decisions are not based on an exact science. Rather, they rely on informed judgement within a firm policy context. Decisions can be highly controversial as they affect the daily lives of everyone. This is heightened by the openness of the system (it actually invites public opinion before taking decisions) and the legal nature of the development plan and decision notices. It is important, therefore, that the process is characterised by open and transparent decision-making.

- 2.7 One of the key purposes of the planning system is to manage development in the public interest. In performing this role, planning necessarily affects land and property interests, particularly the financial value of landholdings and the quality of their settings. It is important, therefore, that planning authorities should make planning decisions affecting these interests openly, impartially, with sound judgement and for justifiable reasons. The process should leave no grounds for suggesting that a decision has been partial, biased or not well-founded in any way.
- 2.8 Bearing in mind all these factors, it is not surprising that, from time to time, things can go wrong unless councils are on their guard. This is why this guidance is essential.
- 2.9 The intention of the guidance is not to suggest that there is one best way of doing things. Local circumstances may well provide good reasons for local variations of policy and practice. However, each council should review the way in which it conducts its planning business, holding in mind the recommendations of this guidance.
- 2.10 This guidance refers to the actions of a planning committee of an authority, as the main decision-making forum on planning matters. However, it is recognised that authorities have developed a range of alternative forms of decision-making: area committees; planning boards, and of course, the full council itself - as the final arbiter in planning matters. It is important to stress, therefore, that the advice in this guidance note applies equally to these alternative forms of decision-making arrangements. Indeed, it becomes very important if the full council is determining planning applications referred to it, or adopting local development documents, that councillors taking those decisions understand the importance of this guidance. The guidance also applies to councillor involvement in any planning enforcement.
- 2.11 This revised guidance note is useful to both councillors and officers who become involved in operating the planning system - it is not therefore restricted to professional town planners and planning committee members. The successful operation of the planning system relies on mutual trust and understanding of each other's role. It also relies on each ensuring that they act in a way which is not only fair and impartial but is also clearly seen to be so.

the general role and conduct of councillors and officers

- 3.1 Councillors and officers have different but complementary roles. Both serve the public but councillors are responsible to the electorate, whilst officers are responsible to the council as a whole. Officers advise councillors and the council and carry out the council's work. They are employed by the council, not by individual councillors. It follows that instructions may only be given to officers through a decision of the council or its executive or a committee. Any other system which develops is open to question. A successful relationship between councillors and officers can only be based upon mutual trust and understanding of each others positions. This relationship and the trust which underpins it must never be abused or compromised.
- 3.2 Both councillors and officers are guided by codes of conduct. The code of conduct for members (the code), supplemented by guidance from the Standards Board, provides standards and guidance for councillors. Staff who are Chartered Town Planners are guided by the RTPI's Code of Professional Conduct, breaches of which may be subject to disciplinary action by the Institute. However, not all planning officers are members of the RTPI and it is therefore recommended that the Code of Professional Conduct (or those parts of it which are relevant) is incorporated into conditions of employment. In addition to these codes, a council's standing orders set down rules which govern the conduct of council business.
- 3.3 The code sets out the requirements on councillors in relation to their conduct. It covers issues central to the preservation of an ethical approach to council business, including the need to register and declare interests, as well as appropriate relationships with other members, staff and the public. This impacts on the way in which councillors participate in the planning process. Of particular relevance to councillors making decisions on planning applications and planning policies is paragraph 6(a) which states that a member:
- “must not in his or her official capacity, or any other circumstance, use or attempt to use his or her position as a member improperly to confer on or secure for himself or herself or any other person, an advantage or disadvantage.”*
- 3.4 The basis of the planning system is the consideration of private proposals against wider public interests. Much is often at stake in this process, and opposing views are often strongly held by those involved. Whilst councillors should take account of these views,



they should not favour any person, company, group or locality, nor put themselves in a position where they appear to do so. Councillors who do not feel that they can act in this way should consider whether they are best suited to serve on a planning committee.

3.5 Councillors should also be very cautious about accepting gifts and hospitality. The code requires any members receiving, in their capacity as members, any gift or hospitality over the value of £25, to provide written notification of the details to the monitoring officer of the council within 28 days of its receipt. Such details will go in a register of gifts and hospitality, which will be open to inspection by the public.

3.6 Similarly, officers, during the course of carrying out their duties, may be offered hospitality from people with an interest in a planning proposal. Wherever possible, offers should be declined politely. If the receipt of hospitality is unavoidable, officers should ensure that it is of the minimal level and declare its receipt as soon as possible. Councils should provide a hospitality book to record such offers whether or not accepted. This book should be reviewed regularly by the council's monitoring officer. Failure by an officer to make an entry is likely to lead to disciplinary measures.

3.7 Employees must always act impartially. In order to ensure that senior officers do so, the Local Government and

Housing Act 1989 enables restrictions to be set on their outside activities, such as membership of political parties and serving on another council. Councils should carefully consider which of their officers are subject to such restrictions and review this regularly.

3.8 Staff must act impartially as a requirement of the draft statutory employees' code. Such impartiality (particularly crucial in highly contentious matters) is re-enforced by requirements on members in the code. Members are placed under a requirement by paragraphs 2(b) and (c) of the code to: treat others with respect; and not to do anything which compromises or which is likely to compromise the impartiality of those who work for, or on behalf of, the authority.

3.9 Finally, planning legislation and guidance can be complex. The LGA endorses the good practice of many councils which ensures that their members receive training on the planning process when first serving on the planning committee. It also recommends that members be updated regularly on changes to legislation or procedures. Such training is essential for those members involved in making decisions on planning applications and on local development documents. Authorities should provide training on the planning processes for all members.

registration and declaration of interests: predetermination, predisposition or bias

- 4.1 The Local Government Act 2000 and the national code place requirements on members on the registration and declaration of their interests, as well as the consequences for the member's participation in consideration of an issue, in the light of those interests. For full guidance on personal and prejudicial interests reference should be made to the Standard's Board *Code of Conduct guidance* 2007. In addition, advice may be sought from the council's monitoring officer. The requirements must be followed scrupulously and councillors should review their situation regularly. However, ultimate responsibility for fulfilling the requirements rests individually with each councillor.
- 4.2 The provisions of the code are an attempt to separate out interests arising from the personal and private interests of the councillor and those arising from the councillor's wider public life. The emphasis is on a consideration of the status of the interest in each case by the councillor personally, and included in that judgement is a consideration of the perception of the public, acting reasonably and with knowledge of the facts.
- 4.3 A register of members' interests will be maintained by the council's monitoring officer, which will be available for public inspection. A member must provide the monitoring officer with written details of relevant interests within 28 days of their election, or appointment to office. Any changes to those interests must similarly be notified within 28 days of the member becoming aware of such changes.
- 4.4 An interest can either be personal or personal and prejudicial. The 2007 national code defines personal and prejudicial interests in any matter under discussion, and should be referred to for the appropriate detail. A useful test to determine whether a position or view could be considered to be biased is to think about whether a fair-minded and informed observer, having considered the facts, would conclude that there was a real possibility of bias. Predetermination goes beyond predisposition and essentially evades the process of weighing and balancing relevant factors and taking into account other viewpoints. Sections 6.4 and 6.5 of this guidance further illustrate the concepts of bias and predetermination.

4.5 A prejudicial interest would require withdrawal of the councillor from the committee. However, an exception has been included in the 2007 code. Where a councillor has a prejudicial interest in any business of the authority, they may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose. Paragraph 5.3 of this guidance advises on this when a councillor is submitting a planning application to their authority.

4.6 If a councillor with a prejudicial interest speaks at a committee, they should withdraw after they have spoken. This is to ensure that members of the committee do not, by their presence, influence or seek to influence the remainder of the decision-making body.

4.7 The exceptions made to the definition of personal interests in the code, relating to membership of outside bodies, are attempts to clarify the nature of such interests and to encourage participation in such cases. It appears that too often in the past, members had been prevented from participation in discussions in such circumstances, on the basis that mere membership of another body constituted an interest that required

such a prohibition, even in cases where the member was only on that body as a representative of the authority.

In addition, this clause was intended to allow councillors to exercise their representative function and make representations on behalf of their constituents, in cases where they have a personal and prejudicial interest.

4.8 A personal interest will not require withdrawal. Where a member considers they have a personal interest in a matter, they must always declare it, but it does not follow that the personal interest debar the member from participation in the discussion.


4.9 In addition to any declaring personal or prejudicial interests, members of a planning committee need to avoid any appearance of bias or of having predetermined their views before taking a decision on a planning application. The Standards Board has provided guidance on predetermination, predisposition and bias. Avoidance of bias or predetermination is a principle of natural justice which the decision-maker is expected to embrace by the courts. But councillors will often form an initial impression or view.

A distinction is drawn by the courts between a planning councillor having clearly expressed an intention to vote in a particular way before a meeting (pre-determination), and a predisposition to an initial view, but where the councillor is clear they are willing to listen to all the material considerations presented at the committee before deciding on how to exercise their vote on behalf of the community. In the latter case there is no predetermination. This distinction is helpfully explained by the Standards Board for England in an occasional paper.

4.10 If a planning committee councillor has been lobbied by friends or others and wishes to pre-determine their position to promote or oppose a planning application, they will need to consider whether this has become a personal interest or not. Whether or not it is a personal interest, they need to consider if their view is likely to be regarded as pre-determined and against the fair determination of the planning application. If they have pre-determined their position, they should avoid being part of the decision-making body for that application.

4.11 A ward councillor who is also a member of the planning committee wishing to campaign for or against a proposal could speak at a planning committee on behalf of their constituents, having declared their pre-determined position. The councillor can continue to represent those ward interests as a spokesperson for their local community, notwithstanding their normal planning committee membership. However they would have to declare their position and not take part in the vote to avoid accusations of bias.

4.12 Cabinets and executives have created an interesting situation for cabinet members, portfolio holders and leaders who are also members of the planning application or local development document planning decision body. Authorities will typically have a member responsible for development. If that member is on the authority's planning committee or other decision-making body for planning matters, there may be occasions when that member will wish to press for a particular development which the member regards as beneficial to the development of the area. Should that executive member be able to vote on any planning application relating to that development?



4.13 The appropriate action is not clear cut, and will depend on the circumstances of a particular case. However, the general advice is that a member in such circumstances may well be so committed to a particular development as the result of their cabinet/executive responsibility that they may not be able to demonstrate that they are able to take account of all material considerations before a final decision on a planning application is reached. The member may be seen as the chief advocate on behalf of the authority for the development in question. In that sense, the member almost represents the ‘internal applicant’. In such circumstances, the appropriate approach is likely to be that the member is able to argue for the development but should not vote on the relevant applications.

4.14 Given the significance of well-informed and appropriate judgments by members on the declaration of interests, predetermination predisposition and bias, it is strongly recommended that councils should hold annual seminars on the issue, and on the planning process generally. Many do this.

