

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

Date: **Wednesday 8 July 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 Management and the 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](mailto:jo.martin@norfolk.gov.uk)

## **A g e n d a**

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

2. **Election of Chairman**

3. **Election of Vice-Chairman**

4. **Minutes**

To confirm the minutes of the meeting held on 4 March 2009.

(Page )

5. **Members to Declare any Interests**

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

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

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

7. **Public Question Time**

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

Please note that all questions must be received by 5.00pm Friday 3 July 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](http://www.norfolk.gov.uk/reviewpanelquestions)

**8. Local Member Issues/Member Questions**

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

Please note that all questions must be received by 5.00pm Friday 3 July 2009. Please submit your question(s) to the person named on the front of this agenda.

9. **Cabinet Member Feedback on Previous Overview and Scrutiny Panel Comments** (Page )  
Joint Report by the Cabinet Member for Planning and Transportation and the Cabinet Member for Waste Management and the Environment.

**Items for Scrutiny**

10. **Forward Work Programme: Scrutiny** (Page )  
Report by the Director of Environment, Transport and Development
11. **Partnership Working** (Page )  
Report by the Director of Environment, Transport and Development
12. **Trade Waste Management Initiatives in Norfolk** (Page )  
Report by the Director of Environment, Transport and Development
13. **Recycling Commodity Markets** (Page )  
Report by the Director of Environment, Transport and Development

**Items for Review**

14. **2008-09 Revenue and Capital Budget Monitoring Outturn Report** (Page )  
Report by the Director of Environment, Transport and Development
15. **Update of Planning and Transportation's Service Plan: Actions, Risk and Performance 2008/09** (Page )  
Report by the Director of Environment, Transport and Development
16. **Planning and Transportation Risk Register 09/10** (Page )  
Report by the Director of Environment, Transport and Development
17. **Highway Asset Performance** (Page )  
Report by the Director of Environment, Transport and Development
18. **Hunstanton to Kelling Shoreline Management Plan** (Page )  
Report by the Director of Environment, Transport and Development
19. **Planning for Prosperous Economies: A Consultation on Planning Policy Statement 4 by The Department for Communities and Local Government** (Page )  
Report by the Director of Environment, Transport and Development

20. **Local Bus Service Reliability and Performance** (Page )  
Report by the Director of Environment, Transport and Development
21. **Transport Provision for Young People in Education Aged 14-19: Update on Progress** (Page )  
Joint Report by the Director of Environment, Transport and Development and the Director of Children's Services
22. **Procurement of Phase One of the Residual Waste Treatment Project – Contract A** (Page )  
Report by the Director of Environment, Transport and Development
23. **Exclusion of the Public**  
The committee is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the item below on the grounds it involves the likely disclosure of exempt information as defined by Paragraph 1 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.
- The committee will be presented with the conclusion of the public interest test carried out by the report author and is recommended to confirm the exclusion.
24. **Procurement of Phase One of the Residual Waste Treatment Project – Contract A** (Page )  
Report by the Director of Environment, Transport and Development
25. **To consider any items of business which the Chairman decides should be considered as a matter of urgency**

**Group Meetings**

<b>Conservative</b>	<b>9.30am</b>	<b>Colman Room</b>
<b>Liberal Democrats</b>	<b>9.30am</b>	<b>Room 504</b>
<b>Green</b>	<b>9.30am</b>	<b>Room 532</b>

Chris Walton  
Head of Democratic Services  
County Hall  
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Date Agenda Published: Tuesday 30 June 2009



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

**Minutes of the Meeting held on 4 March 2009**

**Present:**

Mr A D Adams	Mrs B Lashley
Mr D Baxter	Mr P W Moore
Mrs H Bolt	Mr B Morrey
Miss E Collishaw	Mrs H Panting
Mr T East	Mr B Spratt
Mr G Hemming	Mr J Shrimplin
Mr J Joyce	Mr M Taylor

**Substitute Members:**

Mr Spratt for Mr Bett  
Mrs Panting for Mrs Harris  
Mr Shrimplin for Mr Baskerville

**Cabinet Members Present:**

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

**1. Election of Chairman for the meeting**

As the Chairman and Vice-Chairman had both given their apologies, Mr Baxter was elected as Chairman for the meeting.

**2. Apologies**

Apologies were received from Mr Baskerville, Mr Bett, Mr Byrne and Mrs Harris.

**3. Minutes**

The minutes of the meeting held on 7 January 2009 and the minutes of the special meeting held on 27 January were agreed as a correct record and signed by the Chairman, subject to 'Mr P E Moore' being amended to 'Mr P W Moore' on the Membership List of both.

#### **4. Declarations of Interest**

Mrs Panting declared a personal interest in Item 14, as she was the Vice-Chair of the NELM Development Trust.

Mr Joyce declared an interest in Agenda Item 11, as he was a Member of the Police Authority.

#### **5. Matters of Urgent Business**

There were none.

#### **6 Public Question Time**

There were no public questions.

#### **7. Local Member Issues**

The Local Member for East Depwade expressed his concerns over the lack of lighting on the new roundabout on the A140 at Pullham Market. He felt that insufficient emphasis had been given to the problems that may arise from the lack of lighting. He felt that there would be an increase in the number of accidents if it was not lit and requested that the engineers look at the project again. He felt that £50,000, which would be the cost of the lighting, would be a small price to pay, to stop more accidents, which he was sure would happen on that stretch of road.

The Cabinet Member for Planning and Transportation stated that he had received a petition from Pulham Market Parish Council. In response to the Local Member's concerns he said that careful consideration had been given by engineers to the project. The existing lighting needed to be in place because of the layout of the existing junction. Four safety audits had been carried out on the roundabout scheme and the outcome of the latest was awaited. Although the cost of the extra lighting may only be £50,000, if this was spent on lighting at this roundabout it would result in a project elsewhere in the County not being funded.

The Cabinet Member said that he respected the views of the Local Member and the villagers of Pulham Market but there were other areas in the County where accidents were happening and if the funds were spent at Pulham Market, other areas in need would not be able to have their safety measures.

#### **8. Cabinet Member Feedback on Previous Review Panel Comments**

The annexed joint report by the Cabinet Member for Planning and Transportation and Cabinet Member for Waste Management and the Environment was received.

It was noted that the issue of including comments on climate change in all reports, went to Cabinet but it was decided that there were plenty of strategies to ensure climate change was considered so it was not

recommended that the paragraph be included.

## **9. Forward Work Programme: Scrutiny**

The annexed report of The Director of Environment, Transport and Development asking Members to review and develop the programme for Scrutiny was received.

It was reported that a letter had been sent by the Leader of the Labour Group to Members of the Panel to request that it look at the Broads Strategy with regard to coastal protection and the Broads. It was agreed that the matter be brought to the next meeting as most of the Panel had not received the letter.

It was noted that there was a scrutiny protocol scoring system with regard to items for scrutiny and it was up to individual panels as to whether or not they wished to use it. This Panel had previously decided that the scoring system would not be used.

## **10. Waste Disposal and Recycling – Scoping Report**

The annexed report of The Director of Environment, Transport and Development outlining a number of topic areas that Members may wish to consider for future scrutiny was received.

The following suggestions were made by the Panel:

- Trade waste needed to be looked into further, the public needed to know what the Authority was doing to help cut down on the disposal of trade waste. It was noted that the “Love Food, Hate Waste” awareness campaign had started at the beginning of this week also a conference was taking place in Peterborough on the topic.
- The impact of commodity price fluctuations should be taken into consideration.
- The practice of feeding waste food to pigs should increased within the County as the process to make the food safe for animal consumption was not an onerous one.

The following responses were given to questions posed by the Panel:

- Campaigns to minimise waste disposal were the way forward with the promotion of home composting etc.
- Satisfaction survey forms were available to be filled in on site by users and an annual survey is carried out by post in October or November.
- There would be significant changes to the composition of waste over the next 25 years.

It was agreed to take forward the proposals regarding trade waste and commodity price fluctuations and bring a report back to the Panel in the summer.



## **11. Landfill Sites Formerly Operated by NEWS - Update**

The annexed report by The Director of Environment, Transport and Development updating the Panel on the six landfill sites transferred to the County Council was received.

The following comments were made in response to questions from the Panel:

- At Costessey the long term impact of leachate levels could cause considerable contamination of the water supply. This would be monitored in conjunction with the Environment Agency.
- There was no risk to drinking water in Costessey at the moment.
- The permit to collect hazardous and non hazardous waste at the site had been granted until 2013.
- Putting households on mains water if they are unable to continue to use water from a borehole would be at the cost of the local authority. The costs of this was not known but the question would be looked into and the information would be given to Mrs Lashley.
- Water rate bills were not paid by the Authority if households were put on to a mains supply as households would usually save money on having to have their boreholes serviced. It was agreed that officers would write to Mr Joyce informing him of what would happen in a case where using water from a borehole was cheaper than being on a mains supply.
- With regard to Blackborough End, there was currently no tanking of leachate but the situation was monitored weekly and leachate levels were getting better. Levels had been significantly reduced to within compliance levels.

It was agreed to bring a report back to the Panel in six months time.

## **12. Delays Occurring on County and Trunk Roads**

The report by the Chair of the Member Working Group was received.

Mrs Lashley reported back on behalf of Mrs Harris on the findings of the Scrutiny Working Group as follows:

The lack of communication of information was the main point to come out of the scrutiny. Better ways of informing the public were being looked into as currently it was poor. Information on diverted routes needed to be relayed to the public in a more comprehensive way. Thanks were given to officers for their help and support.

Concern was raised regarding the problems with incorrect address information loaded on to satellite navigation systems, which meant large delivery lorries were sometimes sent down unsuitable roads to get to their destination. Officers were asked to ensure that addresses supplied to manufacturers of such systems were correct.

In response to a question regarding the diversions in Bawdswell and whether alternative roads were passable, it was noted that there were systems in place to check this along with liaison between the Police, the Local Authority and the Highways Agency but this did not always happen satisfactorily. All parties concerned would be reminded of the systems that should be followed.

It needed to be stressed that the County Council wished the Police to set up a mechanism whereby if an emergency occurred and a road needed to be closed, the system of rerouting traffic should be improved. It was also felt that the Police should liaise with parish and town councils in an emergency situation. It was also felt that if traffic needed to be diverted onto smaller roads in the event of an emergency then police officers were needed on the route to direct the traffic.

It was further felt that when works by utility companies are carried out and they over run the estimated time period, the sub contractor should have a liability to erect notices informing the public of this.

The Panel supported the recommendations in the report and all of the suggestions and comments that had been made above.

### **13. Use of Civilian Traffic Marshals**

The annexed report of The Director of Environment, Transport and Development outlining the issues and feedback arising from the use of civilian marshals in Norwich prior to Christmas 2008 was received.

It was noted that the NORSE Group owned Event Guard and it was the only organisation of this kind that was accredited to carry out activities with the Police. The County Council had representation on the NORSE Group. It was hoped that some profits from this would be realised by the County Council soon.

It was noted that a further report would be brought to the Panel in 2010.

### **14. Improving Local Leadership for Flood Risk Management – The Government's response to the Pitt Review**

The annexed report of The Director of Environment, Transport and Development informing Members of Progress on Actions being undertaken on the Pitt Review and expectations from Government on local authorities was received.

It was noted that there had been many problems with pitch fibre pipes including the high cost of them and the County and district councils were in the process of trying to get these pipes adopted by the water companies but the water companies were negotiating on the state of the pipes before they would adopt them.

Concern was expressed that coastal erosion would worsen if there was not suitable flood risk management, as they were inextricably linked.

It was noted that there was an overlap in the area of flood management with the Fire and Community Protection Overview and Scrutiny Panel, it was asked that work was co-ordinated so that plans were infallible.

It was agreed to note the progress made in progressing the Pitt recommendations and that discussions would take place with the Norfolk Resilience Forum on how the County Council take the matter forward.

## **15. Partnership Working**

The annexed report by the Director of Environment, Transport and Development, outlining the agreed two year rolling programme of review for Planning and Transportation partnership working, was received.

It was felt that governance was good and good exit strategies were in place. The Panel agreed to take the programme forward.

## **16. Budget Monitoring 2008/09**

The annexed report by the Director of Environment, Transport and Development Panel monitoring the budget for 2008/09 was received.

The following comments were made in response to questions from the Panel:

- Waste trends had changed and had reduced the level of underspend considerably.
- The traffic calming budget had increased due to the uncertainty over when developers would sign up to Section 106 Agreements, this was an impact of the recession. Expected levels of increase in this area were expected to reduce over the next year and this would be factored into the budget.
- Sixty thousand responses had been received regarding the Local Development Framework (LDF) consultation and additional staff had been employed as a result.
- Section 38 and 106 Agreement funds had helped fund the LDF work in previous years. However the lack of this funding in 2008/09 had led to the LDF work overspending.
- Provision had been made in the 2009/10 revenue budget for extra funding to carry out the LDF work.

In response to a question asking whether the Department was putting too much importance on getting income in this way as the funds could not be guaranteed, it was reported that it was a significant issue that had been considered by Cabinet Scrutiny. It was pointed out that local planning authorities were able to take advantage of infrastructure funding and there were other ways to seek developer contributions in the future.

The Director of Environment, Transport and Development stated that Norfolk County Council had a good record and compared very favourably to other local authorities.

The report was noted.

#### **17. Service Planning 2009-12**

The annexed report of the Director of Environment, Transport and Development, inviting the Panel to look at Planning and Transportation's 'suite' of Service Plans 2009/12 to consider any service areas for further scrutiny and monitoring, was received.

The following comments were given in response to questions by the Panel:

Civil parking enforcement was due to be introduced in April 2010 but with the possible changes as a result of the Local Government Review (LGR) this would be delayed until 2011 as the LGR had been delayed.

It was suggested that one individual area of the plan be looked at in greater detail to monitor whether sufficient money was being spent in that area.

The Director of Environment, Transport and Development invited the Panel to consider looking at areas in more detail as he welcomed Members' input into such plans.

In response to a question asked regarding the cessation of some of the First Bus routes in the County, it was noted that the County Council were working with First Bus to discuss withdrawing some routes and how this could be best achieved with the minimum impact.

Talks had taken place with several other operators to try and fill any gaps in the service left by First Bus.

It was agreed that the area of environmental services be looked at in greater detail. It was suggested either a sub-committee or the full Panel go through the Plan and decide on a way forward and report back at the next meeting of the Panel.

#### **18. Update and Planning and Transportation's Service Plan Actions, Risk and Performance 2008/09**

The annexed report of the Director of Environment, Transport and Development providing an update on progress made to date against the 2008/09 Service Plan, the Corporate Improvement Plan (CIP) performance indicators and the mitigation of those risks deemed to be of corporate significance, was received.

It was noted that the Northern Distributor Road had been placed on the risk register for monitoring purposes, so any risks could be mitigated. It was also noted that there was 1% of the service plan actions where progress was off track, officers gave assurances that they were in the process of revising and improving the process to negate the difficulties currently being experienced.

The report was noted.

#### **19. Progress Update on the Review of the Norfolk Coast Areas of Outstanding natural Beauty (AONB) Management Plan**

The annexed report of the Director of Environment, Transport and Development, providing an update on progress with the review of the Norfolk Coast Partnership, was received.

The Cabinet Member for Waste Management and the Environment stated that the new plan set out clear objectives over the next five years which was a credit to the team working on it.

The report was noted.

#### **20. Kick Start Programme**

The annexed report of the Director of Environment, Transport and Development informing Members about the 2009 Kickstart competition aimed at pump-priming funding to new or enhanced bus services was received.

It had been hoped to involve Members in bids for funding in this project but due to the timings it had not been possible.

It was felt that low carbon or electric vehicles should be considered for use in any pilot area and if successful it could be rolled out to the rest of the County and that inclusion of community transport operation as part of the bid would be advantageous.

The following comments were made in response to concerns by the Panel:

- All possibilities were being looked at in working up bids, not just services into Norwich as it was hoped to offer a good mix of services to provide urban and rural examples.
- Sustainability of any new services needed to be considered in all cases due to constraints on funding for bus subsidies. Any successful bid would be pump primed by the kickstart funding but the County would need to provide any future subsidy when the extra funding was exhausted.
- Taxis were considered to be feeders to bus services in some rural areas and were an important part of the overall network.

The Panel gave its support to officers to put in any bids that they felt appropriate using their professional skills and experience. The Panel felt that

officers were best placed to judge the merits of each potential scheme and that the routes should not be “planned by committee”.

It was agreed that bids should be based on one or more of the options as set out in 5.3 of the report.

**21. Local Transport Plan Settlement and Highways Capital Programme 2009/10/11**

The annexed report of the Director of Environment, Transport and Development summarising the Local Transport Plan Settlement for 2009/10 and suggesting a programme for 2009/10/11 was received.

In response to a question, it was agreed to send information to all Members of the Panel relating to whether or not there had been a significant increase to the budget for traffic calming measures in the County. It was noted that budget headings in the report included funding for other factors such as air quality improvement studies and traffic management.

There were issues around maintaining the quality and the surfaces of footpaths in rural areas as it was acknowledged that some were not very good. Officers were happy to pick this aspect up as part of the consultation. It was asked that parish councils be included in this.

It was noted that a report would be brought to a future Committee on options and costs. Officers were congratulated on obtaining the extra funding of £20,000.

It was agreed to recommend to Cabinet the use of Chief Officer delegated powers to manage the two year programme.

**22. Greater Norwich Development Partnership: Joint Core Strategy for Broadland, Norwich and south Norfolk – Public Consultation**

The annexed report of the Director of Environment, Transport and Development updating Members on the emerging Joint Core Strategy (JCS) for Broadland, Norwich City and South Norfolk was received.

The report was noted.

**23. Phase two of the Residual Waste Treatment Project – Bid Evaluation Methodology**

The annexed report of the Director of Environment, Transport and Development ensuring that the most economically advantageous tender is taken though to the award of contract, was received.

The following points were noted in response to questions from the Committee:

- Focus groups were key in looking at a range of stakeholders across the County.
- A lot of information had been gathered from questionnaires from people of all age groups and genders.
- There was a more detailed report available for inspection in the Members' Room.
- There was no difference in the responses given from people in the West Norfolk area to those given by people in the rest of the County.

It was felt that the seminars given on the subject were very interesting and detailed and was seen as a very good way to assess bids, it was seen as good practice by DEFRA.

The Panel recommended that:

- i) Cabinet adopt the evaluation model outlined in section five of the report so that it could be used to assess bids for the waste PFI contract.
- ii) That Cabinet adopted a pre-qualification process that allows between four and six bidders, subject to at least four meetings as the minimum requirements, to be taken forward and asked to submit detailed solutions for the waste PFI contract.

(The meeting closed at 1pm)

**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: **Local Transport Plan Settlement and Highways Programme 2009/10/11**
- Date considered by O&S Panel: 4 March 2009
- O&S Panel comments: Panel agreed to recommend to Cabinet that the suggested programme for 2009/10 and 2010/11 is approved, and that the use of Chief Officer powers by the Director of Environment, Transport and Development to bring forward schemes from the 2010/11 programme into the 2009/10 programme, if slippage occurs, is approved.
- In additional Panel also raised some detailed questions about traffic calming expenditure, for which a written response was subsequently sent to Panel, along with questions about the standard of footway construction, which will be picked up as part of the scheme development processes and raised during scheme consultation.
- Date considered by Cabinet: 6 April 2009
- Cabinet feedback: Cabinet agreed the recommendations.



## Waste Management and the Environment issues

Report: **Phase Two of Residual Waste Treatment Project – Bid Evaluation Methodology**

Date considered by O&S Panel: 4 March 2009

O&S Panel comments: Panel agreed to recommend to Cabinet that the bid evaluation model is adopted so that it can be used to assess bids for the waste PFI contract, and that a pre-qualification process is adopted that allows between four and six bidders, subject to at least four meeting the minimum requirements, to be taken forward and asked to submit detailed solutions for the waste PFI contract.

Date considered by Cabinet: 6 April 2009

Cabinet feedback: Cabinet agreed the recommendations, and also approved the placement of a contract notice for the waste PFI in the Official Journal of the European Union in April 2009.

### Officer Contact

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

<b>Name</b>	<b>Telephone Number</b>	<b>Email address</b>
Sarah Rhoden	01603 222867	Sarah.rhoden@norfolk.gov.uk



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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 4 March 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

### 3. **Delays occurring on County and Trunk Roads as a result of roadworks and incidents**

3.1 At the Panel's last meeting in March 2009, Members considered the final report of the scrutiny working group on the above subject and agreed to refer the recommendations of the Working Group to Cabinet for approval.

3.2 The Chair of the Working Group presented the scrutiny report to Cabinet on 6 April 2009, who considered and agreed all of the Working Group's recommendations, which were (*with updates in italics*):-

- Publicise ELGIN (Electronic Local Government Information Network) to the wider public by including an article on it in the next edition of Your Norfolk – *being planned for September issue.*
- Write to Parish Councils in Norfolk to make sure that they are aware of ELGIN, and the information that they can get from it – *will be done to tie in with September Your Norfolk article.*
- Develop a covering sheet to use when distributing information about Traffic Regulation Orders (TROs) to Parish Councils to enable the implications to be more easily understood – *in preparation.*
- Present a report, once the street-works permit scheme in London has been introduced and evaluation, to the Overview and Scrutiny Panel on progress towards a regional permit scheme, and, at that time, consider whether a permit scheme in Norfolk could be beneficial – *Kent County Council's scheme is currently the most progressed, and is being considered by DfT. The implications of a permit scheme for Norfolk, and/or the rest of the Eastern Region, will be considered once DfT have made a decision about the Kent CC scheme.*

### 4. **Coastal Protection and the Broads/Fens**

4.1 Coastal Protection and the Broads/Fens was one of the subject areas included on the work programme for Cabinet Scrutiny Committee. Group Leads briefly looked into the topic (see Appendix B) and recommended to Committee that this Panel should:-

- Review the recommendations of its Working Group on Coastal Protection and the Marine Bill, which reported to the Panel in June 2007, and examine how they have been progressed.
- Consider how coastal protection continues to be addressed across the county.
- Consider the link between dredging and coastal erosion.

4.2 Members will want to consider adding this subject to the forward work programme.

## 5. **Service plans**

- 5.1 At the March 2009 meeting Panel received a report on Service Planning 2009-12. The report set out the next stages of plan delivery and gave an overview of draft service plans. The report also invited Panel to consider whether there were any elements of the Plans that they would like to look at in more detail.
- 5.2 Following discussion, Panel agreed that Cllr Barbara Lashley would meet with P&T officers, outside the Panel meeting, to discuss the Environment Service Plan to consider whether further scrutiny would be beneficial.
- 5.3 The feedback from this meeting is that, should Panel consider it appropriate to scrutinise Service Plans in more detail, then the first step should be a short presentation to Panel on the work carried out within the Service. This is so that Panel are aware of the breadth of the work carried out, including how funding is accessed, the interaction with national bodies etc. Following this, Panel can then discuss whether there are any areas which merit further scrutiny.

## 6. **Member Working Groups**

- 6.1 Following on from the recent elections, Panel will want to review membership of any Member Working Groups in place to take forward items from the work programme. Panel currently has just one such Group, for the HGV Route Hierarchy Scrutiny item (for which Panel has agreed the scope of the work to be carried out) – prior to the 4 June elections, membership of this Group was as follows:-
- Alec Byrne (Chair) - Conservative
  - John Baskerville - Conservative
  - Derek Baxter - Conservative
  - Gail Harris - Labour
  - Peter Moore – Liberal Democrat

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

- 7.1 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) consider any new topics suitable for adding to the work programme, in line with the criteria at 1.2, and to agree the topics and reporting dates listed on the work programme. Including considering adding Coastal Protection and the Broads/Fens (see para 4) and Service Plans (see para 5) to the work programme.
- (ii) note that Cabinet have agreed all of Panel's recommendations arising from the Delays occurring on County and Trunk Roads as a Result of Roadworks and Incidents scrutiny item.

- (iii) review the membership of the Member Working Group for the HGV Route Hierarchy scrutiny item (see para 6).

## 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 Review Panel :  
update for 8 July 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 Review 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 Review Panel by the Group.

#### **Changes to Programme from that submitted to Review Panel on 7 January 2009**

##### Added

- Waste and recycling - general scoping report received 4 March, and agreed to receive two further scoping reports focusing on business waste and recycling commodity markets.

##### Completed / Removed from Programme

- Delays occurring on county and trunk roads – following Cabinet approval of all recommendations from Panel.
- Drainage protocol – discussed at the March 2009 meeting as part of a wider report on Improving Local Leadership for Flood Risk Management.

##### Other

- Partnership working – two year rolling programme of review commenced on 05/11/08. Reports are presented to each Panel meeting – the report to Panel in March 2009 covered five environment/sustainability partnerships.
- Transport of landfill sites to the County Council – discussed March 2009, and agreed to receive a further report in September 2009.
- Civilian Traffic Marshalls – Panel agreed to receive a further report on this in March 2010, when the use of accredited traffic marshals has been trialed.

<b>Topic</b>	<b>Outline Objective</b>	<b>Cabinet Area</b>	<b>Stage 1 (scoping report )</b>	<b>Stage 2 (report back to Review Panel)</b>	<b>Initiated by</b>	<b>Comment</b>
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.
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	Panel approved proposed way forward in January – further meetings of the Working Group to be held to progress.
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 in September 2009.
4. Climate related decisions of Norfolk County Council	A Cabinet Scrutiny Committee has scrutinised this area – PTEW to monitor progress against the recommendations agreed as part of this.	Environment and Waste AND Planning and Transportati on	N/A	7 January 2009 and 9 July 2009	Cabinet Scrutiny / 9 July 2008 O&S Panel	Update report presented to January 2009 Panel. Agreed to receive a further report on the Carbon Trading Scheme in Summer.

<b>Topic</b>	<b>Outline Objective</b>	<b>Cabinet Area</b>	<b>Stage 1 (scoping report)</b>	<b>Stage 2 (report back to Review Panel)</b>	<b>Initiated by</b>	<b>Comment</b>
5. 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) in November.
6. 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.
7. Waste and recycling	Passed to Review Panel to consider by Cabinet Scrutiny Committee (item raised at Scrutiny away-day).	Environment and waste	4 March 2009 AND 8 July 2009		Cabinet Scrutiny / 7 January 2009 Review Panel	General scoping report received 4 March. Panel agreed to receive two further scoping reports focusing on business waste and recycling commodity markets.
<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

<b>Date completed</b>	<b>Topic</b>	<b>Method</b>
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

<b>Date completed</b>	<b>Topic</b>	<b>Method</b>
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

## Coastal Protection and the Broads/Fens

- 1.1 The committee agreed in October that a review should be undertaken of any recent scrutiny by District Councils. Group Leads were then to decide if this is an issue that the committee should pursue.
- 1.2 The Environment Agency has strategic overview of the management of the whole coast. District Councils maintain the coastal defences and related coastal infrastructure for their area through delivery of Shoreline Management Plans (SMPs) which are prepared by the Environment Agency and form the basis for coast defence policy. SMPs also deal with coastal erosion. The Environment Agency is also the responsible body for flooding (both river and coastal).
- 1.3 A summary of recent County Council, District Council and other local activity is listed below.
- 1.4 Norfolk County Council
  - 1.4.1 The County Council Plan 2008-11 states that one of the ways it will assess how well it is meeting Outcome 7 (protect and sustain the environment) will be to measure progress against National Indicator 189: flood and coastal erosion risk management.
  - 1.4.2 The Planning, Transportation, the Environment and Waste Overview & Scrutiny Panel set up a working group to scrutinise the Coastal Protection and the Marine Bill. This Group reported back to the Panel in July 2007 and the following recommendations were endorsed:
    1. Cabinet requested to support P&T developing partnership bids for Marine Aggregates Levy Sustainability funding to facilitate a community-led study on how marine dredging affects the Norfolk coast and a Regional Centre of Excellence review of coastal management in East Anglia.
    2. Cabinet to support continued working with other local authorities, the LGA and agencies to lobby for improved resources and policy support to deliver integrated coastal zone management and address the challenges affecting Norfolk's coastline.
    3. Cabinet to support the development of broader, EU-funded partnerships that would benefit long-term management of Norfolk's coastline.
    4. NCC to continue lobbying for:
      - a) Government's acknowledgement of the need to fund managed retreat or coastal realignment as a national priority and a matter of social justice
      - b) in the meantime more money for coastal risk management and protection issues in Norfolk County Council
  - 1.4.3 A Marine and Coastal Access Bill was subsequently announced in the 2008 Queen's Speech, covering the following key areas:-
    - Setting up a new Marine Management Organisation under which many of the existing, diverse areas of marine regulation would be centralised
    - Streamlining the existing marine licensing system and provides powers to create a joined-up marine planning policy
    - Introducing new measures to reform fisheries management
    - Providing a framework for establishing marine conservation zones
    - Enabling the creation of a walkable route around the English coast.
  - 1.4.4 Following consultation on the coastal access elements of the Bill, Norfolk County Council was invited to contribute to the Environment, Food & Rural Affairs Committee

hearing during summer 2008. This input has helped to shape the current draft of the Bill, particularly highlighting the difficulties of creating and managing coastal access on "soft" coastlines.

- 1.4.5 The Council has also promoted a bid to locate the new headquarters of the proposed Marine Management Organisation in Great Yarmouth/Lowestoft, which is now one of the shortlisted sites.
- 1.4.6 The Bill received its first reading at Committee in the House of Lords on 12 January 2009. Further readings are scheduled for 21 and 29 January. As yet, no further debates are timetabled. An information note can be produced for Members at a suitable point in the Bill's passage.
- 1.4.7 A joint project with UEA to examine marine aggregates dredging issues and possible impacts on the coast was submitted to the Marine Aggregates Levy Sustainability Fund, but unfortunately was unsuccessful. A further opportunity is being explored through the Marine Aggregates Regional Environmental Assessment (MAREA) process. A technical workshop was held with the consultancies involved and this recommended an approach "to ensure that all stakeholder concerns are addressed, including the use of "community panels" and workshops to disseminate findings, challenge perceptions and support the sharing of knowledge."
- 1.4.8 Funding support (@ £5,000) has been offered to a research project to investigate "Optimal Stable Bays" and the design of offshore structures that might offer more sustainable ways to reduce erosion and flooding risks to our coastline.
- 1.4.9 Go-East's "Coastal Initiative" is supported by NCC, including delivering key workstreams.
- 1.4.10 The Council continues to support the development of Shoreline Management Plans and, following the restructuring of the Anglian Coastal Authorities Group, is now represented on the new East Anglia Coastal Group. NCC also actively participates in the LGA Coastal Issues Special Interest Group and projects or lobbying issues emerging from this Group.
- 1.4.11 The County Council is represented on the Environment Agency's Regional Flood Defence Committees and contributes proportionately to the flood defence levy (Eastern Region committee = £380k in 2008/09, with further above-inflation increases being sought for 2009/10 and 11/12).
- 1.4.12 With no dedicated resource or funding stream, since NCC actually has a very narrow statutory remit, there is a lot of work being done. Members should be assured that NCC is achieving a lot with very little.

## 1.5 North Norfolk

- 1.5.1 Has a Coastal Management Team, which seeks to ensure that the North Norfolk coastal area brings both environmental benefits and economic prosperity in order to safeguard the wellbeing of communities. It is currently formulating a Coastal Management Plan (CMP) which aims to co-ordinate all the necessary action to manage the impacts of coastal change in an effective and integrated fashion. The CMP is a non-statutory plan and will involve local communities in its development. A workshop for representatives of coastal communities was held in November 2008. Public consultation on the draft CMP is expected to take place in summer 2009.

## 1.6 King's Lynn & West Norfolk

1.6.1 The Regeneration & Environment Panel received a presentation from the Environment Agency in May 2008 on its Shoreline Management Plan SMP2. As a result the Panel's work programme now includes update reports, as appropriate, from the Inter Service Area Flooding Liaison Group which has been established within the Council. Those reports will include information about Shoreline Management Plans, coastal erosion management and fluvial land drainage issues. No updates have been received by the Panel since May.