The Standards Board nationally, and the authority’s standards committee locally, have the statutory responsibility of promoting and maintaining high standards of conduct by members and assisting them to observe the authority’s statutory code of conduct. In providing such guidance and training to members at local level, the standards committee of the authority should be encouraged to include provision for the implications of the code and this guidance in planning matters to be considered.

development proposals submitted by councillors and officers; and council development

- 5.1 Proposals to their own authority by serving and former councillors, officers and their close associates and relatives can easily give rise to suspicions of impropriety. So can proposals for a council's own development. Proposals can take the form of either planning applications or development plan proposals.
- 5.2 It is perfectly legitimate for such proposals to be submitted. However, it is vital to ensure that they are handled in such a way that gives no grounds for accusations of favouritism. Any local planning protocol or code of good practice should address the following points in relation to proposals submitted by councillors and planning officers:
- serving councillors who act as agents for people pursuing planning matters within their authority should not play a part in the decision-making process for those proposals. Similarly, if they submit their own proposal to their authority they should play no part in its decision making;
 - a system should be devised to identify such proposals;
 - the council's monitoring officer should be informed of such proposals;
 - proposals should be reported to the planning committee as main items and not dealt with by officers under delegated powers.
- 5.3 The consideration of a proposal from a councillor in such circumstances would be considered as a prejudicial interest under the code and as such, the councillor would be required to withdraw from any consideration of the matter. The code also provides that the councillor should 'not seek improperly to influence a decision about the matter'. It is important to emphasise here that 'improperly' does not imply that a councillor should have any fewer rights than a member of the public in seeking to explain and justify their proposal to an officer in advance of consideration by a committee.
- However, whilst a member with a prejudicial interest may now address the committee under the code if the public enjoy the same rights, the member should consider whether it would be wise to do so in all the circumstances of the case, which could include the nature of the prejudicial interest and the relationship of the councillor with the remainder of the planning committee.
- 5.4 Proposals for a council's own development should be treated with the same transparency and impartiality as those of private developers . A member whose cabinet/executive responsibility effectively makes them an advocate for the development in question almost represents the 'internal applicant'. In such circumstances, the appropriate approach is likely to be that the member is able to argue for the development but should not vote on the relevant applications.

lobbying of and by councillors

- 6.1 It is important to recognise that lobbying is a normal and perfectly proper part of the political process. Those who may be affected by a planning decision will often seek to influence it through an approach to their elected ward member or to a member of the planning committee. As the Nolan Committee's third report stated: "It is essential for the proper operation of the planning system that local concerns are adequately ventilated. The most effective and suitable way that this can be done is through the local elected representatives, the councillors themselves". Any guidance failing to take account of the realities of the political/representative process will not carry credibility with experienced elected members.
- 6.2 However, lobbying can lead to the impartiality and integrity of a councillor being called into question, unless care and common sense is exercised by all the parties involved. When being lobbied, councillors (members of the planning committee in particular) should take care about expressing an opinion that may be taken as indicating that they have already made up their mind on the issue before they have been exposed to all the evidence and arguments. In such situations, they should restrict themselves to giving procedural advice, including suggesting to those who are lobbying, that they should speak or write to the relevant officer, in order that their opinions can be included in the officer's report to the committee. If they do express an opinion, they should make it clear that they will only be in a position to take a final decision after having heard all the relevant evidence and arguments at committee.
- 6.3 Concerns on poor practices within local authorities have often been based on the issue of lobbying.
- 6.4 Councillors, and members of the planning committee in particular, need to avoid bias and predetermination and take account of the general public's (and the Ombudsman's) expectation that a planning application will be processed and determined in an open and fair manner. To do this, members taking the decision will take account of all the evidence presented before arriving at a decision, and will avoid committing themselves one way or another before hearing all the arguments. To do otherwise makes them vulnerable to an accusation of partiality. Bias or the appearance of bias has to be avoided by the decision-maker. Whilst the determination of a planning application is not strictly a 'quasi-judicial' process (unlike, say, certain licensing functions carried out by the local authority), it is,

nevertheless, a formal administrative process involving application of national and local policies, reference to legislation and case law as well as rules of procedure, rights of appeal and an expectation that people will act reasonably and fairly. There is an added possibility that an aggrieved party may seek judicial review on the way in which a decision has been arrived at; or complain to the Local Government Ombudsman on grounds of mal-administration; or that a member has breached the code.

- 6.5 In reality of course, members will often form an initial view (a predisposition) about an application early on in its passage through the system, whether or not they have been lobbied. The difficulty created by the nature of the planning committee's proceedings as set out in the paragraph above, is that members of the committee (at least those who are not councillors of the affected ward - see overleaf) should not decide or declare which way they may be inclined to vote in advance of the planning meeting, or before hearing evidence and arguments on both sides.
- 6.6 Political reality suggests that it is often important to distinguish between the role of the planning committee member who is, and who is not, a ward member for the area affected by a particular planning application.

A planning committee member who does not represent the ward affected is in an easier position to adopt an impartial stance, however strong his or her feelings about the application may be, and to wait until the committee meeting before declaring one way or another.

- 6.7 A planning committee member who represents a ward affected by an application may be in a difficult position if it is a controversial matter on which a lot of lobbying takes place. If the member responds to lobbying by deciding to go public in support of a particular outcome - or even campaigning actively for it - they will have predetermined their position when the committee comes to take a decision on the application. The risk of perceived bias means that the proper course of action for such a member would be not to vote.
- 6.8 As explained previously, even where a councillor has a prejudicial interest in any business of the authority, they may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose.

- 6.9 A ward councillor who is also a member of the planning committee wishing to campaign for or against a proposal could speak at a planning committee on behalf of their constituents, having declared their pre-determined position. A pre-determined councillor can continue to represent those ward interests as a spokesperson for their local community, notwithstanding their planning committee membership. If that councillor speaks on behalf of a lobby group at the decision-making committee, they would be well advised to withdraw once any public or ward member speaking opportunities had been completed. This is to counter any suggestion that members of the committee may have been influenced by their continuing presence.
- 6.10 Councils should consider the provision of arrangements for the planning committee to hear representations from a ward member in circumstances where that member takes the view that it would be inappropriate to vote, if these are not already dealt with in the council's procedures. (See also section 9 on public speaking at planning committees).
- 6.11 It should be evident from the previous paragraphs that it is very difficult to find a form of words which conveys every nuance of these situations and which gets the balance right between the duty to be an active local representative and the requirement when taking decisions on planning matters to take account of all arguments in an open-minded way. It cannot be stressed too strongly, however, that the striking of this balance is, ultimately, the responsibility of the individual member.

6.12 Any local code or guidance of planning good practice should also address the following more specific issues about lobbying:

- given that the point at which a decision on a planning application is made cannot occur before the planning committee meeting, when all available information is to hand and has been duly considered, no political group meeting should be used to decide how councillors should vote. The use of political whips to seek to influence the outcome of a planning application is likely to be regarded as maladministration;
- with the exception in some circumstances of ward councillors, whose position has already been covered in the preceding paragraphs, planning committee councillors should in general avoid organising support for or against a planning application, and avoid lobbying other councillors. Such actions can easily be misunderstood by parties to the application and to the general public;
- councillors should not put improper pressure on officers for a particular recommendation, and, as required by the code, should not do anything which compromises, or is likely to compromise, the officers' impartiality. Officers acting under the council's delegation scheme

to determine an application or making recommendations for decision by committee, are required to be impartial. It is therefore important, as reflected in the code, for councillors to refrain from seeking to influence the outcome of the officer's decision or recommendation;

- call-in procedures, whereby members can require a proposal that would normally be determined under the delegated authority to be called in for determination by the planning committees, should include provisions requiring the reasons for call in to be expressed in writing so that there is a record of decision, and should refer solely to matters of material planning concern.

pre-application discussions

- 7.1 Discussions between a potential applicant and a council prior to the submission of an application can be of considerable benefit to both parties and are encouraged. However, it would be easy for such discussions to become, or to be seen by objectors to become part of a lobbying process on the part of the applicant.
- 7.2 With the recognition of the need to allow and encourage councillors to be champions of their local communities in the local government white paper, there has followed a realisation that councillor engagement in pre-application discussions on major development is necessary to allow councillors to fulfil this role. Many councils had been so concerned about probity issues following Nolan and the introduction of the ethical code, that they had not involved councillors in pre-application discussions for fear of councillors being accused of predetermination when the subsequent application came before them for determination.
- 7.3 In 2006, the Audit Commission followed emerging advice from the Local Government Association, National Planning Forum, and Planning Advisory Service that councillor involvement in pre-application discussions was beneficial provided it was done within carefully established limits to protect the council and its councillors.
- The Audit Commission recommended that councils should develop effective approaches to pre-application discussions which involve councillors, to ensure the issues relating to proposed planning applications are identified and addressed early in the process. This was partly to help councillors lead on community issues and partly to ensure that issues were not identified for the first time when the application was presented to the committee for decision, causing delay and frustration.
- 7.4 The updated 2008 leaflet *Positive engagement – a guide for planning councillors* endorsed by the government and LGA asks councillors to be prepared to engage with officers in appropriate pre-application discussions.
- 7.5 In order to avoid perceptions that councillors might have fettered their discretion in any pre application discussions, **such discussions should take place within clear guidelines. These guidelines need to be developed by an authority and published to assist councillors and officers.** Although the term 'pre-application' has been used, the same considerations should apply to any discussions which take place before a decision is taken. In addition to any guidelines to deal with specific local circumstances, a protocol should include:

- clarity at the outset that the discussions will not bind a council to making a particular decision and that any views expressed are personal and provisional. By the very nature of such meetings not all relevant information may be at hand, nor will formal consultations with interested parties have taken place;
- consistent advice should be given by officers based upon the development plan and material considerations. There should be no significant difference of interpretation of planning policies amongst planning officers. It is officers' role to ensure consistency of advice and officers should therefore be present with councillors in pre application meetings. All officers taking part in such discussions should make clear whether or not they are the decision-maker. Councillors should avoid giving separate advice on the development plan or material considerations as they may not be aware of all the issues at an early stage. Neither should they become drawn into any negotiations. They should ask their officers to deal with any necessary negotiations to ensure that the authority's position is co-ordinated;
- a written note should be made of all meetings. An officer would best make the arrangements for such meetings, attend and write

a follow-up letter. A note should also be taken of similar telephone discussions. The note should be placed on the file as a public record to show a transparent approach. Sometimes confidentiality is needed and should be respected. However the need for this can easily be exaggerated and confidentiality of advice by representatives of a public body on a planning matter will rarely be justified even if the applicant's interest is sensitive. If there is a legitimate reason for confidentiality regarding the proposal, a note of the non-confidential issues raised or advice given can still normally be recorded on the file to reassure others not party to the discussion;

- care must be taken to ensure that advice is not partial (nor seen to be), otherwise the subsequent report or recommendation to committee could appear to be advocacy; and
- the decision as to whether to establish a register for everyday contacts between councillors and interested parties will depend on local circumstances. Many councillors will be talking regularly to constituents to gauge their views on matters of local concern, and such a register may be considered, as the Nolan Committee argued, impractical and unnecessary. Councillors will, however, need to register any gifts and hospitality received as a requirement of the code.