## 1.7 Other local activity

1.7.1 Local Area Agreement (LAA) – includes Indicator 188: Planning to adapt to climate change. Work is being taken forward through the Norfolk Climate Change Task Force through publication of a Norfolk Climate Change Strategy. There is a wide range of plans that already take account of expected climate change impacts at a strategic level, such as the Norfolk Community Risk Register, Emergency Response Strategy, Strategic Flood Response Plan and sustainability appraisals of Local Development Frameworks, amongst others. This is a new indicator, so full baseline data is being established in 2008/09 and improvement targets are likely to be set for 2009/10 and 2010/11 as part of the LAA refresh.

1.7.2 There is a statutory duty for local authorities to prepare and adopt an Area of Outstanding Natural Beauty (AONB) Management Plan. In Norfolk this is prepared through the Norfolk Coast Partnership, which published its first management plan for the county's designated AONB in 2004. It is due to be updated this spring. The AONB covers 90km of beaches farmland and mudflats, stretching from Heacham to Mundesley with outlying areas near King's Lynn in the west and Winterton in the east. The Partnership is formed from local authorities and other agencies including English Nature, Defra and the Environment Agency. Consultation is currently underway and the PTEW Review Panel will receive a report on the consultation Jan-March 2009, prior to adoption of the revised Norfolk Coast ANOB Management Plan by Cabinet in March/April.

1.7.3 Campaigners from Norfolk (MPs, councillors from the north and east coasts and residents of seaside and low-lying Broads villages) met with Environment Agency chairman Lord Smith in November 2008 to discuss flood defences. No specific decision emerged from that meeting, but Lord Smith was reported to have ".....revealed a change of mindset to look at defending communities rather than abandoning them". The Environment Agency's Chief Executive stated the agency's commitment to "hold the line" for the next 50 years. Norman Lamb MP, who chairs an all-party parliamentary group on coastal and marine issues, visited the Netherlands the following day to see how it deals with erosion and flooding.

1.7.4 In December 2008 the EDP reported that the North East Norfolk Coastal Parishes Group (NENCPG) was campaigning for the creation of a new body, called the Norfolk Coastal Forum, to develop a coastal management strategy for East Anglia. The Forum would include representatives of parish and community groups, representatives from local and national government and statutory organisations such as the Environment Agency and Natural England.

## **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 fourth report of this programme and covers four environment/sustainability partnerships.

## **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 fourth report to Overview and Scrutiny Panel as part of the two year programme and covers four environment/sustainability partnerships. For information, the next report (September) will cover some passenger and sustainable transport partnerships.

## **2. Review of environment/sustainability partnerships**

- 2.1. At the meeting in March 2009, Panel reviewed five environment/sustainability partnerships, and a further four were programmed for review at this meeting. 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. **The Brecks Partnership**
  - 2.2.1. The Brecks spans 370 square miles across Norfolk and Suffolk and has four National Nature Reserves and 56 Sites of Special Scientific Interest. It is one of the great natural areas of Britain and is an outstanding areas for wildlife conservation. Including the red stags in Thetford Forest and the Stone Curlews on Weeting Heath. The Brecks has an estimated value to the tourism industry of £173m and it supports around 4,500 jobs.
  - 2.2.2. The Partnership brings together representation from government, six local authorities and other organisations to deliver countryside management and sustainable tourism outputs. The work of the Partnership primarily is to promote understanding, awareness and enjoyment of the Brecks under the following four main themes:

1. Biodiversity, Landscape Conservation, Culture and Heritage
2. Sustainable Development.
3. Community Awareness and Involvement
4. Countryside Recreation, Access and Tourism

2.2.3. The Partnership works closely with a wide span of organisations; in 2007, the Partnership worked with 253 businesses, such as hotels, bed and breakfast accommodation providers, camping sites, as well as attractions, local producers and artists. Organisations become Members of the Partnership by paying an admission fee.

2.2.4. Norfolk County Council contributes 28% of the core funding, under the terms of a 3 year Memorandum of Agreement, which in 2008/09 was £19,253. Additionally, for project specific initiatives, other contributions have been made. For example, in 2002 a three year project was developed to promote and market the Brecks as a sustainable visitor destination, including raising awareness of local distinctiveness of the area and encouraging non-car exploration. The project was awarded £0.5m of European funding, which was then match funded by NCC, along with EEDA, Suffolk County Council and Breckland District Council.

2.2.5. For further information on this Partnership, see the completed Partnership Questionnaire at Appendix A.

### 2.3. **Great Yarmouth Car Parking Strategy Steering Group**

2.3.1. The Great Yarmouth Car Parking Strategy Steering Group has terms of reference that includes producing and reviewing a comprehensive strategy and set of policies for the provision and management of parking in the Great Yarmouth area, and to enhance the attractiveness of the town centre and holiday area. The Steering Group acts as a sounding board for Officers principally on policy and also to allow public/member engagement in decisions that are delegated to Officers.

2.3.2. Membership of the Steering Group is made up of three Members from Great Yarmouth Borough Council, two from Norfolk County Council and one each from Norfolk Police Authority, Chamber of Commerce, Town Centre Partnership. The Group reports to NCC's Great Yarmouth Area Committee and the Borough Council's Cabinet. It is supported by an officer-led working group, which makes recommendations to the Steering Group.

2.3.3. Responsibility for implementing the Car Parking Strategy lies with the Borough Council, who also Chair the Group. The Terms of Reference and Constitution for the Group were revised in 2006.

2.3.4. Examples of recommendations made by this Group include using surplus income from the seafront on-street pay and display parking to support transport related projects and supporting CCTV operating costs in Great Yarmouth to ensure/maximise traffic flows etc.

2.3.5. For further information on this Group, see the completed Partnership Questionnaire at Appendix B.

## 2.4. **Local Access Forums**

2.4.1. The Local Access Forums were reviewed at the meeting on 5 March 2008 to enable Panel to contribute to Cabinet Scrutiny Committee's scrutiny of Partnership Working across the Council. This subsequently led to Panel agreeing their own programme for scrutinising partnership working (which this report forms a part of).

2.4.2 Norfolk's Local Access Forums have a statutory role to advise specific bodies on improving public access to land for open-air recreation and enjoyment. The Forum covers the whole of Norfolk with the exception of the Broads Authority Executive Area, which has its own Local Access Forum.

2.4.3 The forum consists of 17 representatives, drawn from groups representing different leisure and other interests (e.g. walkers, cyclists and horse riders), land ownership and management as well as three county councillors. The forum meets four times a year.

2.4.4. When Panel previously reviewed this Partnership in March, along with two other P&T Partnerships, a number of strengths and areas of good practice were identified. Two areas for improvement were also identified; that there may be opportunities to introduce a more structured challenge process for partnership arrangements (e.g. 3 yearly reviews) and that engagement in the formal risk management process is not consistently applied across all partnership working arrangements, although no specific issues with this approach were identified. Panel will wish to consider these findings, along with the findings from the other partnerships that are being reviewed as part of the two-year rolling programme, and time is included at the end of the programme to enable this to happen.

2.4.5. For further information on the forums, see the completed Partnership Questionnaire at Appendix C.

## 2.5. **CRed (Community Carbon Reduction Project)**

2.5.1. The Planning and Transportation Department is not a formal partner or funder of the CRed project, and therefore a Partnership questionnaire has not been completed for Panel to review at this meeting.

2.5.2 The CRed governance arrangements have been reconstituted under the banner of a new arrangement called the Low Carbon Innovation Centre, operated by the UEA (see <http://www.uea.ac.uk/lcic>) with Carbon Connections as the funding route for projects (see <http://www.carbon-connections.org/default.aspx>). P&T continues to have some engagement, however this is on a fairly ad-hoc basis, for example we are currently taking part in a biofuels heating project, which has attracted Carbon Connections funding, them. This project is currently being trialled in five schools.



2.5.3 To have any direct partnership involvement with CRed NCC would need to make a financial contribution. Work is underway to explore whether it would be beneficial to tap into CRed to facilitate community engagement around the carbon agenda, as part of the wider partnership work being carried out within the Local Area Agreement.

2.5.4 Panel will have the opportunity to scrutinise all of the work being done to address climate change as part of the review of the Norfolk Climate Change Partnership – this is currently programmed to be reviewed by Panel in 2010 as part of the two-year rolling programme.

### 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 have not identified any areas of concern.

### **Action Required**

- (i) Overview and Scrutiny Panel are asked to comment on the partnerships reviewed, and consider whether any further scrutiny is required.

### **Background Papers**

Reports to PTEW Overview and Scrutiny Panel on 5 March 2008, 14 May 2008, 5 November 2008, 7 January 2009 and 4 March 2009.

## Officer Contact

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## Partnership Questionnaire – The Brecks Partnership

## Part 1: Summary

<b>1. Name of Partnership:</b>	<b>The Brecks Partnership</b>					
Contact name:	John Jones					
Position/title:	Rural Environment Strategy Manager					
Telephone:	01603-224306					
Email:	John.jones@norfolk.gov.uk					
<b>2. Main purpose of the Partnership:</b> <i>Please outline:</i> <ul style="list-style-type: none"> <li>• <i>Focus and key functions</i></li> <li>• <i>An indication of scale (eg size of membership, number of volunteers, stakeholders)</i></li> <li>• <i>The geographical area it serves</i></li> <li>• <i>The size of the public it serves (eg approximate number of members of the public, inc. visitors)</i></li> </ul>	<p>This Partnership's area is in south-west Norfolk and north-west Suffolk covering an area unique in the UK, considered on the original 1947 list in the Governments "Hobhouse Report" as a potential Area of Outstanding Natural Beauty.</p> <p>The Brecks spans 370 square miles across Norfolk and Suffolk and has four National Nature Reserves and 56 Sites of Special Scientific Interest. It is one of the great natural areas of Britain and is an outstanding area for wildlife conservation. Including the red stags in Thetford Forest and the Stone Curlews on Weeting Heath. The Brecks has an estimated value to the tourism industry of £173m and it supports around 4,500 jobs.</p> <p>The Partnership brings together representation from government, NGO's and six local authorities to deliver countryside management and sustainable tourism outputs. The work of the Partnership primarily is to promote understanding, awareness and enjoyment of the Brecks under the following four main themes:</p> <ol style="list-style-type: none"> <li>1. Biodiversity, Landscape Conservation, Culture and Heritage</li> <li>2. Sustainable Development</li> <li>3. Community Awareness and Involvement</li> <li>4. Countryside Recreation, Access and Tourism</li> </ol>					
<b>3. Category</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
How would you best categorise the <i>primary</i> purpose of the Partnership?	Strategic	X		Advisory and/or promotional	X	
	Service delivery			Co-ordinate and/or organise activity	X	
	Other (please state):					

<b>4. Legal status</b> Is the Partnership requirement of statute, recommended by Government guidance or voluntary?		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		
	Statutory		<b>X</b>	In line with Government guidance	<b>X</b>			
	Voluntary			Other (please state):				
<b>5. Funding</b> How is the Partnership funded (on the basis of the last financial year)?	<b>Source</b>		<b>Amount</b>			<b>Amount as % of total funding</b>		
	Annual funding for the Partnership is set out in the Memorandum of Agreement (a copy of which has been placed in the Members Room), as follows:-		Norfolk County Council Suffolk County Council Breckland District Council Forest Heath District Council St Edmundsbury Borough Council King's Lynn & WN Borough Council <b>Total Funding: £78, 380 PA</b> (Budget for 2008-09)			28% 28% 16% 14% 11% 3%		
<b>6. What is the total budget?</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>	<b>Yes</b>	<b>Please specify</b>
	Less than £50,000			Between £50,000 & £249,000	<b>X</b>		£250,000 or over	
<b>7. What is the term of any grant</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		<b>Please state below</b>
	1 year only			Annual	<b>X</b>		Other	
<b>8. Will this funding continue in the future?</b>	<b>Comments:</b> The Memorandum of Agreement sets out annual contributions (as set out at 5 above)							

<b>9. NCC's resource contribution</b> (a) What is NCC's annual time commitment?	<b>Councillor representatives</b>		No of people:	1	<b>Days:</b>	6
	<b>Officer representatives:</b>		No of people:	1	<b>Days:</b>	20
	<b>Other (Admin)</b>		No of people:	1	<b>Days:</b>	2
(b) What is NCC's annual contribution?	<b>Financial</b>	£19,253 (2008/09)	<b>Other (e.g. use of facilities):</b>		None	
<b>10. Development</b> (a) Where do you think the Partnership currently is in term of its stage of development?		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
	<b>1. Forming</b> <i>(very early stages)</i>			<b>3. Performing</b> <i>(clear roles and responsibilities and achieving its objectives)</i>	<b>X</b>	
	<b>2. Developing</b> <i>(developing working practices)</i>			<b>4. Evaluating</b> <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?	<b>Yes</b>	<b>No</b>	<b>Comments:</b> <b>This is covered in part by the 3 year Memorandum of Agreement and an annual Business Plan agreed by a Joint Advisory Panel</b>			
	X					
(c) Is the Partnership large or complex?	<b>Yes</b>	<b>No</b>	<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>	<b>Comments:</b> P&T (formerly Countryside Team) and Head of Law.					

## 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?	The Partnership has a Memorandum of Agreement – a copy has been placed in the Members Room.
Is there a stated reason why the Partnership exists and, if so, what is it?	The Partnership's primary objective is to promote the conservation and quiet enjoyment of the Brecks unique landscape, built environment, wildlife and historic qualities.
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 Memorandum of Agreement.
Have the aims of the Partnership been published and, if so, where?	Yes – on the Partnership's website – see <a href="http://www.brecks.org">http://www.brecks.org</a>
How do the Partnership aims link to the County Council's 8 main objectives? <i>(Please see list at end of form)</i>	The Partnership makes a direct and significant contribution to Aim 7: 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?	Through the Joint Advisory Panel and wider Partnership – as detailed in the Memorandum of Agreement.
How are decisions recorded?	Minutes and action points are recorded at all meetings. The Partnership also produces an annual report.
Who makes sure they are acted upon and who scrutinises them?	The Joint Advisory Panel reports back annually to the core funding partners on decisions taken and outputs produced.
Is there an agreement on how these decisions will be reported back and who are they reported to?	Minutes of Joint Advisory Panel meetings are forwarded to officers of the funding member authorities for reporting back to the appropriate level.
How are Councillors involved and how are the Partnerships' activities reported into the Council's democratic structure?	Cllr Ian Monson represents NCC on this Partnership and is currently the Chair of the Joint Advisory Panel. Funding partners utilise their own decision making processes to receive key documents, for example the Recognition of the Brecks Study 2007.
Which Cabinet portfolio is the Partnership linked to?	Environment and Waste

How are conflicts of interest resolved?	Conflicts are infrequent. On the rare occasion that they do arise, they are resolved through dialogue and consensus building.
Do members of the Partnership meet at the times set out in the agreement?	Yes – this includes an annual meeting for the JAP to feed back to funding partners.

<b>C. Added Value</b>	<b>Comments</b>
How does this Partnership add value?	By bringing together a wide range of organisations with different skills and resources. The Partnership also ensures a joined up approach to delivering services.
How do you demonstrate this added value to the public?	The Partnership produces an annual report and leaflet. For more frequent regular updates view the Partnership's website: <a href="http://www.brecks.org">http://www.brecks.org</a>

<b>D. Value for Money</b>	<b>Comments</b>
How does the Partnership ensure it provides the highest quality for the cost	This is done through Partnership meetings. In addition, the collaborative work that is at the heart of the Partnership facilitates providing the highest quality for the cost.
How is the public made aware of how the Partnership achieves value for money?	Through the Partnership's website see: <a href="http://www.brecks.org">http://www.brecks.org</a>

<b>E. Performance management</b>	<b>Comments</b>
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?	Yes these are set within the Partnerships Memorandum of Agreement and the annual Business Plan.
Who reviews and reports progress and how often does this take place?	The JAP reports back two times a year to the core funding partners on decisions taken and outputs produced.
Are targets reviewed from time to time and, if yes, who by?	Yes the Business Plan is reviewed and reported on annually.
How does the Partnership agree action on targets that are not likely to be met?	Through the Joint Advisory Panel and Partnership meetings.

<b>F. Financial Management</b>	<b>Comments</b>
Does the Partnership agreement/constitution say who will provide the money?	Yes
Who can decide how to spend it?	The Staff team are authorised to approve expenditure up to a limit of £500 for an individual task. Expenditure of more than £5,000 on an individual task should, wherever possible, be programmed into the annual budget or approved in advance by the JAP
Can the money be reallocated and, if yes, who can authorise this?	No
What are the financial reporting arrangements?	Accounts are maintained by Suffolk County Council. All financial activity is subject to their auditing procedures.

<b>G. Risk management</b>	<b>Comments</b>
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?	A specific risk assessment for this Partnership has not been carried out; however, a Memorandum of Agreement is in place which includes arrangements in the event of termination.
Has the Partnership itself carried out a formal risk assessment of the Partnership and if yes, when was that?	Risk management is carried out as an ongoing process through the meetings – a formal risk assessment has not been carried out but a Memorandum of Agreement is in place.
How does the Partnership know if things are going wrong?	Regular monitoring reports on a 6 month cycle plus the partnership meetings. In exceptional circumstances special meetings can be convened.
Who can take corrective action if necessary?	Ultimately through referral to the Joint Advisory Panel, by e mail if necessary. More straightforward day to day problems can be referred back through the line management chain to senior managers at Suffolk County Council. When necessary Suffolk County Council will involve other funding partners where joint agreement is required.



<b>H. Termination arrangements</b>	<b>Comments</b>
Are there arrangements in place if the Partnership comes to an end and, if so, what are they?	Yes – the Memorandum of Agreement includes provision for termination of the agreement. This includes information on distribution of surplus funds in the event of dissolution, obligations of funding partners in relation to redundancy payments notice periods for termination of the agreement.
Are there arrangements in place if NCC decides to no longer to be involved?	Yes - as above.
Is there a system for reallocating resources back to partners and, if so, what is it?	Yes – this is set out in the Memorandum of Agreement. Any surplus income remaining after eligible core expenditure has been settled will be returned to each core funder, in proportion to their contribution in that financial year.

<b>I. Serving the public</b>	<b>Comments</b>
Does the Partnership have a communications policy and, if so, are you happy to share it with us/attach a copy?	No – but any formal announcements, press releases or contact with the media is cleared through Suffolk County Councils own communications team.
How effectively does the Partnership communicate with the public?	Very effectively, specifically through the free annual publication of the Brecks Alive leaflet (50,000 circulation), the Partnership’s Annual Report and frequent articles in the local press and community newsletters, The Partnership includes representatives drawn from the parish network and local tourism sector.

## **NCC's nine Corporate Objectives**

The nine corporate objectives have been updated as follows:

- To lead a strategic approach to the development of the Norfolk economy
- 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 improve opportunities for people to learn throughout life
- To protect and sustain the environment
- To build vibrant, confident and cohesive communities
- To improve and develop Norfolk's cultural heritage and resources



**MEMORANDUM OF AGREEMENT**  
**between**  
**The Core Funding Partners of the Brecks Partnership**  
**for**  
**the operation of a management structure covering**  
**Brecks Environmentally Sensitive Area**  
**April 2009 - March 2012**

**The Core Funding Partners are**

**NORFOLK AND SUFFOLK COUNTY COUNCILS, BRECKLAND AND FOREST HEATH  
DISTRICT COUNCILS, AND THE BOROUGH OF KINGS LYNN AND WEST NORFOLK  
ST EDMUNDSBURY AND THE BRECKS TOURISM PARTNERSHIP**

**1. Introduction**

- 1.1 This memorandum constitutes an agreement between the above named Local Authorities and the Tourism Partnership to support a sustainable countryside management partnership including sustainable tourism activities, known as the Brecks Partnership for a rolling period of 3 years from April 2009, to be updated annually, and sets out the terms and conditions upon which that agreement is based.
- 1.2 This area, known as the Brecks, covers about 931sq.kms (360sq. miles) of heaths, forests, wetlands and agricultural land which form a unique cultural region internationally renowned for its landscape, wildlife and archaeological interests. Its international importance for wildlife is reflected in the designation of large areas under the European Habitats Regulations. It is also subject to considerable and growing pressure from development and recreation especially the growth points of Thetford, Norwich and Kings Lynn and the Growth Areas of Forest Heath and St Edmundsbury and changes in agriculture and water management.
- 1.3 All parties concerned are agreed that there are substantial benefits to be gained from continuing the Partnership. The Partnership has successfully attracted European, Natural England and other match funding to deliver programmes and will continue to do so.
- 1.4 The Partnership's operations and activities enable the funding partners to deliver many of their own commitments and to achieve sustainable rural development. The Partnership provides "added value" by encouraging partnership working to identify and deliver core objectives.

- 1.5 It works to raise awareness, understanding and the conservation and enhancement of landscape and wildlife. Through the Brecks Biodiversity Action Plan, the conservation of national priority Biodiversity habitats and species will be a key role for the Partnership, and it will work with partners to deliver these aspects.

## **2. Context**

- 2.1 The Partnership will operate in an area based on the Breckland Environmentally Sensitive Area (Appendix 1) and, where appropriate, work to address relevant issues in the whole Joint Character Area and that of the Leader programme
- 2.2 The Partnership has been in operation since 1992, and the basis for its work has been the Brecks Study (1992) and successive management plans produced in 1996 and 1999. These documents set out the objectives and policies for the area, which are consistent with the importance the partners attach to the conservation and enhancement of landscape and wildlife of the area, and the opportunities it provides for countryside recreation. The documents provide the principal policy framework for the activities of the Partnership. The Partnership will co-ordinate activities and support the organisations involved towards achieving the overall objectives for the area (see section 3). An annual Action Plan will be agreed and produced by the Partnership including key, quantifiable indicators of activity.
- 2.3 The Partnership will work with local communities, external partners and interest groups to recognise the special qualities of the Brecks area in the work of others and towards consistency in approach across the whole area
- 2.4 The Partnership area incorporates large land ownerships of the Ministry of Defence and Forest Commission, which include some of the most distinctive parts of the Brecks, and a number of very large privately owned estates. The co-operation of these and other owners and the co-ordination of their efforts in conservation and sustainable recreational use of the area will be a significant part of the work of the Brecks Partnership.

## **3. Primary Objective, Roles and Priorities**

- 3.1 The Partnership's primary aim is **to promote understanding, awareness and enjoyment of the Brecks unique landscape, built environment, wildlife and historic qualities** through its sustainable management

The work of the Partnership has three main themes as follows:

1. Raising awareness and understanding of the Brecks biodiversity, landscape, culture and heritage
2. Sustainable development - development that takes equal account, and at the same time, of the economic, social and environmental needs of the area
3. Countryside recreation, access and tourism

Most conflicts of interest between conservation and recreation can be resolved through discussion and good management practice. However in the event that this is not possible the spirit of the 'Sandford Principle' will be followed and the conservation of the Brecks will, in acute situations be considered an over-riding priority.

### **3.2 Primary Roles**

The primary roles of the Partnership in taking forward this aim will be to:

- i. work in partnership to improve integration and avoid duplication of effort. For example, the Biodiversity Action Plan (BAP) targets for the Breckland Natural Area
- ii. take specific action where this would not otherwise happen and where it would be resource efficient
- iii. take forward the aims, objectives and priorities of the Brecks in conjunction with local communities, voluntary groups and partner organisations. The strategy will include a means of collating and assessing environmental change.
- iv. raise awareness of the area and provide a focus for all organisations and individuals with an interest in its conservation and enjoyment.
- v. To raise awareness of the regional, national and international significance of the Brecks area

Priorities for the Partnership in 2009-2012 are shown in Appendix II.

## **4. Method Of Delivery**

4.1 As at April 2009, the effective date of this revised Memorandum, the Partnership staff will consist of:

- i. Brecks Partnership Manager - responsible for the management of the Partnership team and the Partnership's work programmes; budgetary planning and financial control (in conjunction with Suffolk County Council); regular reporting to the Core Management Group; preparing a business plan, an annual work programme and budget; liaising with other key members of the wider partnership and representing the Partnership through the media and directly with other parties on major issues affecting the area.
- ii. Brecks Support Officer to further the work of the Brecks Partnership with the Partnership Manager with specific responsibility for website maintenance and servicing enquiries

4.2 The Partnership may also employ temporary contract staff and consultants to deliver specific outputs or host posts designed to take forward the management objectives of the Brecks

- 4.3 The Brecks Partnership staff will seek to influence the activities of those with an interest and remit in the Brecks area in order to take forward the aims and objectives outlined in section 3 through seeking consistency of approach by those agencies and organisations that have duties and responsibilities in the area
- 4.4 The Brecks Partnership will seek to develop consideration of the special qualities of the Brecks area in the work of others who have duties and responsibilities in the area

## 5. **Steering Arrangements**

- 5.1 A Core Management Group (CMG) will be the overall partnership body responsible for overseeing the work of the Partnership and that of the staff team The Membership and terms of reference of the Brecks CMG are set out in Appendix III. The CMG members will have the role of:
- i. Commissioning and evaluating reports from the Partnership on its progress and future plans;
  - ii. Receive and discuss reports on the activities of all members of the Partnership and contributions to the Brecks Area Strategy.
  - iii. Promoting the Brecks within and outside the organisations that individuals represent.
  - iv. Facilitate communication relevant to the Brecks within their own organisation
- 5.2 The CMG will meet twice a year and may hold a conference, study day or other appropriate event to consider major issues relating to the Partnership area. It will receive the half yearly and annual reports for discussion and formally approve the annual Business Plan, work programme and budget and recommend these to the funding partners. It will also consider major policy issues relating to the operation of the Partnership.
- 5.3 Its members will elect the Chair of the CMG on a three-year cycle. A Vice-Chair will also be appointed.
- 5.4 Officers of the funding partners will hold responsibility for the provision and accountability of the agreed contributions from their organisation.
- 5.5 Relevant Task Groups may be formed to address specific issues that require the attention of the Partnership
- 5.5 The Partnership Manager is responsible for the effective operation of the Partnership within the terms set out in this Memorandum of Agreement. The Partnership Manager will provide 6 monthly reports to partners.
- 5.6 The Partnership Manager will report to the CMG, and be responsible to the Chair of the CMG for service delivery. Review and appraisal and other

personnel issues will be the responsibility of the employing authority Suffolk County Council

- 5.7 Suffolk County Council will be the employing authority on behalf of the Partnership providing personnel functions including recruitment, review and appraisal etc

## **6 Financial Arrangements**

- 6.1 Suffolk County Council will hold the Partnership Budget and be responsible for the exercise of proper financial control.
- 6.2 The estimated Partnership budget for the first year of the Memorandum is set out below. This will be subject to annual review and approval by the CMG for recommendation to the constituent funding partners. Virement within the annual budget resulting in a greater than 10% change in any of the main heads will require prior approval by the Core Management Group.
- 6.3 The Partnership will be funded by the local authorities in the Partnership area over the period of the agreement and each local authority will use its best endeavours to meet the targets agreed. Contributions will also be sought from other sources, including the Countryside Agency, East of England Development Agency, Environment Agency and from income generation to balance the budget.
- 6.4 As a target for the funding partners to aim at the following contributions based on the percentage of the Partnership area within each authority's boundary will be used, adjusted to take account of areas controlled by the MoD and FC.

**Funding Contributions 2009 – 2010**  
**(in £s and based on 08/09 plus 3% RPI)**

Local authority	% area contribution	Brecks output budget	Brecks Partnership contribution	Total contribution
Norfolk CC	28	2,800	20,221	<b>23,021</b>
Suffolk CC	28	2,800	20,221	<b>23,021</b>
Breckland DC	16	1,600	16,810	<b>18,410</b>
Forest Heath DC	14	1,400	8,240	<b>9,640</b>
St Edmundsbury BC	11	1,100	10,554	<b>11,654</b>
Borough Council King's Lynn and West Norfolk	3	300	2,861	<b>3,161</b>
<b>Other income</b>				
Rural Development Programme facilitator hosting charges				<b>2,500</b>
<b>Totals</b>	<b>100%</b>	<b>£ 10,000</b>	<b>£78,907</b>	<b>£91,407</b>

Income from Brecks Tourism membership subscriptions during this period will be eligible as private sector match funding for specific outputs through Rural Development Programme and therefore may not contribute to meeting fixed and variable costs

**Budget 2009-10**

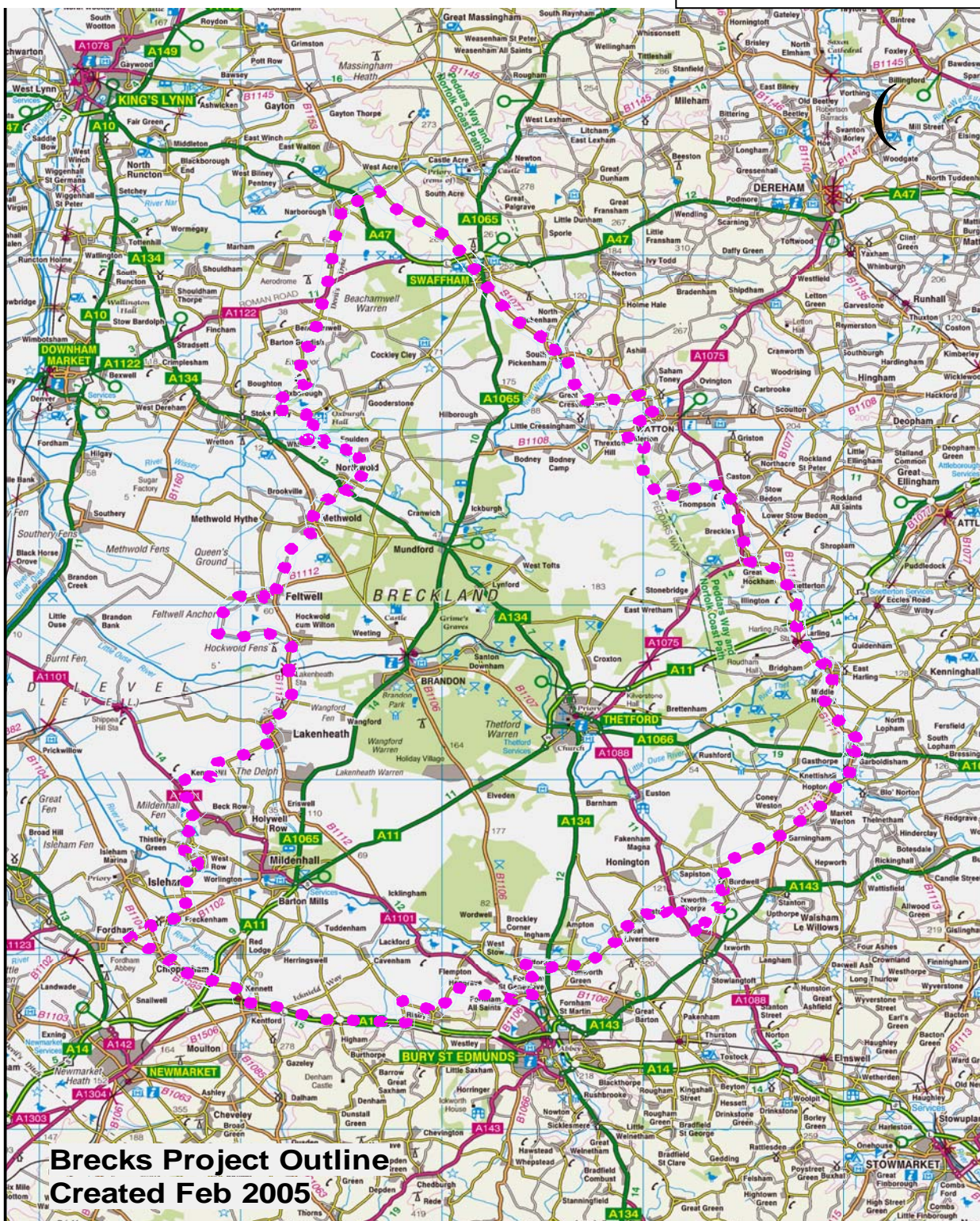
<b>Combined Brecks Partnership</b>	
Total fixed costs	<b>72,153</b>
Variable costs	<b>9,254</b>
Output costs	<b>10,000</b>
<b>Total costs</b>	<b>£91,407</b>
Advance income fund	<b>£3,552</b>



- 6.5 The annual work programme of the Partnership will determine the allocation of expenditure from the Partnership budget. The Partnership Manager is responsible to the employing authority for day-to-day financial control of the Partnership budget. This should be in accordance with Suffolk County Council's arrangements for the discharge of functions.
- 6.6 The Partnership Manager will have powers to approve expenditure of up to £2,500 on any one task, and the ability to sign orders up to £2,500. The line manager at Suffolk County Council will sign approved expenditure above this limit. Expenditure above this limit, which has not already been approved as part of the annual work programme, will require the prior approval from the employing authority. This may include part funding the activity of other organisations where this will deliver the Partnership's objectives. The Partnership Manager will also be required to seek to augment the budget with contributions and sponsorship from other sources in undertaking Partnership activity.
- 6.7 Suffolk County Council will meet the costs of the Partnership in the first instance. The local authority partners will provide their contributions from the beginning of the financial year.
- 6.8 Any payments legally due to Partnership staff under the Redundancy Payments Act 1965. Employment Protection (Consolidation Act) 1978, as amended by the Trade Union Reform and Employment Rights Act 1993, or other relevant legislation on termination of employment shall be met by Partnership partners in the same proportion as their contribution to the Partnership budget immediately prior to termination. Costs for public and employer's liability premiums and payments in the event of industrial injury should be met in the same way.