- 7.6 Consideration needs to be given to when to involve other consultees and the community in pre-application discussions. Some authorities have been very successful in engaging their councillors and communities by having public planning forums to explore major pre-application proposals with the developer outlining their ideas and invited speakers to represent differing interests and consultees. The advantages of the authority setting up such forums are the transparency of process, and the ability of ward councillors and other councillors to seek information and identify important issues for the proposal to address, without the risk of planning councillors having engaged with developers in such a way as to suggest they have pre-determined themselves. Members should also be aware of the code of conduct which means that they should not use their position to improperly influence decisions. This provision does not only apply to councillors when they are in a committee meeting.
- 7.7 Authorities also have other mechanisms to involve councillors in pre-application discussions including:
- committee information reports by officers of discussions from which councillors can identify items of interest and seek further information and raise issues for consideration;
 - developer presentations to committees which have the advantage of transparency if held in public as a committee would normally be;
 - ward councillor briefing by officers of the content of initial pre application meetings held.
- 7.8 The 2007 CLG report on *Member Involvement in Planning Decisions*, the 2007 London Councils report on *Connecting Councillors with Strategic Planning Applications*, and the 2007 POS Enterprises Development Management practice guidance note on *Councillor involvement in pre-application discussions* provide examples and advice for those interested in developing appropriate protocols for their authority. Full references are given at the end of this document.
- 7.9 Statements of Community Involvement required as part of the LDF need to be reviewed to see whether mechanisms for such dialogue are already in place, or if the statement needs to be updated to reflect the council's approach.

officer reports to committee

- 8.1 The courts and Ombudsman advice have determined officer reports on planning applications must have regard to the following points:
- reports should be accurate and cover, amongst other things, the substance of any objections and the views of those consulted;
 - relevant information should include a clear exposition of the development plan; site or related history; and any other material considerations;
 - reports should have a written recommendation of action. Oral reporting (except to update a report) should be avoided and carefully minuted when it does occur;
 - reports should contain technical appraisals which clearly justify a recommendation;
 - if the report's recommendation is contrary to the provisions of the development plan, the material considerations which justify the departure must be clearly stated.

It is particularly important to do so, not only as a matter of good practice, but because failure may constitute maladministration, or give rise to judicial review on the grounds that the decision was not taken in accordance with the provisions of the development plan and the council's statutory duty under s38A of the Planning and Compensation Act 2004.

public speaking at planning committees

9.1 The principle of whether or not public speaking should be allowed at a planning committee is very much a matter for the local authority concerned. A majority of authorities now provide such an opportunity. The benefits seen by those authorities are that public confidence is generally enhanced and that direct lobbying may as a result be reduced. The disadvantage is that the approach may lengthen meetings and make them marginally more difficult to manage. However, where public speaking is allowed, it is important that clear protocols are established about who is allowed to speak, including provisions for applicants, supporters, ward councillors, parish councils and third party objectors arrangements. In addition, in the interests of equity, the time allowed for presentations for and against the development should be identical, and those speaking should be asked to direct their presentation to reinforcing or amplifying representations already made to the council in writing.

9.2 Documents not previously submitted should not normally be circulated to the committee as all parties may not have time to react to the submissions, and councillors may not be able to give proper consideration to the matter. Officers may not be able to provide considered advice on any material considerations arising. This should also be told to those who intend to speak.

The acceptance of circulated material could imply a willingness to take the necessary time to investigate any issues raised and lead to the need to defer the application or risk a complaint about the way the material has been considered. For similar reasons, messages passed to members sitting in planning committees should be avoided. Care needs to be taken to avoid the perception of external influence or bias.

decision contrary to officer recommendation and/or the development plan

- 10.1 The law requires that decisions should be taken in accordance with the development plan, unless material considerations indicate otherwise (s38A Planning & Compensation Act 2004).
- 10.2 This gives rise to two main issues. Firstly, all applications which are not in accordance with the development plan must be identified and advertised as such. Secondly, if it is intended to approve such an application, the material considerations leading to this conclusion must be clearly identified, and how these considerations justify overriding the development plan must be clearly demonstrated. The application may then have to be referred to the relevant secretary of state, depending upon the type and scale of the development proposed. If the officers' report recommends approval of such a departure, the justification for this should be included, in full, in that report.
- 10.3 The Association of Council Secretaries and Solicitors' **Model Planning Code** advises planning committees to take the following steps prior to making a decision contrary to officers' recommendations:
- encouraging the formation of tentative reasons by discussing a predisposition with planning officers beforehand;
 - writing down the reasons as part of the mover's motion;
 - adjourning for a few minutes for those reasons to be discussed;
 - if a very strong objection from officers on validity of reasons, considering deferring to another meeting to have the putative reasons tested and discussed.

10.4 If the planning committee makes a decision contrary to the officers' recommendation (whether for approval or refusal), a detailed minute of the committee's reasons should be made and a copy placed on the application file. Thus, members should be prepared to explain in full their reasons for not agreeing with the officer's recommendation. In so doing, members should observe the 'Wednesbury principle' (the case of *Associated Provincial Picture Houses Ltd. v. Wednesbury Corporation* [1948] 1 K.B. 223) which, put simply, requires all relevant information (ie material considerations) to be taken into account and all irrelevant information (ie non-material matters) to be ignored.

The officer should also be given an opportunity to explain the implications of the contrary decision.

10.5 The courts have expressed the view that the committee's reasons should be clear and convincing. The personal circumstances of an applicant, or any other material or non-material considerations which might cause local controversy, will rarely provide such grounds. A notable exception is where planning policy allows for this, for example, the provision of a dwelling for an agricultural worker.

committee site visit

- 11.1 Earlier enquiries revealed little consistency amongst councils on the operation of site visits, both in terms of why they are held and how they are conducted. While a variety of approaches can be healthy, the lack of any common approach on when and why to hold a site visit and how to conduct it can leave a council open to the accusation that such visits are arbitrary and unfair or a covert lobbying device. A protocol setting out the arrangements for a council could be used to encourage consistency and transparency of process.
- 11.2 The code applies whenever the councillor is conducting official business, which will include site visits. Councils should set out the criteria for deciding when a site visit is justified and consider the procedures for such visits. In doing so, the following points may be helpful:
- site visits can cause delay and additional costs and should only be used where the expected benefit is substantial; officers will have visited the site and identified material considerations on behalf of the council;
 - they should be carefully organised to ensure that the purpose, format and conduct are clearly established at the outset and subsequently adhered to throughout the visit;
 - many councils allow site visits to be 'triggered' by a request from the ward councillor. It is acknowledged that this may be a proper part of the representative role of the member, and should normally be considered if allowed for in any local planning guidance, although the 'substantial benefit' test should still apply. It is also good practice to keep a record of the reasons why a site visit is called.
- 11.3 A site visit is only likely to be necessary if:
- the impact of the proposed development is difficult to visualise from the plans and any supporting material, including photographs taken by officers (although if that is the case, additional illustrative material should have been requested in advance); or
 - there is a good reason why the comments of the applicant and objectors cannot be expressed adequately in writing, or the proposal is particularly contentious.
- 11.4 Site visits consisting simply of an inspection by a viewing sub-committee, with officer assistance, are in most cases the most fair and equitable approach. An inspection could be unaccompanied (ie without applicant and objectors) or accompanied but run on the strict lines of a planning inspector's site inspection, ie not allowing arguments to be expressed on site.

regular review of decisions

- 12.1 The report of the Audit Commission Building in Quality recommended that councillors should revisit a sample of implemented planning permissions to assess the quality of the decisions. Such a review should improve the quality and consistency of decision-making, strengthening public confidence in the planning system, and can help with reviews of planning policy.
- 12.2 Such reviews are best undertaken at least annually. They should include examples from a broad range of categories such as major and minor development; permitted departures; upheld appeals; listed building works and enforcement cases. Briefing notes should be prepared on each case. The planning committee should formally consider the review and decide whether it gave rise to the need to reconsider any policies or practices.
- 12.3 Scrutiny committees may be able to assist in this process but the essential purpose of these reviews is to assist planning committee members to refine their understanding of the impact of their decisions from the visiting of completed developments. It is therefore important for planning committee members to be fully engaged in such reviews.

complaints and record keeping

- 13.1 Whatever procedures a council operates, it is likely that complaints will be made. However, the adoption of the advice in this guidance should greatly reduce the occasions on which complaints are justified. It should also provide less reason for people to complain in the first place.
- 13.2 A logical consequence of adopting good planning practice guidance is that a council should also have in place a robust complaints system. Such a system may well apply to all council activities, but a council should consider specifically how planning-related complaints will be handled, in relation to the code of good practice.
- 13.3 So that complaints may be fully investigated and as a matter of general good practice, record keeping should be complete and accurate. Omissions and inaccuracies could cause a complaint or undermine a council's case. The guiding rule is that every planning application file should contain an accurate account of events throughout its life. It should be possible for someone not involved in that application to understand what the decision was, and why and how it had been reached. Particular care needs to be taken with applications determined under officers' delegated powers. Such decisions should be as well documented and recorded as those taken by members. These principles apply equally to enforcement and development plan matters.

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**Planning and Transportation, the
Environment and Waste Overview and
Scrutiny Panel**
4 November 2009
Item No. 18

A47 to A1067 Link Road

Report by the Director of Environment, Transport & Development

Summary

This report summarises progress to date following the January 2008 Cabinet report on A47 to A1067 Link Road. It also recommends a way forward, including a short to medium term implementation strategy to offer benefits to the local communities affected by traffic levels in this area, as well as setting out a longer term strategy for further improvements.

1.0 Introduction

- 1.1 There has been a longstanding issue regarding traffic travelling between the A1067 and A47 west of Norwich. Although a network of C and unclassified roads exist, there is no Principal or B class road linking the two. In particular, through traffic in Weston Longville village, and HGV traffic through Hockering village centre, has a detrimental environmental impact on local residents and their quality of life.
- 1.2 Following the establishment of working groups and a local consultation into a number of options in 2007, a paper on the A47 to A1067 Link Road was considered by Cabinet on the 28 January 2008. Cabinet endorsed the report's recommendation that further investigation into two short-listed options be progressed.
- 1.3 This report explains the work done since January 2008 looking into the two short-listed options. It covers the technical aspects, environmental aspects and also the impacts of the current and likely future funding available.
- 1.4 This report recommends a way forward, including a short to medium term implementation strategy which will offer benefits to the local communities affected by traffic levels in this area, as well as setting out a longer term strategy for further improvements in this corridor. The report also suggests a timetable for implementation.

2.0 Background

- 2.1. As part of the Cabinet decision to develop the NDR between the A1067 and the A47 at Postwick, it was recognised that removal of the section between the A1067 and A47 west of Norwich would mean that the issues between Hockering and Lenwade would remain unaddressed. It was therefore agreed that consultation with the local community would take place to identify a local road scheme that would address the long-standing local issues in the area.