## **7. Insurance and Termination**

- 7.1 All funding partners will ensure that their employer's liability insurances fully cover the involvement of their organisation and employees in the Partnership.
- 7.2 This Memorandum of Agreement may be amended by mutual consent.
- 7.3 Any of the parties to this agreement may reduce or withdraw funding after giving twelve months notice, in writing. Should the Partnership cease to exist as a result of this, inescapable commitments at the appropriate level up to the date of termination will be made by all parties.
- 7.4 In the event of termination of the Partnership the partners will be liable to meet the net costs (after disposal of any assets) in the same proportion as their contribution to the Partnership budget immediately prior to termination.



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## **APPENDIX II**

### **Priorities 2009-12**

- 1) Actively participate in the growth Point work of Thetford, Forest Heath and St Edmundsbury to take forward the management objectives of the Brecks area
- 2) Continue to develop responsible tourism in the Brecks area
- 3) Actively participate in the Rural Development Programme for the Brecks to take forward the management objectives of the Brecks area
- 4) Identify and secure new sources of funding e.g. for landscape scale initiatives e.g. Aggregates Levy Sustainability Fund.

## **APPENDIX III**

### **Terms of reference for the Core Management Group**

1. The Core Management Group (CMG) will oversee the funding and work of the Partnership. It will provide a mechanism for the Partnership to report back to its funding bodies on its progress and future plans.
2. The CMG will receive the regular Partnership reports for discussion and will formally approve the annual business plan, work programme and budget and recommend these to the funding partners. It will also consider major policy issues relating to the operation of the Partnership.
3. Members of the CMG will promote their commitment to the Brecks Partnership within their own organisations, and take responsibility for the dissemination of information and development of the partnership.
4. (a) The CMG should consist of the following people:
  - Its members shall elect the Chair and Vice Chair of the CMG on a three-year cycle
  - One representative at Member level (with named substitute) from each of the local district and borough authorities and two from each of the county authorities accompanied by non-voting supporting officer. *(Should it prove necessary members will vote on matters relating to the financial management of the Partnership. If unable to attend voting by proxy is permitted)*
  - A representative of the Brecks Tourism Partnership
  - Two representatives of the parishes within the Brecks

**The Brecks Partnership** shall comprise the CMG plus

- One representative each from:
  - The Forestry Commission.
  - Natural England
  - Chamber of Commerce/Business representative
  - The Brecks Society
  - English Heritage
  - Environment Agency
  - Norfolk Assoc. Town & Parish Councils
  - Suffolk Assoc. Local Councils
  - Norfolk Wildlife Trust
  - Suffolk Wildlife Trust
  - RSPB
  - Country Landowners and Business Association
  - Ministry of Defence
  - National Farmers Union
  - Norfolk Tourism Partnership
  - Suffolk Tourism Partnership
  - East of England Development Agency
  - East of England Tourist Board

- (b) The Partnership may also invite representatives from other relevant bodies to attend on a regular or occasional basis where appropriate.
- (c) All representatives will be able to vote on non-financial matters of Partnership management.

5 The Brecks Partnership shall meet twice a year and may have an annual conference or study day looking at major issues relating to the Partnership area. The meeting dates shall be agreed for the year ahead in advance. The Partnership will be serviced by the employing authority in conjunction with the Partnership Officer.

## Partnership Questionnaire - Great Yarmouth Car Parking Strategy Steering Group

## Part 1: Summary

<b>1. Name of Partnership:</b>	<b>Great Yarmouth Car Parking Strategy Steering Group</b>					
Contact name:	Grahame Bygrave					
Position/title:	Capital Programme Manager					
Telephone:	01603 638030					
Email:	grahame.bygrave@norfolk.gov.uk					
<b>2. Main purpose of the Partnership:</b> <i>Please outline:</i>	<b>Focus and Key Functions</b>					
<ul style="list-style-type: none"> <li>• <i>Focus and key functions</i></li> <li>• <i>An indication of scale (eg size of membership, number of volunteers, stakeholders)</i></li> <li>• <i>The geographical area it serves</i></li> <li>• <i>The size of the public it serves (eg approximate number of members of the public, inc. visitors)</i></li> </ul>	<p>The Steering Group acts as a sounding board for Officers principally on policy and also to allow public/member engagement in decisions that are delegated to Officers. For a detailed description of the Steering Group's key functions see the attached constitution (Annex A)</p> <p>The Steering Group also considers recommendations put forward by the Great Yarmouth Car Parking Strategy Implementation Project Board on how the annual on-street car parking 'pay &amp; display' surplus fund is used. The Project Board comprises officers from Great Yarmouth Borough Council, Norfolk County Council, the Police and the Town Centre Manager. Others attend by invitation.</p> <p>The Steering Group serves the general population covered by the Borough of Great Yarmouth and also visitors to the area.</p>					
<b>3. Category</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
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):					
<b>4. Legal status</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
Is the partnership requirement of statute, recommended by Government guidance or voluntary?	Statutory			In line with Government guidance		
	Voluntary			Other (please state): It has no legal powers but is purely an advisory body to both the Borough and County Council		

<b>5. Funding</b> How is the partnership funded (on the basis of the last financial year)?	<b>Source</b>			<b>Amount</b>			<b>Amount as % of total funding</b>		
	N/A – There is no funding given to the Steering Group – requests are made to various County Council and Borough Council departments to fund activities and projects supported by the Group.								
<b>6. What is the total budget?</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>Please specify</b>
	Less than £50,000	N/A	N/A	Between £50,000 & £249,000	N/A	N/A	£250,000 or over	N/A	
<b>7. What is the term of any grant</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		<b>Please state below</b>	
	1 year only	N/A	N/A	Annual	N/A	N/A	Other		
<b>8. Will this funding continue in the future?</b>	<b>Comments:</b>								
<b>9. NCC's resource contribution</b> (a) What is NCC's annual time commitment?	<b>Councillor representatives</b>			No of people:	2	<b>Days:</b>		6 days/year	
	<b>Officer representatives:</b>			No of people:	2	<b>Days:</b>		20 days/year	
	<b>Other (Design Consultants)</b>			No of people:	Varies	<b>Days:</b>		As required	
(b) What is NCC's annual contribution?	<b>Financial</b>	£ None		<b>Other (e.g. use of facilities):</b>					
<b>10. Development</b> (a) Where do you think the partnership currently is in term of its stage of development?		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
	<b>1. Forming</b> <i>(very early stages)</i>			<b>3. Performing</b> <i>(clear roles and responsibilities and achieving its objectives)</i>				✓	
	<b>2. Developing</b> <i>(developing working practices)</i>			<b>4. Evaluating</b> <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?	<b>Yes</b>	<b>No</b>	<b>Comments:</b>						
		✓							

(c) Is the partnership large or complex?	<b>Yes</b>	<b>No</b>	<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>	<b>Comments:</b> Great Yarmouth Borough Council. The Borough Council's lead Officer is the Head of Planning and Development in consultation with the Head of Property Services. Central Services/Member Services administers the Steering Group. Overall responsibility is shared between Regeneration Services and Planning.		

## Part 2: Questionnaire

<b>A. Rationale for the partnership</b>	<b>Comments</b>
Is there a partnership agreement or constitution and, if so, are you happy to share it with us/attach a copy?	Yes – see attached Annex A.
Is there a stated reason why the partnership exists and, if so, what is it?	Reasons why the partnership exists are stated in the terms of reference for the constitution (reproduced in Part 1 / Section 2).
Does the partnership have agreed aims, and if so, what are they? <i>Please attach a copy.</i>	Agreed aims are stated in the terms of reference for the constitution.
Have the aims of the partnership been published and, if so, where?	Yes, in terms of the constitution being ratified by both Norfolk County Council and Great Yarmouth Borough Council Cabinets Members.
How do the partnership aims link to the County Council's 9 main objectives? <i>(Please see list at end of form)</i>	<ul style="list-style-type: none"> <li>• To lead a strategic approach to the development of the Norfolk economy</li> <li>• To improve travel and transport</li> <li>• To help make Norfolk a safe place to live and work</li> <li>• To improve the health and well-being of Norfolk's residents</li> <li>• To protect and sustain the environment</li> <li>• To build vibrant, confident and cohesive communities</li> <li>• To improve and develop Norfolk's cultural heritage and resources</li> </ul>

<b>B. Governance arrangements</b>	<b>Comments</b>
How are decisions made - is there a scheme of delegation that makes clear who can take decisions?	<p>Constitutionally, the Steering Group is not a decision making body. It reports to:</p> <ul style="list-style-type: none"> <li>(i) The Norfolk County Council Great Yarmouth Area Committee (itself non-decision making). Recommendations from officers are taken to the Area Committee and, if agreed, are progressed under Chief Officer delegated powers.</li> <li>(ii) The Borough Council's Cabinet. Cabinet makes decisions unless considered to be a matter for full Council.</li> </ul> <p>In both cases, officers act under appropriate delegated powers to implement actions.</p> <p>Recommendations by Steering Group are made by a quorate majority vote.</p>
How are decisions recorded?	The Steering Group only makes recommendations and these are recorded in minutes of meetings taken by Borough Council officers.
Who makes sure they are acted upon and who scrutinises them?	Chairman of the Steering Group
Is there an agreement on how these decisions will be reported back and who are they reported to?	Subsequent meetings.
How are Councillors involved and how are the partnerships' activities reported into the Council's democratic structure?	Councillors take an active role in discussions and vote accordingly on recommendations put forward. These are then reported to Area Committee. See attached list of attendees for Councillors and Officers who are invited to attend meetings. There are 8 voting members. Also invited to the meeting are relevant Ward Borough Councillors who can speak but not vote.
Which Cabinet portfolio is the partnership linked to?	For highway and transportation related matters – the Cabinet Member for Planning & Transportation.
How are conflicts of interest resolved?	Declaration at start of meeting.
Do members of the partnership meet at the times set out in the agreement?	Steering Group meets when required, usually 5 or 6 times a year.



<b>C. Added Value</b>	<b>Comments</b>
How does this partnership add value?	By making recommendations on new policies and strategies from a political point of view.
How do you demonstrate this added value to the public?	Meetings are open to the public and subsequently reported in the local press.

<b>D. Value for Money</b>	<b>Comments</b>
How does the partnership ensure it provides the highest quality for the cost	N/A
How is the public made aware of how the partnership achieves value for money?	N/A

<b>E. Performance management</b>	<b>Comments</b>
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 targets set – N/A.
Who reviews and reports progress and how often does this take place?	N/A
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

<b>F. Financial Management</b>	<b>Comments</b>
Does the partnership agreement/constitution say who will provide the money?	No. The Steering Group does not have a financial budget.
Who can decide how to spend it?	N/A
Can the money be reallocated and, if yes, who can authorise this?	N/A
What are the financial reporting arrangements?	N/A

<b>G. Risk management</b>	<b>Comments</b>
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?	No.
Has the partnership itself carried out a formal risk assessment of the partnership and if yes, when was that?	No.
How does the partnership know if things are going wrong?	Officer/Member feedback at meetings. Meetings are also open to the public and matters discussed reported in the local press, which provides extra scrutiny.
Who can take corrective action if necessary?	Members of the Steering Group with voting rights.

<b>H. Termination arrangements</b>	<b>Comments</b>
Are there arrangements in place if the partnership comes to an end and, if so, what are they?	No.
Are there arrangements in place if NCC decides to no longer to be involved?	No.
Is there a system for reallocating resources back to partners and, if so, what is it?	No.

<b>I. Serving the public</b>	<b>Comments</b>
Does the partnership have a communications policy and, if so, are you happy to share it with us/attach a copy?	Meetings are open to the public and matters discussed reported in the local press.
How effectively does the partnership communicate with the public?	See above. Also, members canvas local opinion on schemes/projects being progressed.

## **NCC's nine Corporate Objectives**

The nine corporate objectives have been updated as follows:

1. To lead a strategic approach to the development of the Norfolk economy
2. To improve travel and transport
3. To help make Norfolk a safe place to live and work
4. To improve educational attainment and help children and young people to achieve their ambitions
5. To improve the health and well-being of Norfolk's residents
6. To improve opportunities for people to learn throughout life
7. To protect and sustain the environment
8. To build vibrant, confident and cohesive communities
9. To improve and develop Norfolk's cultural heritage and resources

*Note – below is a copy of a report setting out proposals for a new constitution for the Car Parking Strategy Steering Group. Note that this report should be read in conjunction with the minutes of the meeting, which set out some agreed amendments to the proposals in the report (a copy of the relevant extract from the minutes is included at the end of this report at Annex B).*

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Subject: Car Parking Strategy Steering Group - New Constitution

Report to: Car Parking Strategy Steering Group : 15 March 2006

Report by: Head of Planning and Development

### **SUBJECT MATTER/RECOMMENDATIONS**

This report recommends an updated Constitution for the Steering Group to reflect the changing nature of the tasks from Strategy preparation to implementation and monitoring.

Members of the Steering Group will be asked to consider the proposals set out in this report and, subject to members comments on Membership and the proposed Constitution it is recommended that the revised Constitutional arrangements be adopted and endorsed by the relevant Executive decision making Committees of the Borough and County Councils.

## **1. BACKGROUND**

- 1.1 At the last Car Parking Strategy Steering Group Meeting, I reported that details of the original constitution of the Group were no longer available. Since making that statement a draft Constitution put to the Borough Council's Policy Committee on 12 March 1999 has come to light (details attached - Appendix A, for information).
- 1.2 It is evident that this is now somewhat out of date and requires substantial revision to make it relevant to today's constitutional and legislative requirements. Membership also needs to be considered.

## **2. PROPOSALS**

### **Proposed changes since the Inception of the Present Steering Group**

- 2.1 The original Working Party (which fed into a Steering Committee) no longer meets. The Steering Committee is now the Strategy Steering Group. The Group is now largely attended by elected members compared with the original private sector / public sector 'mix'. Historically, it has met with few of the 'other'

representatives present. In addition, there is now also a 'Great Yarmouth Car Parking Strategy Implementation Project Board' which makes recommendations on spending of the annual Car Park Surplus income to the Steering Group.

- 2.2 It is suggested that the former 'Working Party' is formally dispensed with and the Strategy Steering Group membership widened to enable it to be more representative of the area(s) affected by the Strategy's implementation proposals.
- 2.3 The Project Implementation Board should remain but its membership clarified.
- 2.4 A suggested composition of a new Car Parking Strategy Steering Group is set out below:-

**Suggested Membership**

Great Yarmouth Borough Council	3 x members (including the Cabinet Member for the Economic Portfolio)
Norfolk County Council	2 x member (includes Chairman of the GY Area Committee or any successor)
Norfolk Police Authority	1 x member
Chamber of Commerce	1 x member
Private car park Operator (NCP or MG)	1x member
Town Centre Partnership rep	1 x member
Great Yarmouth Tourist Authority	1 x member
Great Yarmouth Residents' Association	1 x member
Principal Bus Operator	1 x member

**Total** **12 members**

- 2.5 The Group shall work to an amended and up-dated set of Terms of Reference. The original is set out in Appendix B and the proposed changes are set down in Appendix C.
- 2.6 Constitutionally, the current Strategy Steering Group is **NOT** a decision making body. It reports to:
  - (i) the Norfolk County Council Great Yarmouth Area Committee (itself non-decision making). Actions are taken forward through the Committee agreeing that Officers proceed with schemes under Chief Officer delegated powers. Strategic decisions are referred to the County Council's Planning Transportation and the Environment Waste and Economic Dev Review Panel.
  - (ii)The Strategy Steering Group reports to the Borough Council's Cabinet and all decisions are made by the Executive unless considered to be a matter for full Council.
  - (iii) In both cases, decisions are implemented by officers who act under their

appropriate delegated powers.

There is no reason to suggest that the above arrangements have not worked or should not continue. However, in the interests of probity and accountability, it is suggested that the Minutes of the Strategy Group are referred to Cabinet for information and any Key Decisions referred to Executive. Officers should continue to act within their delegated powers when authorised to do so by the Steering Group.

2.7 The Project Implementation Board is an officer working group and has, to date, loosely been formed of officers from the following groups/disciplines:

Borough Council:

- Head of Planning and Development
- Head of Property Services
- Car Parks Manger
- Head of Financial Services

Norfolk County Council:

- Programme and Funding Manager, Planning and Transportation, Norfolk County Council
- Assistant Engineer, P & T Technical
- Area Engineer, Norfolk County Council (Aylsham) or substitute
- Traffic Management Officer, Norfolk Constabulary

Other officers attend by invitation. The Town Centre Manager also has an open invitation.

### **Administration, Quoracy and Attendance of Ward members**

2.8 The relevant Chief Officers will be responsible for progressing the implementation of the Strategy and any subsequent strategy review(s).

2.9 The Borough Council will provide the Chairman for the Steering Group.

2.10 The Council's lead Officer should continue to be the Head of Planning and Development in consultation with the Head of Property Services.

2.11 It is suggested that a meeting of the Strategy Group will be quorate when any 4 members of the 12 possible are present – substitutes will be allowed.

2.12 Ward members (County and District) will be invited to attend and participate in the discussions related to their Ward but are not eligible to vote.

### **3.0 Conclusion and Recommendation**

3.1 Members of the Steering Group are asked to consider the proposals set out in this report and, subject to members comments on Membership and the proposed Constitution recommend that the revised Constitutional arrangements be adopted by the relevant Executive decision making Committees of the Borough and County Councils for adoption and endorsement.

**3. ORIGINAL PROPOSED CONSTITUTION, 1999**

3.1 The study will be pursued through a Working Party which will include the following core members and any co-opted members, agreed by the core group, who have a contribution to make:-

Borough Council      Planning, Treasurers, Engineers, Economic Development and Access Officer  
NCC                      Representative from Planning and Transportation (one from Highways Management, and one from Strategic Policy/Investment).  
Norfolk Constabulary  
Chamber of Commerce  
Town Centre Manager  
Great Yarmouth Tourist Authority  
Market Gates  
NCP  
First Eastern Counties (buses)

3.2 The Working Party will report to a Steering Committee containing members representing:

Great Yarmouth Borough Council	-	3 members
Norfolk County Council	-	1 member
Norfolk Constabulary	-	1 member
Chamber of Commerce	-	1 member
Private Car Park Interests	-	1 member
First Eastern Counties	-	1 member

The Steering Committee will be responsible for consultation on draft strategies and the production of the final document.

3.3 The Best Value fundamental service review approach shall be used in all aspects of the production of the Strategy.

**4. TIMESCALE**

The Working Party will be responsible for recommending to the Steering Committee a detailed timescale for the production of the Strategy but the final report should be presented by 31 March 2000.

**5. RESPONSIBILITY**

The Borough Planning and Development Officer will be responsible for the organisation for progressing the strategy through the Working Party and reporting to the Steering Committee.

The Borough Council will provide the Chairman for the Steering Committee.

## **APPENDIX B**

### **ORIGINAL TERMS OF REFERENCE**

- To produce a comprehensive strategy and a set of policies for the provision and management of parking designed to enhance the attractiveness of the town centre and holiday areas whilst contributing to the economic well being and environmental enhancement of the area through the encouragement of the use of the car only where alternatives cannot be made available.
- To review the Council's car parking/pricing strategy whilst still seeking to achieve the budgeted income.
- To review the role of the Borough Council's pay and display and free car parks.
- To review the role of off-street privately owned car parks.
- To review the role of on-street highway parking as part of the overall strategy.
- To review the role and economics of park and ride.
- To review and re-examine as appropriate the role of the Borough Council's car parking standards for new developments as set out in the Borough-Wide Local Plan in a locational context.
- To seek the views of the public.
- To investigate residents parking permit zones.
- To investigate on street policy 'pay and display' meters or other suitable alternatives.
- To investigate the applicability of other relevant initiatives.
- To investigate the role and relevance of different security measures in parking areas.
- To examine possible strategy items resulting from the comprehensive strategy review and recommend an implementation programme.



**SUGGESTED NEW TERMS OF REFERENCE**

- To produce and review a comprehensive strategy and a set of policies for the provision and management of parking designed to enhance the attractiveness of the town centre and holiday areas whilst contributing to the economic well being and environmental enhancement of the area through the encouragement of the use of the car only where alternatives cannot be made available.
- To periodically review the:
  - Council's car parking/pricing strategy whilst still seeking to achieve the budgeted income.
  - role of the Borough Council's pay and display and free car parks
  - role of off-street privately owned car park
  - role of on-street highway parking as part of the overall strategy
  - role and economics of park and ride
  - the Borough Council's car parking standards for new developments as set out in the Borough-Wide Local Plan in the context of the new Local Development Framework.
- To investigate, consult, appraise and, as appropriate, implement:-
  - residents parking permit zones
  - on street policy 'pay and display' meters (or other suitable alternatives)
  - other relevant transport and transportation initiatives
  - the role and relevance of different security measures in parking areas
- To examine possible strategy items resulting from periodic comprehensive or themed strategy review(s) and recommend an implementation programme.
- Present, maintain and publish an Implementation Strategy.

*Extract from the minutes of the CAR PARKING STRATEGY STEERING GROUP,  
14 March 2006.*

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## **7. CONSTITUTION FOR THE GROUP**

The Steering Group received the Head of Planning and Development's report setting out proposals for a revised constitution for the Group. Concern was expressed that the proposed membership of the Group was too large and it was suggested that if it included representatives from private car park operators or the principal bus operator then the Cycle Forum should also be represented. These points were acknowledged and it was suggested that they should be consulted on relevant issues rather than being a full member of the group, thereby reducing the number of members from 12 to 10. It was agreed that the quoracy would remain a third meaning that there would still be a requirement for 4 members to be present to form a quorum. Reference was made to paragraph 2.6 and Members were reminded that each Authority's Cabinets would be responsible for decision-making. The point was also made that the Traffic Management Officer for the Police was not a County Council officer.

### **RESOLVED:**

That the constitution, as amended above, be supported and submitted to the Borough and County Councils for approval.

## Partnership Questionnaire – Norfolk Local Access Forum

## Part 1: Summary

<b>1. Name of Partnership:</b>	<b>Norfolk Local Access Forum</b>					
Contact name:	Peter Barber					
Position/title:	Countryside Access Manager					
Telephone:	01603-222774					
Email:	peter.barber@norfolk.gov.uk					
<b>2. Main purpose of the Partnership:</b> <i>Please outline:</i> <ul style="list-style-type: none"> <li>• <i>Focus and key functions</i></li> <li>• <i>An indication of scale (e.g. size of membership, number of volunteers, stakeholders)</i></li> <li>• <i>The geographical area it serves</i></li> <li>• <i>The size of the public it serves (e.g. approximate number of members of the public, inc. visitors)</i></li> </ul>	<p>Norfolk County Council and the Broads Authority have each set up a Local Access Forum have each set up a Local Access Forum covering their respective areas. These forums have legally defined terms of reference which broadly are to advise their respective appointing authorities and a range of other bodies on:-</p> <ul style="list-style-type: none"> <li>• Draft maps showing open country and register common land</li> <li>• Byelaws affecting access land</li> <li>• Appointment of wardens on access land</li> <li>• Directions that would restrict or exclude access on land for more than 6 months</li> <li>• Rights of way improvement plans</li> <li>• Making of dog control orders affecting access land</li> <li>• General matters relating to countryside access</li> </ul> <p>The Forum comprises a balance of representatives of related countryside interests such as walkers, horse-riders, farmers, landholders, common rights holders, and local council members.</p> <p>The Forum covers the whole of Norfolk with the exception of the Broads Authority which has its own Local Access Forum.</p>					
<b>3. Category</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>
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):					

<b>4. Legal status</b> Is the partnership requirement of statute, recommended by Government guidance or voluntary?		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		
	Statutory	✓		In line with Government guidance	✓			
	Voluntary		✓	Other (please state):				
<b>5. Funding</b> How is the partnership funded (on the basis of the last financial year)?	<b>Source</b>		<b>Amount</b>		<b>Amount as % of total funding</b>			
	Public Rights of Way Revenue Budget		Expenses only plus meetings - 4 per year (approx £2000.00 per annum)					
<b>6. What is the total budget?</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>	<b>Yes</b>	<b>Please specify</b>
	Less than £50,000	✓		Between £50,000 & £249,000		x	£250,000 or over	
<b>7. What is the term of any grant?</b>		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		<b>Please state below</b>
	1 year only			Annual			Other	N/A
<b>8. Will this funding continue in the future?</b>	<b>Comments:</b> Yes – the NLAFF is a Statutory Body.							
<b>9. NCC's resource contribution</b> (a) What is NCC's annual time commitment?	<b>Councillor representatives</b>		No of people:	3	<b>Days:</b>	4 days p/a		
	<b>Officer representatives:</b>		No of people:	1	<b>Days:</b>	50		
	<b>Other (Secretary)</b>		No of people:	1	<b>Days:</b>	8		
(b) What is NCC's annual contribution?	<b>Financial</b>	£2000.00		<b>Other (e.g. use of facilities):</b>		Meeting rooms	4 per year	
<b>10. Development</b> (a) Where do you think the partnership currently is in term of its stage of development?		<b>Yes</b>	<b>No</b>		<b>Yes</b>	<b>No</b>		
	<b>1. Forming</b> ( <i>very early stages</i> )		✓	<b>3. Performing</b> ( <i>clear roles and responsibilities and achieving its objectives</i> )		✓		
	<b>2. Developing</b> ( <i>developing working practices</i> )	✓		<b>4. Evaluating</b> ( <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?	<b>Yes</b>	<b>No</b>	<b>Comments:</b> The NLAF was instrumental in developing the Rights of Way Improvement Plan 2007-2017 and will be key to its delivery. This Plan is approx 95 pages long, and is available to view on the NCC's website at <a href="http://www.norfolk.gov.uk/consumption/groups/public/documents/article/ncc056115.pdf">http://www.norfolk.gov.uk/consumption/groups/public/documents/article/ncc056115.pdf</a>
	✓		
(c) Is the partnership large or complex?	<b>Yes</b>	<b>No</b>	<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>	<b>Comments:</b> Head of Law, Director of Planning and Transportation and DEFRA.		

## Part 2: Questionnaire

<b>A. Rationale for the partnership</b>	<b>Comments</b>
Is there a partnership agreement or constitution and, if so, are you happy to share it with us/attach a copy?	Yes, there is a constitution (see Annex 1).
Is there a stated reason why the partnership exists and, if so, what is it?	The Partnership is a statutory body with legally defined terms of reference – see comments under ‘purpose of the partnership’ above.
Does the partnership have agreed aims, and if so, what are they? <i>Please attach a copy.</i>	The Partnership is a statutory body with legally defined terms of reference – see comments under ‘purpose of the partnership’ above.
Have the aims of the partnership been published and, if so, where?	Yes – the constitution is published on the Local Access Forum internet site. See <a href="http://www.localaccessforum.norfolk.gov.uk/">http://www.localaccessforum.norfolk.gov.uk/</a>
How do the partnership aims link to the County Council's 9 main objectives? <i>(Please see list at end of form)</i>	The forum primarily contributes to the ‘protect and sustain the environment’ objective.

<b>B. Governance arrangements</b>	<b>Comments</b>
How are decisions made - is there a scheme of delegation that makes clear who can take decisions?	By a quorate majority vote – as detailed in the constitution.
How are decisions recorded?	Meetings minuted by Chief Executives.
Who makes sure they are acted upon and who scrutinises them?	Chairman.
Is there an agreement on how these decisions will be reported back and who are they reported to?	Subsequent meetings.
How are Councillors involved and how are the partnerships' activities reported into the Council's democratic structure?	3 Councillors on NLAf <u>BUT independent body</u> – not part of NCC committee structure (see Annex 2 for a list of Forum members).
Which Cabinet portfolio is the partnership linked to?	Waste Management and the Environment.
How are conflicts of interest resolved?	Declaration at start of meeting.
Do members of the partnership meet at the times set out in the agreement?	Yes – the forum meets at least four times in each year, in accordance with the constitution.

<b>C. Added Value</b>	<b>Comments</b>
How does this partnership add value?	By giving expert strategic advice to the County Council.
How do you demonstrate this added value to the public?	Meetings are open to the public. Public are represented on NLAf.

<b>D. Value for Money</b>	<b>Comments</b>
How does the partnership ensure it provides the highest quality for the cost.	N/A Expenses only.
How is the public made aware of how the partnership achieves value for money?	N/A Expenses only.

<b>E. Performance management</b>	<b>Comments</b>
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. May be developed in the future.

Who reviews and reports progress and how often does this take place?	Annual newsletter.
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

<b>F. Financial Management</b>	<b>Comments</b>
Does the partnership agreement/constitution say who will provide the money?	N/A – NLAF does not have a budget.
Who can decide how to spend it?	N/A
Can the money be reallocated and, if yes, who can authorise this?	N/A
What are the financial reporting arrangements?	N/A

<b>G. Risk management</b>	<b>Comments</b>
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?	No.
Has the partnership itself carried out a formal risk assessment of the partnership and if yes, when was that?	No.
How does the partnership know if things are going wrong?	Advice from NCC Officer.
Who can take corrective action if necessary?	NCC as appointing authority.

<b>H. Termination arrangements</b>	<b>Comments</b>
Are there arrangements in place if the partnership comes to an end and, if so, what are they?	N/A – NLAF could only cease to exist through new Government legislation.
Are there arrangements in place if NCC decides to no longer to be involved?	Not an option – NCC is statutory appointing authority.
Is there a system for reallocating resources back to partners and, if so, what is it?	N/A

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?	There is no specific communications policy for the Partnership, but there is a dedicated internet site, meetings are open to the public and members of the public are able to ask questions, and an annual newsletter is prepared and published.
How effectively does the partnership communicate with the public?	See above.

### **NCC's nine Corporate Objectives**

The nine corporate objectives have been updated as follows:

1. To lead a strategic approach to the development of the Norfolk economy
2. To improve travel and transport
3. To help make Norfolk a safe place to live and work
4. To improve educational attainment and help children and young people to achieve their ambitions
5. To improve the health and well-being of Norfolk's residents
6. To improve opportunities for people to learn throughout life
7. To protect and sustain the environment
8. To build vibrant, confident and cohesive communities
9. To improve and develop Norfolk's cultural heritage and resources



## Norfolk Local Access Forum - Constitution

This Constitution brings together the requirements of the Local Access Forums (England) Regulations 2002 and decisions made by Norfolk County Council and the Forum under those Regulations.

### 1. Terms of Reference

The Terms of Reference of the Forum are to be a statutory consultee for:-

- (a) draft maps showing open country and registered common land;
- (b) byelaws affecting access land;
- (c) the appointment of access wardens on access land;
- (d) directions that would restrict or exclude long-term access;
- (e) rights of way improvement plans.