- 2.2. Consultation with a wide range of local representatives, including Parish Councils, District Councils, District and County Councilors, took place between 2005 and 2007. Several working group meetings took place initially to scope the issues and then propose solutions. All options put forward were considered and through the working group five routes were agreed for public consultation. A wide consultation was undertaken with leaflets, exhibitions and meetings during 2007. The outcome of this consultation resulted in the Cabinet report of 28 January 2008.
- 2.3. At the 28 January 2008 Cabinet meeting, the report's recommendation that further investigation into option 1 and a combination of options 1 and 3 be undertaken was endorsed. These options were detailed in the public consultation leaflets from 2007. A plan detailing option 1 and a combination of options 1 and 3 is attached to this report as Appendix A. In 2007, option 1 was estimated to cost £8.4m and Option 3 £5.8m.
- 2.4. There remains a high level of local interest in this scheme. The feedback received from Local Member and Parish Councils affected by the route is that they are keen to see construction work start at the earliest opportunity, as long as it resolves the current local issues.
- 2.5. The scheme itself is more of a strategic benefit to the area, linking the A1067 to the A47, with the added benefit of improving the environment within both Hockering and Weston Longville village centres. However, it offers very limited benefit towards achieving Local Transport Plan (LTP) targets or corporate priorities, including casualty reduction. In previous reports on the link road, it has been recommended that LTP funding is not used, as this would greatly restrict opportunities to implement significant safety and network improvements across the county. It would also compromise our ability to deliver LTP targets and maintain our 'excellent' rating by the Department for Transport for LTP delivery.
- 2.6. This report now summarises the work done since January 2008.

3.0 **Option 1 Summary**

- 3.1 A more detailed analysis of option 1 is attached as Appendix B.
- 3.2 In summary, option 1 has a very high environmental impact which would require substantial mitigation measures which could significantly increase the scheme cost estimate. At the current time and with a likely cost estimate of between £10m and £15m, it is probably unaffordable.

4.0 **Combined Option 1 and 3 Summary**

- 4.1 A more detailed analysis of the combined option 1 and 3 is attached in Appendix B.
- 4.2 Currently, the full combined option 1 and 3 scheme will cost between £4m and £5m plus a further £300,000 to £1m for maintenance work on the Stone Road /

Lyng Road route. This would achieve a 6m wide consistent route between the A47 and A1067 but would not involve any alterations to the existing junctions at either end. However, the scheme would allow HGV's to be removed from Hockering village centre. The necessary environmental mitigation works may increase this cost estimate depending on the exact requirements.

- 4.3 An alternative option which would still allow HGV's to be removed from Hockering village centre is to undertake the works to sections 4, 5, 6 and 7 in the short to medium term. This would involve junction reprioritisation and land purchase for road widening along the route, and is estimated to cost between £1.8m and £2.3m, plus a further £300,000 to £1m for maintenance work on the Stone Road / Lyng Road route. Even at this cost, the works would need to be phased over several years.

5.0 **Funding & Scheme Costs**

- 5.1 The link road scheme offers very limited benefit towards achieving Local Transport Plan (LTP) targets or corporate priorities. In previous reports on the link road, it has been recommended that LTP funding is not used, as this would greatly restrict opportunities to implement significant safety and network improvements around the county such as the recently completed, A149 Lavender Corner, A1067 Stibbard Crossroads, B1354 Hainford, and A140 Pulham Market Crossroads schemes. It would also compromise our ability to deliver LTP targets.
- 5.2 Although the January 2008 Cabinet report noted that LTP funding should not be used, at the current time no other funding sources exist to progress this type of scheme. Given the economic downturn and funding pressures faced by central and local Government, there is unlikely to be any new sources of funding available in the short to medium term. There is the possibility of some corporate capital funding for the scheme, although in light of the current economic climate it is unlikely that the sums required would be available.
- 5.3 All three options covered in this report would cost several million pounds to implement. The £10m to £15m likely cost for the Option 1 compares with an overall LTP Integrated Transport allocation of around £10m for all highway improvement schemes around the county each year. In particular, junction improvement schemes and road widening schemes such as this are typically funded from the £1.5m annual Local Road Scheme budget.

6.0 **Effect on Programme**

- 6.1 The average cost of an Integrated Transport scheme in 2008/09 was around £85,000. Therefore, if £500,000 was allocated to this scheme, then five or six fewer smaller schemes would need to be deferred. In addition, with such a reduction, the larger planned safety related junction improvement schemes such as the A149/B1152 Repps / Martham, A134/A1122 Crimbleham / Stradsett crossroads and A146/B1136 Hales schemes, would need to be deferred, because they would become difficult to accommodate within the existing budgets.

6.2 An annual allocation from the structural maintenance budget is also likely to have a detrimental impact on the national Performance Indicator for A and B/C roads, depending on which budget the allocation is taken from. Both these aspects are under pressure and surveys are indicating that road condition is deteriorating across the county. Therefore, any funding reallocated from the structural maintenance budget would have a detrimental affect on these performance indicators. An analysis has been undertaken to determine the affect on these performance indicators as a result of improving the roads affected by the proposed scheme. This revealed there would be no real improvement in C road condition if the whole combined option 1 and 3 route was improved, and a very small improvement in C road condition if just sections 4, 5, 6 and 7 and Stone Road / Lyng Road were improved, primarily due to the condition of the latter.

7.0 **Route Hierarchy**

7.1 The existing route hierarchy status of the roads in the area is a mixture of HGV Access routes (generally the southern section) and Main Distributor roads (generally the northern section). These are all currently C class roads. It is proposed that following any improvements in the area, the new route is signed as a B Road and changed to a Main Distributor road in the NCC route hierarchy classification. This should help attract traffic onto the route from the surrounding, more unsuitable routes.

8.0 **Other Options**

8.1 There are two other potential options which should be considered given the anticipated future financial situation, as detailed below.

8.2 **Do Nothing**

The do nothing option has no immediate capital cost, will not remove HGV or through traffic from Hockering or Weston Longville, or provide a strategic link between the A1067 and the A47. In addition, there is the ongoing maintenance cost of the existing roads which would need to be funded from the structural and routine maintenance budgets.

8.3 **Do Minimum**

There remains an option to route HGV traffic along the combined option 1 and 3 route without carrying out any of the recommended road widening and road resurfacing works. This would leave sections of the route below 6m in width which is likely to have safety implications for road users. It would still be recommended to carry out the works at Wood Lane / Walnut Tree Lane to reprioritise the junction. This particular option would also avoid any adverse impact on bats, newts, County Wildlife Sites and Ancient Woodland, whilst still offering enhancements to Hockering (through HGV removal from the village centre) and Weston Longville. Costs for maintaining the road, which would suffer from road edge deterioration, would fall onto the existing structural maintenance budget.

9.0 **Conclusions**

- 9.1 At the current time and with a likely cost estimate of between £10m and £15m, Option 1 is unaffordable. It also has a very high environmental impact which would require substantial mitigation measures which would significantly increase the scheme cost estimate.
- 9.2 Currently, the full combined option 1 and 3 scheme would cost between £4m and £5m plus a further £300,000 to £1m for maintenance work on the Stone Road / Lyng Road route. This would achieve a 6m wide consistent route between the A47 and A1067 but would not involve any alterations to the existing junctions at either end. Additionally, the scheme would allow HGV's to be removed from Hockering village centre. The necessary environmental mitigation works may increase this figure further depending on the exact requirements.
- 9.3 An alternative option which would still allow HGV to be removed from Hockering village centre is to undertake the works to sections 4, 5, 6 and 7 (the southern section of the full combined option 1 and 3 scheme only). This would involve junction reprioritisation and land purchase required for road widening along the route, and is estimated to cost between £1.8m and £2.3m, plus a further £300,000 to £1m for maintenance work on the Stone Road / Lyng Road route. Even at this cost, the works would need to be phased, developed and implemented over several years as part of the Highways Capital Programme.
- 9.4 The limited contribution of the scheme to Local Transport Plan and Corporate priorities makes it difficult to justify funding the scheme. Significant value engineering has taken place to avoid new road construction, and retain the existing junctions at the A47 and A1067, as this makes the scheme more affordable.
- 9.5 If Cabinet agrees to take forward the scheme described in 9.3 above, it is recommended that detailed design, consultation and land negotiations commence in 2009/10 and continue in 2010/11. A £50,000 allocation would need to be made in 2009/10 from the Highway Improvements Programme to enable this to commence. Future financial planning would also need to be made. Annual allocations from 2010/11 onwards should be made within the Highways Capital Programme as resources allow. This could be split between the Integrated Transport budget and the Structural Maintenance budget as the scheme should result in the resolution of maintenance issues on the affected roads in this area. Given the relative benefits, it is recommended that allocations are split between these budgets in the ratio two-thirds to one-third respectively.
- 9.6 If the combined option 1 and 3 scheme outlined in paragraph 9.3 is adopted, it would be possible in the long term, to consider future improvements such as new junctions and widening the remaining sections on their merits. They could then be prioritised based on their contributions towards future targets. If there is future industrial or housing growth in this area, there also remains the possibility of developer funding being used to progress these route

enhancements in the long term.

10.0 **Recommendations**

10.1 If it is decided to progress a scheme, the recommended way forward would be to undertake the works to sections 4, 5, 6 and 7 (the southern section of the full combined option 1 and 3 scheme), which is estimated to cost between £1.8m and £2.3m, plus a further £300,000 to £1m for maintenance work on the Stone Road / Lyng Road route. Phasing the works as part of the Highways Capital Programme would also be recommended.

10.2 It would be recommended that financial provision be made to take forward the scheme on a phased basis. In summary this is

- A £50,000 allocation in 2009/10 from the Highway Improvements Programme to enable detailed design, consultation and land negotiations to commence;
- Upgrade the southern sections 4, 5, 6 and 7 through annual allocations from the Highways Capital Programme as resources permit;
- Splitting this annual allocation between the Improvements budget and Structural Maintenance budget in the ratio two-thirds to one-third respectively.

10.3 It is also recommended that once the sections 4, 5, 6 and 7 are improved, HGV restrictions in Hockering are installed to prevent HGV's from using the village centre.

10.4 It is also recommended that the new road is reclassified from a C road to a B road.

10.5 It is recommended to wait until the Highways Agency review of the Mattishall Roundabout is completed before making a decision on whether to consult on a proposal to modify Berry's Lane.

10.6 In the longer term, consider improvements to the junctions with the A47 and A1067 and the northern section of the route (sections 1, 2 and 3), when funding permits.

11.0 **Resource Implications**

11.1 **Finance** : The allocation of future budgets for scheme development and implementation will need to be considered as part of the budget planning process, particularly as budget reductions are expected in the short to medium term.

11.2 **Staff** : None

11.3 **Property** : None

11.4 **IT** : None

12.0 **Other Implications**

12.1 **Legal Implications** : None

12.2 **Human Rights** : None

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

12.4 **Communications** : None

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

13.1 None

14.0 **Risk Implications/Assessment**

14.1 There is a risk that capital funding may be reduced in the short to medium term given the current economic climate. This may affect the County Council's ability to fund any proposed scheme.

14.2 Any scheme specific risks and implications (particularly environmental) will be assessed and mitigated during the development of the scheme.

Action Required

- (i) that Overview and Scrutiny Panel scrutinises this report and considers whether this scheme and the options outlined represent good value for money. Comments made by the Panel will be verbally presented to Cabinet on 9 November 2009.