### 2. Constitution of the Forum

The Forum comprises 17 representatives appointed by Norfolk County Council as follows:-

- 5 to represent users of public rights of way in Norfolk.
- 5 to represent landowners and land managers in Norfolk, including 3 farmers.
- 4 to represent other interests.
- 3 Norfolk County Councillors reducing to 2 if the overall number of appointments otherwise falls below 17. In that situation, paragraph 3 of the Appendix will apply.

### 3. Term of Office

(a) The 3 County Councillors are appointed in May of each year.

(b) The remaining members of the Forum are appointed for 3 years. However, the appointment of any of these representatives ceases in the following circumstances:-

- The representative gives written notice to the County Council resigning from the Forum.
- In the situation where one of the 14 external appointments becomes a member of the County Council, a District Council in Norfolk or the Broads Authority.
- Where the representative has either been absent from meetings of the Forum for at least one year without the County Council's consent or has failed to disclose an interest under paragraph 7 and in either case the County Council terminate the appointment.

### 4. Number of Meetings

The Forum will meet at least twice in each year.

## **5. Chairman and Vice-Chairman**

At its first meeting after 1 August in each calendar year, the Forum will appoint a Chairman and Vice Chairman. In making these appointments, the Forum must ensure so far as practicable that they are not at any one time both drawn from the same interests referred to in paragraph 2.

## **6. Access to Meetings and Documents**

(a) Meetings of the Forum are open to the public, subject to any power of exclusion to suppress or prevent disorderly conduct or other misbehaviour at a meeting.

(b) Copies of the agenda for meetings of the Forum and of any reports for meetings must be open to inspection by members of the public at County Hall at least three clear days before the meeting except:-

- Where the meeting is convened at shorter notice, the copies of the agenda and reports must be open to inspection from the time the meeting is convened.
- Where an item is added to an agenda, copies of the document adding the item to the agenda and the copies of any report for the meeting relating to the item must be open to inspection from the time the item is added to the agenda.
- An item of business may not be considered at a meeting of the Forum unless these requirements are complied with or, by reason of special circumstances to be specified in the minutes, the Chairman of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency.

(c) After a meeting of the Forum, the minutes, agenda and reports to the meeting must be open to inspection by members of the public at County Hall for at least two years following the meeting.

(d) In addition, where any report for a meeting of the Forum is open for inspection by members of the public there must also be open for inspection copies of a list of any background papers for the Report together with a copy of the documents included in that list.

(e) Where any document is open to inspection a member of the public may upon payment of a reasonable copying fee, require the person having custody of the document to supply a copy to him or her.

## **7. Declarations of Interest**

A member of the Forum who is directly or indirectly interested in any matter brought up for consideration at a meeting of the Forum must disclose the nature of that interest to the meeting. Failure to do so may mean that the County Council will terminate the representative's appointment.

## **8. Location of Meetings**

Meetings will be held at such venues as the Forum decides.

## **9. Secretary**

The Forum's Secretary is the County Council's Head of Democratic Services.

## **10. Representative's Expenses**

The County Council will meet:-

- (a) Any reasonable expenses incurred by the Forum.
- (b) Expenses incurred by members of the Forum in connection with their attendance at meetings of the Forum and any other activities relating to the discharge of the functions of the Forum, but only in respect of:-
  - Travel and Subsistence Costs.
  - Any expenses of arranging for the care of their children or dependants.

## **11. Annual Report**

The Forum must produce an annual report on its work, to be published by the County Council. The annual report will:-

- (a) set out the occasions and issues on which the Forum has provided advice in the preceding year, and indicate to whom advice was given;
- (b) include such other information as the Forum thinks fit.

## **12. Proceedings of the Forum**

The rules contained in the Appendix govern how the meetings of the Forum are run.

# **APPENDIX**

## **1. Quorum**

The Quorum for meetings of the Forum is 7.

## **2. Voting in Meetings**

- (a) Voting will be by show of hands.
- (b) Every issue will be determined by simple majority of the votes cast at the meeting.
- (c) Every member of the Forum has one vote on each issue except for:-
  - the Chairman of the meeting, who has a second or casting vote; and
  - any Observing County Councillor, who may not vote (See paragraph 3).

## **3. County Councillor Representation**

- (a) In the event of a Forum meeting being held when fewer than 17 representatives are appointed, the member from the party with the third most council seats will be an Observing County Councillor for that meeting.

(b) Where 3a applies, the observing County Councillor may attend and speak at the meeting of the Forum but may not vote.

#### **4. Substitutes**

Members of the Forum cannot appoint substitutes to represent them in their absence from meetings.

#### **5. Minutes**

The Chairman will sign the minutes of the proceedings at the next suitable meeting.

#### **6. Record of Attendances**

Each member attending a meeting of the Forum must, with a view to securing the recording of his or her attendance, sign the attendance sheet provided by the Secretary for that purpose. If any member arrives after the attendance sheet has been circulated, he or she must intimate their presence to the Secretary.

#### **7. Public Questions**

(a) A person resident in Norfolk may attend meetings of the Forum and, by giving two working days notice, may ask any question on any matter in respect of the Forum's Terms of Reference.

(b) Any questions submitted in time will be included on the agenda and will be the subject of response by the Chairman.

(c) If the person asking the question is not present at the meeting, the answer as reported at the meeting will be sent by post to the questioner following the meeting.

(d) The number of questions which may be asked by any one person at any one meeting will be limited to one (plus a supplementary) and Public Question Time will be limited to 10 minutes in total. Any questions which remain unanswered within that timescale will receive written notices.

#### **8. Chairman's Ruling**

The ruling of the Chairman as to the construction or application of these rules or as to any proceedings of the Forum will be final for the purposes of the meeting at which it is given.

#### **9. Allocation of Duties**

(a) The Chairman (with NCC. officer support) will:-

- appoint and convene sub-groups with responsibility for replying to incoming correspondence subject to there being:-
  - at least one representative from each category of interest appointed
  - at least seven-day's notice of proposed response to all Forum representatives to allow them to comment
- grant responsibility to individual representatives for maintaining contact with Committees, Local Access Forums, Liaison Groups, etc.

- grant responsibility to categories of interest to invite speakers and arrange training
- submit the agenda to the administrative officer at least a month before the date of the next main meeting
- sign outward correspondence

(b) The technical support officer will:-

- receive correspondence addressed to the Forum within its terms of reference
- co-ordinate work on behalf of the Forum and provide advice

(c) The administrative support officer will:-

- compile and send correspondence on behalf of the Forum
- carry out administrative work on behalf of the Forum

## **10. Changes to these Rules**

The Forum may change the rules in this Appendix by a simple majority. Similarly, the Forum may add new rules of procedure.

## Members of the Forum

Don Saunders (Chairman)	Countryside and leisure users
Colin Armes	Norfolk County Council
Andrew Austin	Countryside and leisure users
David Coleman	Other interests
Allan Jones	Countryside and leisure users
Ross Haddow	Landowner/Managers
Chris Allhusen	
John Miles	Other interests
Ian Monson	Norfolk County Council
George Saunders	Countryside and leisure users
Ray Walpole	Countryside and leisure users
Lucy Whittle	Other interests
David Callaby	Norfolk County Council
Stephanie Howard	Countryside and leisure users

## **Trade Waste Management Initiatives in Norfolk**

Report by the Director of Environment, Transport and Development

### **Summary**

This report follows a request from Members. It has been compiled to give an overview of the issues surrounding trade waste and initiatives to encourage businesses to manage their waste more sustainably.

### **1. Introduction**

- 1.1. This report has been developed and submitted following the request of the Planning and Transportation the Environment and Waste Overview and Scrutiny Panel at their meeting on the 4 March 2009.

### **2. Background**

- 2.1. In 2007/08 in Norfolk, approximately 2.3 million tonnes of waste was sent for recycling, recovery or landfill (this includes municipal, commercial and industrial waste). Of the 2.3 million tonnes, approximately 410,000 tonnes is municipal waste, the majority being household waste (commercial waste collected by local authorities in Norfolk represents just under 2% of the total municipal waste collected). With the exception of the small proportion of commercial waste collected as municipal waste, local authorities have very limited responsibilities for business waste.
- 2.2. The remaining 1.9 million tonnes originates from businesses. Under the Environmental Protection Act (1990), businesses are required to have a 'Duty of Care' to ensure that their waste is managed, transported and treated in a responsible way by suitably licensed organisations or companies.
- 2.3. In addition to European and UK legislation effecting businesses, Government has also implemented fiscal drivers, (in the form of Landfill Tax) to encourage the diversion of waste from landfill. Landfill Tax is currently (2009/10) £40 per tonne of 'hazardous and 'non-hazardous' waste sent to landfill and will continue to rise by £8 per tonne until 2013 (by April 2013 Landfill tax will be £72). Waste classed as inert (e.g. soils) are currently £2.50 per tonne. Government is planning to re-assess the costs and specifications for inert wastes but no more information is available at this time.
- 2.4. Under the Environmental Protection Act (1990) Waste Collection Authorities (WCA), in Norfolk the District and City Councils, are required to collect any commercial waste on request although a charge can be made for the collection and disposal of this waste. Once collected, this commercial waste is then classified as municipal waste affecting the county's Landfill Allowance Trading Scheme (LATS) target and Local Area Agreement (LAA) target.

- 2.5. The Environmental Protection Act (1990) also highlights that each business is responsible for its own waste and has a legal 'duty of care' to make sure that all reasonable steps are taken to store, transport and recycle/dispose of that waste safely using appropriately licensed organisations.
- 2.6. Although as the Waste Disposal Authority (WDA), the County Council has limited responsibilities for business waste, it works with WCA officers to discourage businesses from misusing the services provided for Norfolk householders and promotes responsible waste management including waste minimisation and recycling with the ultimate aim of reducing the amount sent to landfill.
- 2.7. Possibly encouraged by the work of the County Council and other local authorities, the Department of the Environment, Food and Rural Affairs (DEFRA) *Waste Strategy for England 2007* encouraged local authorities to have a more active role in promoting business waste minimisation and recycling as well as stimulating markets for recycled products.
- 2.8. The *Waste Strategy for England 2007* also expresses the Governments intention to set a national target for the reduction of commercial and industrial waste going to landfill. Estimating a 20% reduction of commercial and industrial waste landfilled by 2010 compared to 2004 levels. However, this intended target has not yet been implemented.
- 2.9. In March 2009, DEFRA announced its plan to bring all waste and resource organisations managed through DEFRA under the leadership of its Waste and Resources Action Programme (WRAP). These include Envirowise, the National Industrial Symbiosis Programme (NISP), the Centre for Remanufacturing and Reuse, Construction Resources and Waste Platform, Action Sustainability, and the Business Resource Efficiency and Waste (BREW) centre for local authorities.
- 2.10. This report provides details on how the County Council assists in these areas.

### 3. **Appraisal of Norfolk County Councils existing business waste support initiatives**

#### 3.1. **Environmental Business Advisor**

- 3.1.1. This Environmental Business Advisor post is funded by the County Council, partly by Economic Development and partly by Waste Management. The role was developed as a one stop shop approach to businesses environmental questions (particularly small businesses).
- 3.1.2. Many small businesses contact Norfolk's councils for advice on business waste issues. DEFRA has identified through research (currently unpublished) that 41% of small businesses would contact their local authority for environmental advice.



- 3.1.3. Previous experience from other Norfolk projects has shown that when businesses are just given the contact details for other organisations they tend not to follow them up. By providing an impartial environmental advice and support service for businesses in Norfolk, many of the easier questions can be answered immediately and the businesses are then more likely to contact more specialist organisations for further help and advice.
- 3.1.4. This successful initiative is in its fourth year and has provided help to over 900 businesses to date. Evidence, from case studies, suggests that many businesses subsequently sent reduced amounts of waste to landfill, with the associated environmental benefits.
- 3.1.5. The service is also acting as a conduit for businesses to get further support through other regional and national organisations including Business Link, Envirowise, the Carbon Trust, and the NISP.
- 3.1.6. The Environmental Business Advisor post is a temporary contract, currently funded by Norfolk County Council until March 2010.

### 3.2. **Broads Environmental Support Officer**

- 3.2.1. Funded by the Broads Authority, this initiative was developed as a supplement to the Environmental Business Advisor as a six month project to provide focused environmental advice and support to businesses on and around the Broads. The project finished in early May 2009 and has been well received.

### 3.3. **Green Supplier Support Scheme**

- 3.3.1. Norfolk County Council is acting as one of the two national pilot authorities for Governments Sustainable Procurement Task Force (SPTF) to progress sustainable public procurement. To support the County Council's Corporate Procurements work on this project, the Waste Management (Partnership & Policy) Section have arranged to provide environmental support and advice through the Environmental Business Advisor service for suppliers based in Norfolk, and support through Envirowise (a national environmental support organisation) for those based outside the County. This scheme was officially launched in March 2009 and support will continue until March 2010 with the option to extend this if resources allow.

### 3.4. **Biofuel Heating Oils Trial**

- 3.4.1. This trial was set up to determine whether biodiesel made from waste cooking oil could be used in a day to day environment as a partial replacement for mineral heating oil. Initiated by the University of East Anglia and a specialist biofuels consultant (Andrew Robertson), with support from Norfolk County Council, Carbon Connections, and the Oil Fired Technical Consortium (OFTEC). The trial uses blends of 35% and 50% biodiesel mixed with kerosene or gas oil in a number of sites including five Norfolk County Council properties. The trials started in January 2009 and will be completed by March 2010.

### 3.5. **Eastex**

- 3.5.1. This began as the Norfolk Materials Exchange and developed by Norfolk County Council in partnership with Peterborough Environment City Trust into a regional project.
- 3.5.2. Eastex is a free online information service where organisations and individuals view and place information about redundant stock and surplus raw materials. It now comprises eleven localised Exchanges, based in Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk, Suffolk, North Yorkshire, South Yorkshire, West Yorkshire, Humberside and Lincolnshire.
- 3.5.3. This initiative tends to be used by smaller to medium sized enterprises (SME's) who are not in a position to capitalise on other national projects. The success and innovation of this initiative earned Norfolk County Council a 'Green Apple' silver award in 2007.
- 3.5.4. Between April 2006 and April 2009 Eastex in the eastern region has facilitated the exchange of 6,800 items, with a total estimated weight of 14,108 tonnes. The savings for businesses (calculated as the saving for not having to send the item to landfill, and the difference between having reused item compared to buying new) was £2,529,587.
- 3.5.5. The regional project has been part funded by the County Council and other local authorities, EEDA, Environment Agency, May Gurney and Mott MacDonald. The initial funding for two years ended in March 2008, some further funding has been made available from EEDA to continue Eastex in its present form in the short term. The Eastex Management Board is now seeking longer term funding through EEDA and regional European Union funding, and nationally through franchise opportunities. At the same time, the Eastex Management Board is hoping to work with WRAP to develop a national materials exchange network. If a national network is developed then this may either incorporate or replace the current regional exchange. Should further funding or a national scheme not become available then ultimately Eastex may cease.

### 3.6. **Norfolk Business Waste and Recycling Directory**

- 3.6.1. This online directory (<http://online.norfolk.gov.uk/businesswaste/>) was developed by Norfolk County Councils Waste Management team to help businesses find licensed waste management companies within the County. The Environment Agency provides a national recycling directory however this only gives a limited picture of the licensed waste services available in Norfolk for businesses, requiring the waste management companies to register themselves on the Environment Agency website and to keep their information up to date. At present, 43 licensed companies are listed on the Norfolk Business Waste and Recycling Directory.
- 3.6.2. The Norfolk Business Waste and Recycling Directory is updated annually by the County Council to provide as comprehensive a list as possible of where businesses can take their waste for recycling, treatment, or disposal. The

Environment Agency Directory is regularly being assessed by the Waste Management team and if it improves significantly in the future then the need for the Norfolk Business Waste and Recycling Directory will diminish.

#### **4. Trade Waste Monitoring and Enforcement**

4.1. As highlighted in Par 2.5 businesses are responsible for managing their waste (known as the 'duty of care'). Norfolk County Council prohibits trade or business waste from entering its household waste Recycling Centres and administers a trade waste recharge scheme for trade waste disposed of against its household waste disposal contracts.

4.2. Norfolk County Council operates 19 Recycling Centres and has contracts for the disposal of household waste collected by the seven WCA's at four landfill sites and seven transfer stations.