Background Papers

January 2008 Cabinet Report - A47-A1067 Link Improvement

March 2009 Combined Option 1 and 3 Feasibility Study – Part 1

September 2009 Environmental Overview Report

September 2009 Combined Option 1 and 3 Feasibility Study – Part 2

[Click here to view Appendix A](#) [Click here to view Appendix B](#)
[Click here to view Appendix C\(1\)](#) [Click here to view Appendix C\(2\)](#)

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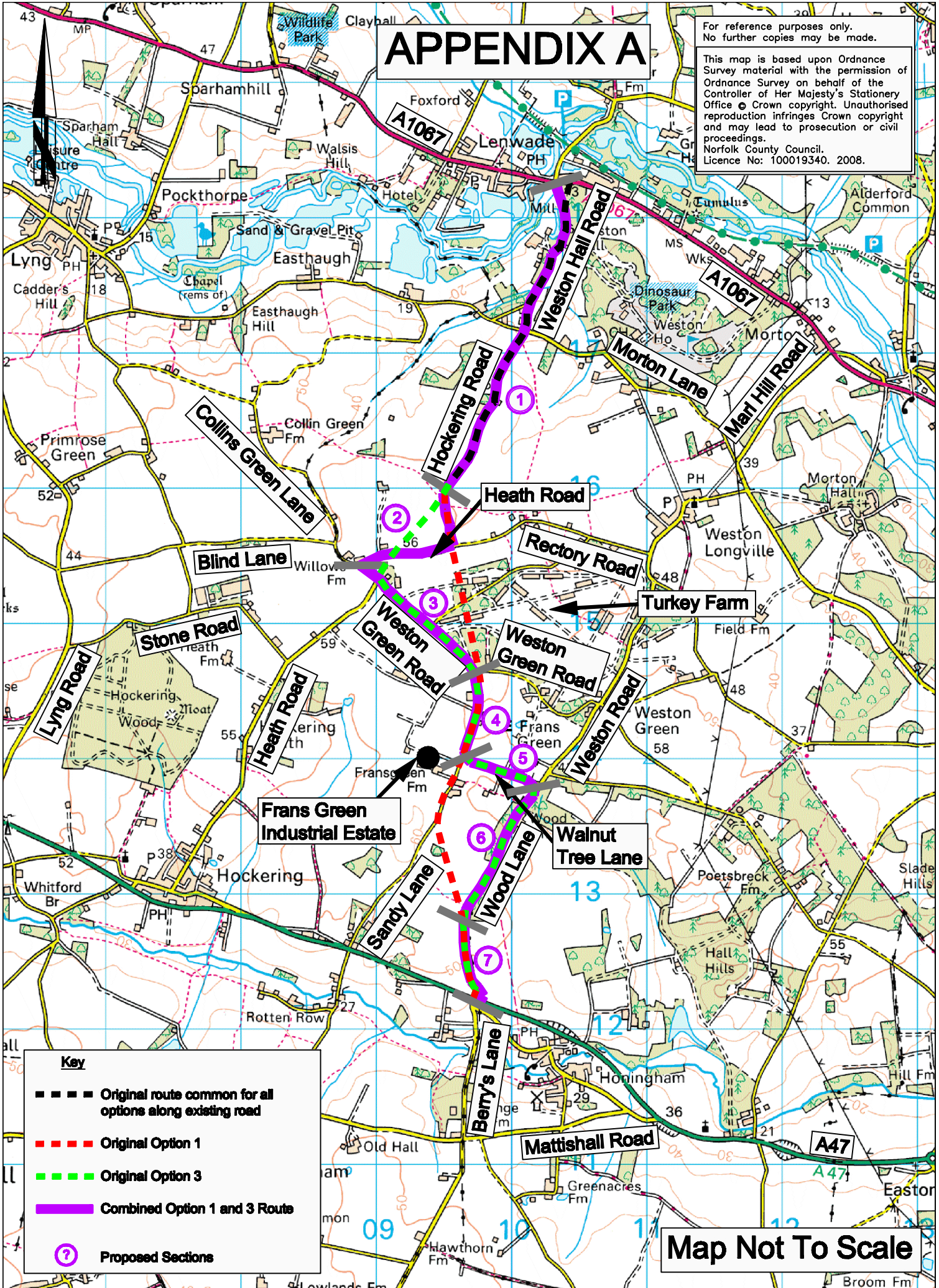


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APPENDIX A

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Key

- Original route common for all options along existing road
- Original Option 1
- Original Option 3
- Combined Option 1 and 3 Route
- Proposed Sections

Map Not To Scale

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

4 November 2009

Item No.18

Appendix B: A47 to A1067 Link Road – Option Details

Report by the Director of Environment, Transport & Development

1.0 Option 1

1.1 Technical Aspects

1.1.1 As detailed in the original 2007 consultation information, Option 1 included utilising sections of the existing road alignment in the area, with sections (3.2km in total) of new road construction between Wood Lane and Sandy Lane, and between Weston Green Road and Heath Road. In addition, major junction improvements were proposed with the A1067 and A47. The A1067 junction also included road realignment through the wooded area known as Lenwade Plantation. The route of Option 1 is detailed in Appendix A.

1.1.2 Both the new road construction and the improvements to the existing road alignment would achieve a 6.5m wide carriageway with 1m wide verges. This would result in a high standard road, complying with the latest design standards.

1.2 Environmental Aspects

1.2.1 During Summer 2009, an Environmental Overview report was commissioned to determine the potential environmental impacts of the proposals. The main environmental impacts would be on bats and at one location Great Crested Newts. The report also identified all designated sites, habitats, protected and notable species within 50m of the route.

1.2.2 As would be expected, sections of new road construction and widening of the existing sections of road will lead to a substantial impact on the environment. The new sections of road construction would require a full environmental impact appraisal which, due to the need to carry out a suite of species surveys, could take up to 18 months to complete and cost between £50,000 to £100,000. Significant amounts of hedges and tree clearance would be required. This would impact on flight paths and foraging routes used by the bats. Ideally new hedge lines would be established before the removal of the existing hedges. The on-line strengthening sections would also require a full environmental impact appraisal because of the areas affected when widening to 6.5m.

- 1.2.3 Option 1 involves a new junction with the A1067 and road realignment through the woods approaching the A1067. The Environmental Overview report highlights that this is a particularly sensitive area. It is adjacent to a County Wildlife Site and the River Wensum Special Area of Conservation (SAC) / Site of Special Scientific Interest (SSSI). The report identified considerable bat activity focused around the trees situated on the road verges. The report concludes this section is considered unsuitable for widening or new road construction, especially with regard to protection of water features. Any significant changes to the road widths and road alignment in this area would need a full drainage attenuation scheme to ensure surface water would not pollute the River Wensum SAC.
- 1.2.4 At the southern end of the proposed scheme, significant widening would affect County Wildlife sites and a section of Ancient Woodland.

1.3 **Financial Aspects**

- 1.3.1 In 2007, option 1 was estimated to cost £8.4m, including a section of new road construction through part of the Lenwade Plantation and for a new junction on the A1067. Based on similar, recently completed schemes, the cost of doing this small section would be of the order £2m to £4m including a new junction on the A1067. In addition, there would be severe environmental impact on the plantation. The necessary drainage attenuation scheme could cost a further £500,000 to £1m.
- 1.3.2 The option 1 scheme also included a section of new road construction and a new junction with the A47. A roundabout junction on the A47 would cost in excess of £2.5m. The existing junction is of a good standard (especially when compared to other Principal / C road junctions around the county), with good visibility and with a dedicated right turn lane on the A47. However, looking at existing and potential future traffic flows, the latest design standards recommend that ideally the junction with the A47 should take the form of a roundabout. This would be very close to the recently constructed Mattishall Road roundabout.
- 1.3.3 Given the above comments, the 2007 cost estimates appear to be on the conservative side, especially when compared to the costs of recently delivered schemes. A likely cost for the Option 1 scheme is currently estimated at between £10m to £15m.

2.0 **Combined Option 1 and 3**

2.1 **Technical Aspects**

- 2.1.1 The first part of a feasibility study into the combined Option 1 & 3 proposal was completed in March 2009. This investigated a route utilising sections of both option 1 and option 3 with a view to balancing functionality, cost, safety and environmental impact. Expensive new road construction has been avoided to make the scheme as deliverable and affordable as possible. A plan detailing the combined option 1 and 3 route can be found in Appendix C. For ease of

reference and costing the route has been divided into the following different sections:

- Section 1A – C173 Weston Hall Road (A1067 to Sandy Lane / Morton Lane junction);
- Section 1B – C173 Hockering Road (Sandy Lane / Morton Lane junction to 300m north of Heath Road);
- Section 2 – C173 Hockering Road / Heath Road (300m north of Heath Road to Willows Farm);
- Section 3 – Heath Road / Weston Green Road (Willows Farm to Sandy Lane);
- Section 4 – C451 Sandy Lane to Sandy Lane / Walnut Tree Lane junction;
- Section 5 – C451 Walnut Tree Lane;
- Section 6 – C167 Wood Lane (northern section);
- Section 7 – C167 Wood Lane (southern section).

These sections are summarised on the plan in Appendix C.

2.1.2 The feasibility study investigated a range of construction options for each of the sections identified above. The recommended option is to undertake carriageway recycling and widening to achieve a 6.0m minimum width. It is considered that this is sufficient to enable two HGV to pass and although this is lower than the 6.5m Main Distributor standard, it is better than the Local Access Road standard of 5.5m and is the current HGV access road standard. At 6.0m width, the road would be of a higher standard than many parts of the existing B road network. In addition, vehicle speeds are unlikely to be high as the alignment will not be significantly improved, as evidenced by the low casualty record on the existing route. Where possible, a desirable 1m verge width will be provided. However, in some areas this will not be possible due to the environmental consequences (i.e. loss of mature trees, established hedges etc). Although this is below standard, it is felt appropriate given the environmentally sensitive location. The solution for each section also takes account of the effect on existing properties, buildings and utilities, and where possible minimises this.

2.1.3 The original proposal was for a section of new road construction through part of the Lenwade Plantation and for a new junction on the A1067. Based on similar, recently completed schemes, the cost of doing this small section would be of the order £2m to £4m including a new junction on the A1067. In addition, there would be severe environmental impact on the plantation. Similarly, the original consultation document suggested a section of new road construction and a new junction with the A47 be considered. This element alone could cost a further £2m to £4m. The existing junction is of a good standard, with good visibility and with a dedicated right turn lane on the A47.

2.1.4 The second part of the feasibility study into the combined Option 1 & 3 proposal was completed in September 2009. This assessed both the existing A47 / Wood Lane junction and the A1067 / Weston Hall Road junction with the latest design standards. This report concluded:

- The A47 / Wood Lane junction layout is not ideal for the predicted traffic flows and a roundabout would be preferred. The addition of HGV right turn movements and consideration of the existing accident record worsens the situation.
- Closure of Berry's Lane to simplify the junction and the prevention of right turn HGV movements from Wood Lane would improve the situation.
- The existing A1067 / Weston Hall Road junction is not ideal for the predicted traffic flows and a ghost island junction is preferred.
- However, the study identified a number of issues relating to a ghost island junction, including concerns by Natural England about any increased surface water to be drained from the carriageway into adjacent land (the River Wensum SAC), due to its proximity to the bridge. A culvert to the west of the junction would need to be modified to achieve the necessary alignment, and the close proximity of nearby buildings and watercourse prevents the required stagger between the junctions.

Therefore, the proposal for new junctions at either end of the Link Road is not considered affordable or buildable at this stage. They should however, be monitored and considered as stand alone improvement schemes and be prioritised along with other junction improvement schemes around the county.

2.1.5 Preventing right turn HGV movements from Wood Lane would improve the situation regarding operation of the A47 / Wood Lane junction. The existing westbound HGV routing arrangement could be utilised whereby HGV's use Stone Road and Lyng Road to access the A47 via a slip road at North Tuddenham. This would still achieve one of the main objectives of the scheme by removing HGV from Hockering village centre. More detailed survey work is required on the condition of Stone Road and Lyng Road, but preliminary findings indicate that options for improvement of the existing road surface would cost between £300,000 for a thin overlay to £1m for full carriageway recycling and reconstruction. This is road maintenance work which would be necessary even if no scheme was taken forward.

2.1.6 Simplifying the A47 / Wood Lane junction by closing Berry's Lane would improve the situation. The closure of Berry's Lane is being investigated as a separate issue with the Highways Agency following the resulting traffic impacts of installing the nearby roundabout. Although simplifying the junction will improve safety at the junction for any link road scheme, the local impacts would need to be investigated further as Berry's Lane is a key north-south route for local traffic.

2.1.7 To implement the combined option 1 and 3 scheme, land purchase will be required in some areas. However, compared with Option 1, the amount of land required is substantially reduced to small, isolated thin strips at certain points along the route. Land purchase will involve negotiations with individual landowners and can typically take several months or years to conclude. To achieve a 6m carriageway width, areas of land purchase will be required in sections 1B, 5, 6 and 7.

2.1.8 Sections 1A, 1B, 2 and 3 already operate with two way HGV traffic to accommodate the existing HGV routing arrangements in this area. Therefore, there is a possibility of a phased approach whereby works to sections 4, 5, 6 and 7 could be implemented in the short to medium term to enable HGV restrictions to be imposed in Hockering to prevent HGV's going through the village centre.

2.2 Environmental Aspects

2.2.1 As described above, an Environmental Overview report was commissioned to identify the potential environmental impacts of any scheme. The main environmental impacts identified were the presence of bats and Great Crested Newts at one location.

2.2.2 The combined option 1 and 3 route minimises the cost and environmental impact of the scheme whilst still achieving a safe and attractive route for vehicles (to relieve Hockering and Weston Longville). Although sections of this route will have an impact on a section of Ancient Woodland, bat flight and foraging lines and established hedges and trees, the effect is considerably less than for option 1. Now that the Environmental Overview report has identified these issues, during any future detailed design work, the impact on these areas will be avoided if possible, or minimised and mitigated if they cannot be avoided. If possible, new hedge lines would be established before removing existing hedges to mitigate the impact on flight paths and foraging routes.

2.2.3 More specifically the Environmental Overview report summarised the following:

- Section 1A – particularly sensitive area adjacent to County Wildlife Site, River Wensum SAC / SSSI and considerable bat activity. Therefore considered unsuitable for any widening works;
- Section 1B – significant bat activity with use of existing trees and hedges – further surveys and mitigation measures would be required;
- Section 2 – bat activity along road. Proposed widening should not adversely impact on foraging routes as minimal removal of trees and hedges;
- Section 3 – significant bat activity but proposed scheme impact minimal;
- Section 4 – Great Crested Newts in pond – mitigation measures required. Bat activity along road and removal of hedges and trees should be avoided;
- Section 5 – any road widening should avoid the hedges and scrub to the north of the road and be taken from the south;
- Section 6 – Ancient Woodland, two County Wildlife sites and buildings in this section. Mitigation scheme and compensation would need to be agreed with Natural England if any Ancient Woodland affected. Similarly if County Wildlife site affected although this would be agreed within NCC;
- Section 7 – appropriate mitigation and replacement of hedges and trees would be necessary if further surveys identified bats in this

section.

2.2.4 In summary, any works will need to be carefully developed further to minimise any environmental impact during the detailed design stage. Section 6 with the Ancient Woodland and County Wildlife Sites would need particularly careful development. However, the combined option 1 and 3 option has significantly lower environmental impact than the option 1 proposal.

2.3 Financial Aspects

2.3.1 The cost of the combined option 1 and 3 scheme, along with other improvements such as junction reprioritisation is estimated to be in the region of £4m to £5m. Even at this cost, a phased implementation over a number of years will be required, which will also need to take account of the time taken to complete land purchase negotiations.

2.3.2 The feasibility study identified that sections 4, 5, 6 and 7 would need to be improved before two-way HGV traffic could be allowed to use the route in its entirety. Sections 1A, 1B, 2 and 3 already carry two-way HGV traffic so could be improved at a later date. The current estimated costs are:

- a) for sections 4, 5, 6 and 7 between £1.8m and £2.3m, including junction reprioritisation and land purchase required for road widening. This is the minimum work required to enable two-way HGV traffic along the route;
- b) for sections 1A, 1B, 2 and 3 between £2.2m and £2.7m, including land purchase required for road widening.

It should be noted that these costs are provisional and would need to be developed further through the detailed design process. However, they do appear realistic when compared to the cost of current schemes.

2.3.3 In addition to the above, there would be the further cost of between £300,000 and £1m for works to improve the condition of Stone Road and Lyng Road.

3.0 Local Feedback Summary

3.1. Informal meetings have been held with representatives from Hockering and Weston Longville Parish Councils and some Local and District Councillors over the past 12 months. At these meetings the revised combined option 1 and 3 has been discussed. Although disappointed that a full new road scheme may not be implemented, the financial limitations were generally understood.

3.2. Hockering Parish Council

The main concern at the meetings with Hockering Parish Council was for the HGV's to be taken out of the village centre and from past the primary school. Throughout the meetings, it was stressed by the Parish Council that there are a large number of HGV's which currently drive through the village, and this statement is supported by site observations. The August 2005 traffic survey

figures record that 336 HGV's use the route through Hockering every day, out of a total of 2,149 vehicles (15%).

Although generally supportive of the combined Option 1 and 3 route, the Parish were concerned with the major road junctions, particularly with the A47. They see the junctions as being a key part of making the route attractive and usable. In particular, they consider the A47 / Wood Lane / Berry's Lane junction as a key north – south route for traffic, and would like any improvements which would allow all possible turning movements. As a result, the Parish may object to the closure of Berry's Lane to make the junction with the A47 simpler and safer.

The Parish Council also expressed a preference for a minimum road width of 6.5m along the route. They also raised the suggestion of a compromise if funding improvements to the A47 junction was not available in the short to medium term. This would be to improve the road as per the combined option 1 and 3, retain the existing layout of the A47 junction, and use the existing HGV route for those vehicles currently heading westbound / towards Dereham. HGV's would then be removed from Hockering village centre, HGV's heading towards Norwich would use the new road, and those HGV travelling towards Dereham would use the existing routing via Stone Road and Lyng Road. This is the previously described Stone Road / Lyng Road route.

3.3. Weston Longville Parish Council

The main concern at the meetings with Weston Longville Parish Council was for the traffic to be taken out of the village centre. A large number of light vehicles currently use the route as it is the shortest and most direct route between the A47 and A1067. This is despite a 6' 6" width restriction and sections of the road being so narrow that two cars cannot pass. This natural traffic calming appears to not deter vehicles. The 2006 traffic survey revealed that 2,190 vehicles used the route through Weston Longville each day, (including 67 HGV's).

Although generally supportive of the combined Option 1 and 3 route, the Parish were concerned that if the overall effect of a two way HGV route were to create a less attractive and usable route for both HGV and commuter traffic and if this were combined with weak traffic management measures in and around the village then a very real consequence might be that more traffic would choose routes through the village. In these circumstances the Parish may prefer the status quo. From the Parish's point of view an attractive route is one which solves the problem of HGV's turning right at the Wood Lane junction, reprioritises the junction at Wood Lane and Walnut Tree Lane, straightens the route around Willows Farm, ensures that the road is wide enough for HGV vehicles to pass one another safely.

During a further site meeting with Weston Longville Parish Council, it has been agreed to carry out a separate feasibility study into improvements within the village to improve pedestrian accessibility, make drivers more aware of vehicle

width restrictions and speed limits and minor traffic calming to deter drivers from using this as a through route. These measures should also help prevent further deterioration of the carriageway in this area which suffers from severe over-running and erosion. This feasibility study is currently underway.

Background Papers

January 2008 Cabinet Report - A47-A1067 Link Improvement

March 2009 Combined Option 1 and 3 Feasibility Study – Part 1

September 2009 Environmental Overview Report

September 2009 Combined Option 1 and 3 Feasibility Study – Part 2

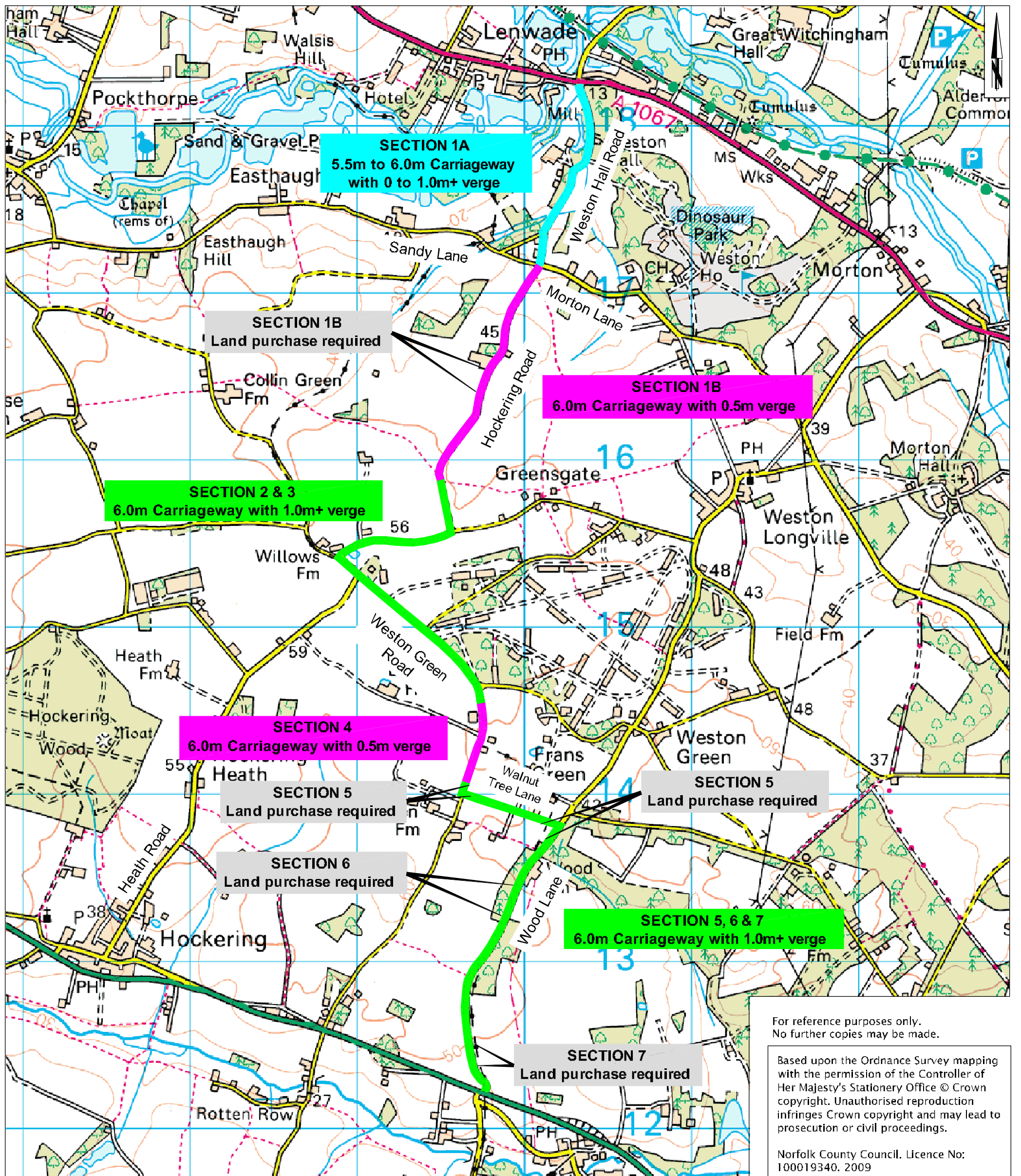
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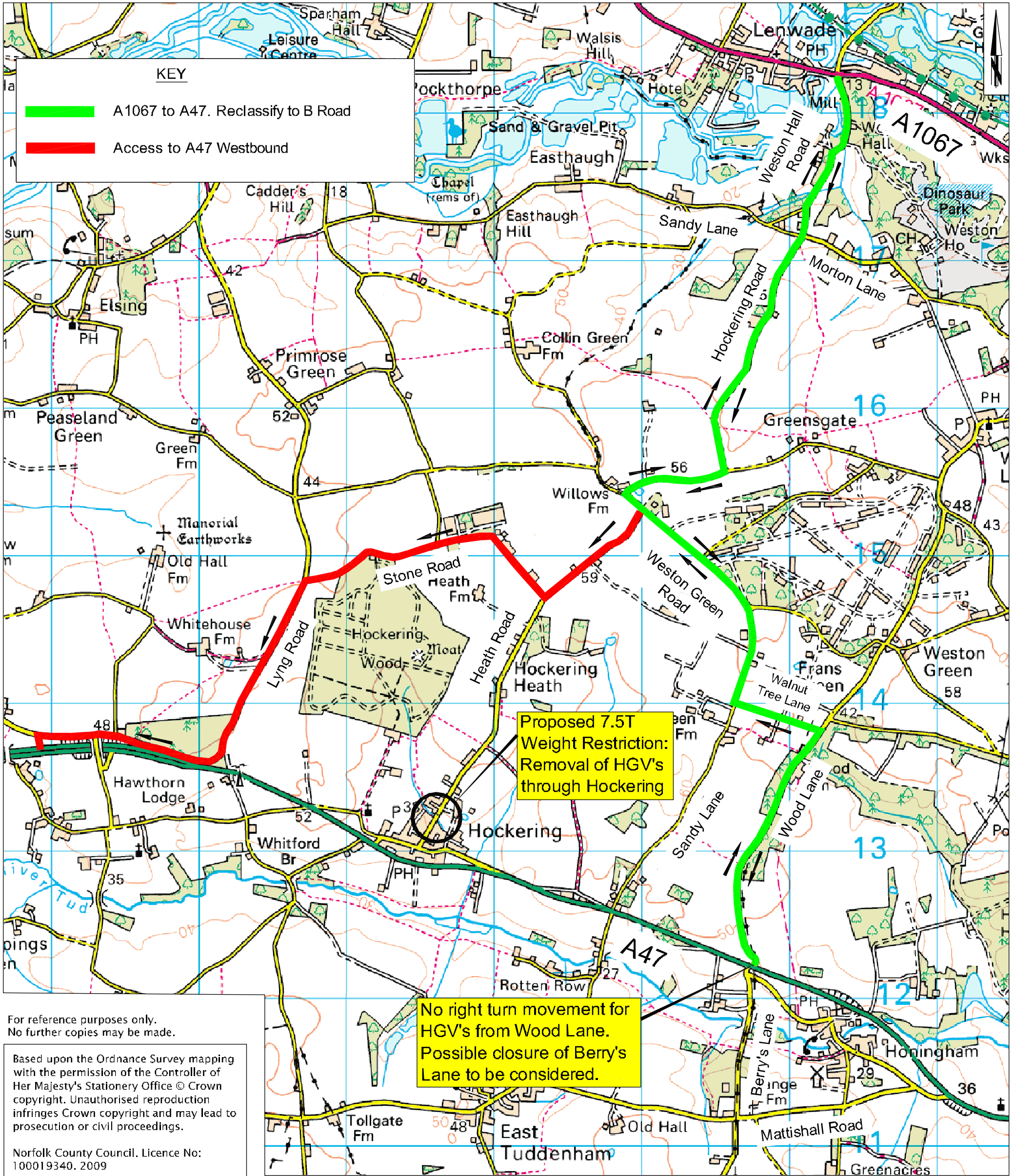
Mike Jackson
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DRAWING TITLE
APPENDIX C:
COMBINED OPTION 1 + 3 ROUTE

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REV.	DESCRIPTION	CHECKED	DATE

DESIGNED BY	INIT.	DATE	DRAWING No.
MEF	MEF	02/09	233895-MN-038
JT	JT	02/09	PROJECT TITLE
MEF	MEF	02/09	Honingham to Lenwade
SJB	SJB	02/09	A47/A1067 Link Road Improvements
			SCALE AT A3
			FILE No.
			233895-MN



KEY

- A1067 to A47. Reclassify to B Road
- Access to A47 Westbound

Proposed 7.5T Weight Restriction: Removal of HGV's through Hockering

No right turn movement for HGV's from Wood Lane. Possible closure of Berry's Lane to be considered.

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Norfolk County Council **Mike Jackson**
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working with **Mott MacDonald** **MAY GURNEY**

DRAWING TITLE
 APPENDIX C:
 COMBINED OPTION 1 + 3 ROUTE -
 PROPOSED HGV ROUTING

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REV.	DESCRIPTION	CHECKED	DATE

DESIGNED BY	INIT.	DATE	DRAWING No.
			233895-MN-109
			PROJECT TITLE
			Honingham to Lenwade
			A47/A1067 Link Road Improvements
			SCALE AT A3
			FILE No.
			233895-MN

Norfolk's 3rd Local Transport Plan (LTP3)

Report by the Director of Environment, Transport and Development

Summary

This report provides an overview of the work underway to develop LTP3. This will look much wider than the previous plan, at transport's role in supporting the achievement of wider outcomes in Norfolk. We are developing the plan in partnership with other agencies from across Norfolk and will be looking for them to aid delivery. Work to finalise the evidence base and draw out challenges that the plan will address is nearing completion.

Members are asked to support the partnership approach and challenges, which have already been strongly supported by the County Strategic Partnership.

1. Background

- 1.1. Norfolk has an excellent reputation for transport planning and delivery, with both LTP1 and 2 being rated as excellent by Government. We are required to submit LTP3 by March 2011. This will replace the current plan and contain a longer-term strategy for transport, looking ahead to 2031 to align with the ongoing review of the East of England Plan. The LTP will be supported by a shorter-term implementation plan, covering in more detail the measures that will be delivered over a rolling three year period.
- 1.2. LTP3 will cover a much broader range of outcomes than the current plan, considering the challenges we face in Norfolk as a whole rather than just for transport. The Government's strategy *Delivering a Sustainable Transport System* identifies five key themes LTP3 needs to cover, with emphasis on delivering economic growth in a low carbon way. The five themes include:
 - Climate change
 - Growth and regeneration
 - Safety and security
 - Equality of opportunity
 - Quality of life and healthThere is a strong link between the LTP themes and both our corporate objectives and the priorities set out in Norfolk Ambition.
- 1.3. To achieve these broader outcomes we are working with a range of agencies to develop LTP3, and would like it to be a partnership document. This approach has been supported by Government Office and the Norfolk County Strategic Partnership.

- 1.4. Partners are represented on both the high level strategic group for LTP3 (the Strategic Services Coordination Group) and each of the working groups that have been established for the key themes. Achieving a more integrated approach to service delivery will be a strong element of the new transport plan.
- 1.5. We are working to the following timescales in developing LTP3:

Task	Timescale
Policy context	April – July 09
Establish evidence base & LTP3 challenges	June – Oct 09
Develop policy options	Oct – Dec 09
Sustainability appraisal	Aug 09 – Feb 2010
Consult on policy options	Jan – Feb 2010
Write LTP3 strategy	Feb – June 2010
Scope implementation plan	Feb - March 2010
Public consultation on measures for implementation plan	June - July 2010
Write implementation plan / finalise LTP3	July – Nov 2010
LTP3 Approval process	Dec – March 2011
Submit to government	March 2011

2. **Challenges for LTP3**

- 2.1. We are currently finalising the evidence base, challenges and transport issues that need to be addressed by LTP3. As the emphasis with LTP3 is on transport helping to achieve broader objectives of the community, the challenges that have been identified are fairly broad, touching on the problems that we face in Norfolk as a whole, rather than being purely transport related. For example, Norfolk's competitiveness and jobs value has been identified as a challenge, which in terms of transport, the LTP could help to address by facilitating improved strategic transport connections. A full list of challenges for LTP3 is set out in appendix A.
- 2.2. Draft challenges have already been agreed by the County Strategic Partnership who identified affordability as an issue for accessing key services under equality of opportunity and the need to emphasise the importance of international gateways in terms of economic competitiveness.
- 2.3. Members have also had an opportunity to input at an LTP3 workshop on 22 October. At this, Members agreed the *key* challenges that the LTP needs to address and considered the approach we should take for meeting these challenges, feeding into the policy options. The outcome from this workshop will be reported at Overview and Scrutiny Panel on 4 November. This prioritisation exercise is crucial as it is likely that there will be significant funding constraints in the future, and we may need to make some difficult decisions about how we prioritise funding for transport delivery.

3. **Policy Options**

- 3.1 Work to develop policy options to address the challenges is underway. This involves identifying a menu of options and packaging them together for each of the five themes. For example, a package of options for the equality of opportunity theme could include:

- Improving demand responsive transport provision in rural areas
- Better coordination of service delivery across agencies to ensure transport availability matches up with the timings of other service provision
- Delivering more public services into communities rather than people having to travel out
- Investing in Broadband provision to make online accessibility a more viable option for people

3.2 To effectively address the challenges it is likely that the policy options will present a shift in the types of transport schemes that need to be delivered for LTP3 compared to LTP2. To meet the challenges around climate change which is a key priority for Government, we will need to deliver a lot more 'softer' schemes including publicity that raises awareness of the impact of people's actions. There will also be a need to work more closely with our partners to deliver improvements. For example, it is increasingly recognised that transport is not always the best solution for an accessibility problem, with other service providers having a central role in ensuring their services are accessible in the first place.

3.3 We are intending to consult on the policy options in early 2010. This will involve:

- Workshops to which Members and stakeholder organisations are invited
- A series of staffed exhibitions across the county, enabling the public to have their say and speak with transport professionals
- A leaflet and questionnaire that will be distributed to all stakeholders, parish councils, County and District Members as well as available on the Internet and in key public places such as libraries

3.4 Due to the timing of future Panel meetings, agreement on the policy options and materials for the consultation will be sought from the Cabinet Member for Planning & Transportation, with outcomes from the consultation brought before Overview and Scrutiny panel in March 2010.

4. **Resource Implications**

4.1. **Finance** : We have already received indicative funding allocations for transport delivery up to 2012/13, with us set to receive around £10million from the Integrated Transport Block and some £21million for capital maintenance per annum. However, a high quality LTP3 will help to support future funding submissions including growth points and major schemes.

4.2. **Staff** : Delivery of LTP3 will likely require a shift in types of schemes being delivered and also the nature by which they are delivered, with a move towards greater join-up with partner organisations. This may have an impact on staff resource.

4.3. **Property** : None

4.4. **IT** : None

5. **Other Implications**

5.1. **Legal Implications** : None identified

5.2. **Human Rights** : None identified

5.3. **Equality Impact Assessment (EqIA)** : An EIA on the LTP3 strategy and implementation plan will be undertaken as part of its development. This will be supported by engagement with key groups such as older people, BMEs and those with disabilities, which is ongoing.

5.4. **Communications** : Public consultation on policy options for LTP3 is scheduled for January 2010. This will seek to inform the public about work underway to develop LTP3 and give them the opportunity to have an input.

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

6.1. No implications for crime and disorder have been identified to date

7. **Risk Implications/Assessment**

7.1. There are significant risks to not producing an LTP3, including implications for future funding, joined up service delivery and not addressing the wider challenges faced by residents.

8. **Conclusion**

8.1. Work to develop LTP3 is underway. This will set out the county's transport strategy up to 2031 and describe how transport will help support key outcomes across the county. LTP3 will be a partnership document, with many agencies involved in its development, providing a strategic steer and input into the various working groups. Challenges have been identified and we have begun to consider the policy options for addressing them, with input from Members at a workshop on 22 October. Formal consultation on the policy options will take place in early 2010.

Action Required

- (i) The panel's further comments on the outcomes of the Member workshop on 22 October to determine key challenges and the approach we should take to addressing these challenges

Background Papers

Guidance on developing 3rd Local Transport Plans

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Appendix A: LTP3 Challenges

Theme	Challenge	Description
Growth	Ability to deliver housing & jobs growth, and make it sustainable	<ul style="list-style-type: none"> • Almost 60,000 houses planned up to 2021, with commensurate number of jobs (East of England Plan sets out at least 55,000 between 2001 and 2021); a significant increase compared to previous years • Extra houses and jobs will place increasing pressure on already limited transport system, especially at bottlenecks: lack of effective transport may be a barrier to delivery of the growth • Funding availability is likely to constrain infrastructure (and service) improvements • Rising car ownership, trip lengths and numbers of journeys adds to pressure on transport system and ability to achieve objectives, eg carbon or casualty reductions: need to make sure growth is not wholly car-dependent
Growth	Norfolk competitiveness and jobs value	<ul style="list-style-type: none"> • Business start-up rates lowest in the region, the skills-base is low and the value of jobs in the economy is also lower than elsewhere in the region • Challenge to retain existing business strengths and to stimulate jobs growth, especially in higher value jobs.
Equality / growth	Accessibility to employment, education and training coupled with low skills and aspirations	<ul style="list-style-type: none"> • 24% of people unable to access an employment centre by public transport, walking and cycling, equating to 150,000 people across the county, which could be a barrier to the take up of job opportunities • West Norfolk, Breckland and North Norfolk are in the bottom 10% of authorities • Norfolk is characterised by a large number of small businesses (90% of firms employ fewer than 25 people) and they tend to be dispersed • Striving to achieve universal access to early years education, but this is not a reality in rural areas due to access constraints • Up to 40% of Yr 10 & 11 pupils now undertaking 'different lines of learning' like hairdressing away from their usual school • 23% of 16-19s in Norfolk are not within 30 minutes travel time by public transport of further education which can be a barrier to take up • The move towards diploma courses means that travel patterns for further education are becoming more complex • Skills of workforce are below those of the UK, and the east of England

Theme	Challenge	Description
		<ul style="list-style-type: none"> • 7% of 16-19 year olds are NEETS, below the national average, but levels higher in Great Yarmouth, Norwich & West Norfolk • Lack of transport provision, or long journey times are often cited as a factor in people staying-on and completing education and training.
Growth	Transport Gateways	<ul style="list-style-type: none"> • Major gateways in Norfolk (Norwich airport, King's Lynn and Great Yarmouth ports) critically important to the economy, eg high-value businesses may rely on having good links by air from Norwich • Gateways within Norfolk have poor surface access connections that may limit their contribution to economic performance
Growth	Connectivity	<ul style="list-style-type: none"> • County seen as peripheral with poor strategic connections • Single carriageway road connections can lead to slow and unreliable journeys • Train journey times lengthy in comparison to other similar centres • Poor connections between centres within Norfolk; public transport may not offer a connection, or it may not be competitive with car journey times
Growth	Deprivation and inequality	<ul style="list-style-type: none"> • Norfolk is the most deprived county in the East of England with significant issues in parts of Norwich, Great Yarmouth and King's Lynn • Communities living here suffer from inequalities including quality of life, health outcomes, economic well-being, skills levels and incidence of crime • In terms of health inequalities, these are increasing, with health improvements being made most quickly in the healthiest areas. Male life expectancy in the most and least deprived areas differs by 19 years • Great Yarmouth is identified as the priority for regeneration in Regional Economic Strategy • There are also pockets of deprivation in rural areas, where at-risk groups tend to be more dispersed, making it difficult to address their needs • At risk groups include households on low income, children in poverty, older people, those with disabilities and migrant workers
Climate	Vulnerability to climate change	<ul style="list-style-type: none"> • Vulnerability is connected to Norfolk's ability to absorb the stresses likely to be imposed through the impacts associated with accelerated climate change. • The effects will place stress on the region/county's resources and infrastructure (including transport). • Large areas of the county are susceptible to both coastal and inland flooding.

Theme	Challenge	Description
Climate	Ability to maintain the current network and its adaptive capacity	<ul style="list-style-type: none"> • Huge network of roads in Norfolk that need maintaining • Unlikely to be able to maintain the county's roads to the standard they are now due to resource constraints • Off track to achieve our non-principle road maintenance target. • The physical pressures imposed by the climate, ie coping with flooding and drainage problems and the pressures of warmer summers <ul style="list-style-type: none"> ○ Roads which are at most risk to climate change are the C and U classified roads, which have not been designed to today's standards. ○ These roads make up 60% of the network and are valued at £4billion. ○ These roads are deteriorating faster than they are being maintained. • The national policy of decarbonising the road infrastructure poses issues: <ul style="list-style-type: none"> ○ Our infrastructure needs to evolve to facilitate the uptake of low carbon transport ○ The Stern report suggests 2% of the GDP needs to be invested annually to limit atmospheric CO₂
Climate	Achievement of climate change targets	<ul style="list-style-type: none"> • UK target of 40% reduction of vehicle emissions by 2020 • Domestic transport's CO₂ emissions have increased by 12% from 1990 and now represents 21% of total UK domestic emissions • Norfolk has larger CO₂ emissions per capita than the East of England and the UK's average. • Need to reduce emissions from the transport system
Climate	Perceptions and Action	<p>Recent surveys at the national, regional and local level suggest that:</p> <ul style="list-style-type: none"> • Most individuals acknowledge that the climate is changing, and that this is due to human activity. • Road transport is a major contributor. • Individuals feel relatively powerless in influencing change, they felt this should be down to government and business. • On a local level, individuals are confused concerning what activities actually make a difference in reducing their carbon footprint. • 21% of CO₂ emissions arise from journeys of less than 5 miles, and 64% from those of less than 25

Theme	Challenge	Description
		<p>miles</p> <ul style="list-style-type: none"> • Difficult to monitor the effectiveness of interventions. For example, Smarter Choices.
Equality	Access to services and opportunities	<ul style="list-style-type: none"> • 22% of rural households are unable to access a market town or large village in 30 minutes by public transport • Accessing the hospital is most problematic • Access is poorest in West Norfolk and Breckland • Loss of rural services is a key issue, 24% of people in West Norfolk have to travel further than 4km for a GP, 54 post offices closed in 2008 • The affordability of travel is a key concern for those on lower incomes • Community transport helps fill the gaps when scheduled public transport is not available but there are questions around the longer term viability of some schemes • Broadband not-spots across much of West Norfolk • Access to out of school activities for younger people, particularly in the evenings
Equality / QoL	The quality and appropriateness of infrastructure	<ul style="list-style-type: none"> • A proportion of transport infrastructure is not fully accessible, including around 22% of buses 60% of bus stops • Using a public footpath is rated as one of the least accessible activities for residents according to the Citizens Panel. • 9 rail stations have platforms that are inaccessible to wheelchair users • Facilities available at bus stops and interchanges are of key importance • Passenger experience of travel is improving but still issues to tackle • Key issues include too many tickets, expensive, information not always accessible to specific groups, the bus isn't cool, poor linkages between modes
QoL	Obesity and physical activity	<ul style="list-style-type: none"> • Adult obesity in Norfolk is above the national average whilst participation in 3x30 minutes exercise is the lowest in the country • Childhood participation in activity is also significantly below the national average in 4 districts • Childhood obesity is high in Great Yarmouth and West Norfolk.
QoL	Quality of the natural environment	<ul style="list-style-type: none"> • Norfolk has a high quality natural environment, having the North Norfolk Coast AONB and Broads National Park in addition to many other outstanding areas, including 1,300 county wildlife sites, but

Theme	Challenge	Description
		<p>there are areas where transport emissions are having a negative impact on these</p> <ul style="list-style-type: none"> • There are 6 Air Quality Management Areas in Norfolk due to traffic emissions • The issues in some of these areas, including Boundary Junction in Norwich, will be really difficult to address because they are major junctions • Current management of these areas tends to be very reactive and improvements can move problems elsewhere • Localised noise problems are a concern in some areas • Smaller habitat areas are most susceptible to change climate.
Safety	Safer roads and public spaces	<ul style="list-style-type: none"> • Collisions on Norfolk's roads that result in people being killed or seriously injured are down 55% but this still equates to around 390 a year • Rural A & B roads have the greatest number of collisions • Compliance with speed limits is varied, with 70% of people travelling over 30mph in a 30 and 30% over 40mph in a 40 in areas where problems have been identified • 13,500 incidents of antisocial behaviour in 1st quarter 2009, 16.7 incidents per 1,000 of the population • Need to improve the streetscape environment and layout of residential areas • Also need to improve the integration of modes in developments
Safety	Safety of people at risk	<ul style="list-style-type: none"> • The three groups who are disproportionately involved in traffic KSI collisions, older drivers, younger drivers and motorcyclists • Norfolk has an ageing population with around 1/3 of people likely to be aged 60 and over by 2029 • Walking and cycling are less safe modes of travel than car travel • Misuse of alcohol among young people
Safety	People feeling secure	<ul style="list-style-type: none"> • Concern from residents around traffic through rural villages and speeding • 40% of women feel unsafe when waiting for a bus after dark • Younger people feel least secure at a bus stop – almost 50% • Perceptions of security and crime do not reflect the 20% reduction in crime. • Whole journey security to promote modal shift.

Theme	Challenge	Description
Safety	Protecting public security	<ul style="list-style-type: none"><li data-bbox="671 237 1390 309">• Emphasis from Government on having plans in place for dealing with terrorist attacks<li data-bbox="671 315 1390 378">• Communication and risk management of major incidents