#### **4.3. Household Waste Contracts**

4.3.1. As the WDA, Norfolk County Council conducts an annual audit of the WCA trade waste activities. In 2008/09 this included weighbridge audits, collection round audits and business waste inspections.

4.3.2. Those WCAs that do not have a recharge arrangement with the County Council are also audited to ensure that they do not dispose of any trade waste using the County Council's waste disposal contracts.

4.3.3. The last audit highlighted areas in which improvements need to be made, both in terms of improving the efficiency of WCA collection (mainly where a contractor is used to provide the service) and weighbridge procedure.

4.3.4. Issues include:

- Waste disposed against the County Council's disposal contract by a WCA contractor which does not use the recharge scheme.
- Bespoke arrangements made between weighbridge operators and a WCA contractor without the consent of the County Council.
- Boxes of WCA leaflets mixed with household waste.
- Redundant WCA bins mixed with household waste.

4.3.5. These issues are being addressed and WCAs have been extremely co-operative and willing to work with the County Council to ensure that the County Council's disposal contracts are used correctly. The County Council is now seeking to assist WCA enforcement activities, including approaching businesses to ensure they meet their duty of care for their waste.

#### **4.4. Trade Waste Audits at Recycling Centres**

4.4.1. Norfolk County Council conducted regular trade waste audits at each of its 19 Recycling Centres throughout last year.

- 4.4.2. Vehicles carrying suspected trade waste were approached and questioned as to the origin of the waste. Some were turned away, some were asked to complete a disclaimer form, and some were allowed to dispose of their waste without further questioning.
- 4.4.3. The audit also generated media interest including articles and pieces in:
- Evening News / EDP
  - Radio Norfolk
  - Anglia TV
  - Trade Press
- 4.4.4. Recycling Advisors on the sites are now more proactive in approaching suspected traders, having seen that local authorities are beginning to take action. The County Council will continue to investigate suspected trade waste at Recycling Centres.
- 4.4.5. The success of the County Council's trade waste audits during 2008/09 has led to the appointment of a full-time Trade Waste Officer on an invest to save basis.

## 5. **National and Regional Initiatives**

### 5.1. **Envirowise**

- 5.1.1. Envirowise is a long-running nationwide initiative to provide environmental advice and information to businesses. Currently Envirowise are not able to provide one to one direct environmental advice to businesses and instead support must be delivered to businesses through their call centre, website, and tailored events. Envirowise is one of a number of national organisations currently being reorganised under WRAP.

### 5.2. **National Industry Symbiosis Programme (NISP)**

- 5.2.1. NISP is a national initiative providing specialist technical support to companies to match an unwanted by-product or waste material with demands for raw materials. Because of this specialism, NISP has tended to focus on the larger industrial sectors. NISP is another of the national organisations currently being reorganised under WRAP.

### 5.3. **Regional Environmental Advice (Business Link)**

- 5.3.1. Business Link is recognised nationally as the official 'gateway' for business support, although recent DEFRA research (currently unpublished) suggests that 41% of small businesses would contact their local authority for environmental advice.
- 5.3.2. Business Link provide a signposting service for businesses with environmental issues to organisations including NISP, Envirowise and Norfolk County Council.

## 6. **Future County Council Plans and Initiatives**

### 6.1. **Buying co-operative Trial**

6.1.1. At present, many rural businesses have a very limited choice in the waste management services that they can use as many commercial waste collection companies are reluctant to take on individual customers far outside their existing collection rounds. The trial will look at methods to overcome this issue through facilitating collective waste management contracts for groups of businesses.

6.1.2. The trial, due to start in September 2009, has now been supported by the BREW Centre for local authorities which have recognised Norfolk County Council as a 'trailblazing authority'.

### 6.2. **Green Composting Project**

6.3. Following on from the County Councils successful Master Composter scheme, the Environmental Business Advisor has received requests from two Norfolk businesses to trial the implementation of green waste composting during 2009/10.

## 7. **Resource Implications**

7.1. **Finance** : No additional financial implications arise from this report. The business waste initiatives are currently supported by Norfolk County Council through the Waste Management Fund. The Fund is a reserve held within the Department of Planning & Transportation for the funding of waste initiatives and has in previous years been topped with grant funding for projects.

7.2. Continuation of these initiatives at their current level or any future developments past the end of the 09/10 financial year is dependant upon funding being available within the Fund.

7.3. **Staff** : No additional staffing implications result from this report.

7.4. **Property** : No additional implications.

7.5. **IT** : No additional implications.

## 8. **Other Implications**

8.1. **Legal Implications** : No additional implications.

8.2. **Human Rights** : No additional implications.

8.3. **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.

8.4. **Communications** : No additional implications.

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

9.1. Incidents of ‘flytipping’ are monitored by the Environment Agency through their online data recording software ‘flycapture’. Over recent years, reported incidents have declined and evidence suggests that the majority would have been accepted at the County Council Recycling Centres.

## 10. **Conclusion**

10.1. This report details the work undertaken by Norfolk County Council to encourage businesses to manage their waste in a legal and environmentally responsible manner. As a result of the work undertaken Norfolk County Council has achieved a national reputation for its proactive approach which has been recognised through a number of environmental awards.

## Action Required

- (i) Members are asked to note the contents of this report and consider whether any further scrutiny is required.

## Background Papers

## Officer Contact

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

<b>Name</b>	<b>Telephone Number</b>	<b>Email address</b>
Mark Allen	01603 223222	mark.allen@norfolk.gov.uk
Ian Roe	01603 222882	ian.roe@norfolk.gov.uk



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Ian Roe on 01603 222882 or textphone 0844 8008011 and we will do our best to help.

## **Recycling Commodity Markets**

Report by the Director of Environment, Transport and Development

### **Summary**

This report follows a request from Members and has been compiled to give an overview of the issues surrounding the recyclate commodity market. It identifies measures that are being taken to ensure that the levels of recycling of municipal waste are sustained and improved, and materials continue to be sent for recycling despite current difficulties in the recyclate markets.

### **1. Introduction**

- 1.1. This report has been developed and submitted following the request of the Planning and Transportation the Environment and Waste Overview and Scrutiny Panel at their meeting on the 4 March 2009.

### **2. Background**

- 2.1. In Norfolk, it is expected that approaching 43% of household waste will have been recycled, reused and composted during 2008/9. This exceeds the national target, set within the Waste Strategy for England 2007, of 40% by 2010.
- 2.2. As Waste Collection Authorities (WCA's), Norfolk's district, borough and city councils have the primary responsibility for collecting recyclable materials from householders. The dry recyclables i.e. paper, cardboard, plastic bottles and tins/cans are taken to Norfolk Environmental Waste Services' (NEWS) Material Recycling Facility (MRF) at Costessey where they are separated into their requisite waste streams. There is also an extensive network of bring banks operated by WCA's across the county collecting textiles, glass and other materials.
- 2.3. The remaining recyclable materials from householders are deposited at Norfolk County Council's 19 recycling centres, which are managed by May Gurney (18 sites) and Waste Recycling Group (1 site). Parish, voluntary groups, charitable organisations and other organisations such as schools also collect materials through local recycling banks and this is included in the overall recycling rate for the county.

### 3. **Market Situation**

- 3.1. The recycle commodity markets saw a fall in prices in November 2008 due to the global economic downturn and a glut in the amount of recyclable materials available.
- 3.2. Reports in the national media during November 2008 stated that certain local authorities were unable to sell materials and these materials were being stored with the risk of landfilling certain recyclable materials. This situation did not occur in Norfolk and all household recyclable materials were sent (and continue to be sent) for reprocessing.

### 4. **Waste Collection Authorities - MRF Contract /Kerbside Collections and Bring Banks**

- 4.1. Prices for certain recyclable materials that are sent for reprocessing via the MRF have been affected by the issue of supply and demand. The impact has been two-fold:
  - a demand for higher quality materials leading to an increase in materials rejected by NEWS from the MRF at Costessey
  - a reduction in the price and therefore income that can be gained by NEWS from the selling of recyclable materials
- 4.2. Since November 2008 the recycle markets have been specifying higher quality materials. To maintain the best price possible in this more difficult market NEWS has rejected a larger percentage of material from the mixed paper stream in order to sell this particular material. As a result, the rejection rate for dry recyclables entering the MRF has gone up from 8% to 12.5% on average, which equates to an increase of approximately 5,000 to 8,160 tonnes, out a total throughput of 68,000 tonnes. Under a Norfolk County Council waste disposal contract the rejects go to both landfill in Norfolk and an Energy from Waste plant, called Fibrefuel in Slough, in a split of approximately 50/50% respectively. The amount of overall rejects going to landfill has increased by 1,500 tonnes and therefore there has been a slight negative impact on the county council's obligation to reduce Biodegradable Municipal Waste (BMW) to landfill in line with the EU's Landfill Directive.
- 4.3. With respect to the markets for the individual materials, that are separated for recycling in the MRF, a summary of the situation to date is detailed below:
  - 4.3.1. Cardboard - there has been a reduction in price of the material going to markets but there is still a ready market. All the cardboard goes to internal UK markets. There has been a drop off in the overall tonnage because of the reduction in consumer demand.



- 4.3.2. Paper and Magazines (PAMS) - over 50% of the materials that are sorted in the MRF are PAMS. NEWS has a long term contract with UPM Kymmene (Shotton Paper). Prices per tonne have not altered as NEWS meets the high quality specifications.
- 4.3.3. Aluminium - around 500 tonnes (approximately 1%) pass through the MRF. NEWS has a market for this material in the UK.
- 4.3.4. Mixed Paper - the value of mixed paper has fallen, but it is still being recycled. Generally, this material has gone for grey board (cereal packets). Buyers are now specifying higher quality levels for mixed paper and NEWS are rejecting more material from within the mixed paper stream e.g. small pieces of plastic, envelopes to meet this specification.
- 4.3.5. Steel - steel had seen a significant drop in value but it is now recovering. NEWS were able to continue recycling steel through existing markets.
- 4.3.6. Plastics - the installation of a new plastic sort line, resulting in the separation of 3 plastic streams HDPE (Milk Bottles), PET (Clear plastic and fizzy drinks bottles) and mixed plastics (dark green, dark brown, shampoo bottles) has resulted in the production of very high quality material finding a ready market in the UK and European markets.
- 4.4. Markets for WCA bring bank collected material remain stable with no adverse effects on service or costs.
- 4.5. Overall, the majority of materials that pass through the MRF (paper and magazines) are tied into long term stable contracts and are relatively unaffected by the global downturn in markets. NEWS has taken a very long term view in relation to the strategy for the sales of recyclable materials with a high quality products and long term contracts. This policy is in line with best practice guidance from the Government's Department for Environment and Rural Affairs (DEFRA).

## 5. **Norfolk County Council Recycling Centres**

- 5.1. 18 of Norfolk County Council's 19 recycling centres are operated under contract by May Gurney Ltd. The contract requires the recycling of specified materials and encourages the recycling of other materials where there is an environmental and economic benefit. The other contract is with Waste Recycling Group (WRG) and recycling is encouraged.
- 5.2. The recycling centre contracts financially incentivise additional recycling and composting. May Gurney have an incremental recycling target of 60%. The overall recycling centre recycling and composting rate for 2008/9 is expected to be around 60%. Markets have been found by May Gurney and WRG for all contractually required materials.
- 5.3. Recycling centres are always looking for new markets for materials, as they become available. An example of this, is timber, which is now being recycled (as of the 1 June 2009) at the 18 sites being managed by May Gurney.

## 6. **LAA and Longer Term Implications**

- 6.1. The Norfolk Waste Partnership (NWP) (which involves all of the WCA's and the County Council) along with the County Strategic Partnership have agreed a Local Area Agreement (LAA) target with Government based around NI 193 (municipal waste landfilled). Any fluctuation in recycling performance will impact on individual authority performance as well as the countywide target.
- 6.2. Performance against the LAA target is monitored by the NWP. Early indications are that the interim countywide target for 2008-9 has been met and that progress is being made towards the achievement of the final target for 2010/11.
- 6.3. The NWP communicates a clear message to members of the public, which is that 'all of the recyclable materials placed in residents recycling bins continue to be recycled and that residents need to make sure that the correct materials are placed within recycling bins as the need for quality materials is important to ensure materials are sent for recycling.'
- 6.4. Government has set a national target within its 'Waste Strategy for England 2007' of 50% household waste recycling and composting by 2020. To allow for increased recyclable materials new markets will be required. Government's Waste and Resources Action Programme (WRAP) are working to stimulate market development whilst at the same time work with producers to reduce the amount of waste being created.

## 7. **Resource Implications**

- 7.1. **Finance:** The County Council supports the recycling of household waste through its Recycling Credit Scheme payments to WCA's, Parishes, Voluntary and Charitable Organisations, Schools etc. During 2008-9 approximately £5.6 million was paid out through the Recycling Credits Scheme.  
  
In the event of increased levels of recycling, this will result in a corresponding increase in recycling credits, for which there is provision in 2009/10.
- 7.2. **Staff:** No additional staffing implications result from this report.
- 7.3. **Property:** No additional property implications result from this report.
- 7.4. **IT:** No additional IT implications result from this report.

## 8. **Other Implications**

- 8.1. **Legal Implications:** No additional legal implications result from this report.
- 8.2. **Human Rights:** No additional human rights implications result from this report.
- 8.3. **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.

8.4. **Communications:** No additional communication implications result from this report.

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

9.1. There are thought to be no implications resulting from the Crime and Disorder Act.

## 10. **Conclusion**

10.1. This report details the work undertaken by WCA's, NEWS and the County Council to ensure that recyclable materials are sent for recycling and public confidence in the markets for recyclable materials is maintained.

10.2. Whilst there has been a requirement for increased quality and there has been a drop in the price paid for recyclable materials the work of Norfolk authorities and their contractors has resulted in sustainable markets for materials collected with none of the material collected for recycling being sent to landfill as a result of the market downturn.

## **Action Required**

- (i) Members are asked to note and comment on the contents of this report.

## **Officer Contact**

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

<b>Name</b>	<b>Telephone Number</b>	<b>Email address</b>
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Mark Henderson	01603 223914	Mark.henderson@norfolk.gov.uk



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Mark Henderson on 01603 223914 or textphone 0344 8008011 and we will do our best to help.

**Planning and Transportation, the Environment  
and Waste Overview and Scrutiny Panel  
8 July 2009  
Item 14**

**2008-09 Revenue and Capital Budget Monitoring Outturn Report**

Report by the Director of Environment, Transport and Development

**Summary**

This is the sixth report on budget monitoring for Planning and Transportation (including Environment and Waste) and reports the final outturn position for 2008-09. Due to severe adverse weather conditions over winter and the impact of the current economic climate, resulting in the need to make bad debt provision, Planning and Transportation (including Environment and Waste) overspent by £0.421m against the 2008-09 revenue budget.

**1. Purpose of the Report**

- 1.1. The financial ledger for 2008-09 has now been closed to Departments and the final position has been determined. This report identifies the outturn financial position for Planning and Transportation (including Environment and Waste) and details the main changes from the report submitted to the Overview and Scrutiny Panel on 4 March 2009.

**2. Revenue Budget Outturn 2008-09**

2.1. Summary Financial Position

- 2.2. A full analysis of the final budget position for 2008-09 has now been completed and the outturn position for Planning and Transportation (including Environment and Waste) is an overspend against budget of £0.421m. This is an increase against the previously reported position, at period ten, of £0.408m, which is broken down as follows:

Budget Area	Revised Budget £m	Variance £m	Change £m
Planning and Transportation	+64.603	+0.618	+0.377
Environment and Waste	<u>+31.145</u>	<u>-0.197</u>	<u>+0.031</u>
<b>Total</b>	<b>+95.758</b>	<b>+0.421</b>	<b>+0.408</b>

### 2.3. Overspends and Underspends in Planning and Transportation

Budget Area	Budget £m	Variance £m	Change £m
<p>Passenger Transport Minor overspend against budget</p>	+8.196	+0.001	-0.001
<p>Programme Management Group The headline variances are underspends on Casualty Reduction of -£0.191m, mainly due to Safety Camera Partnership, and Design Teams and Network Management of -£0.266m, due to greater Capital and other recharges. Transport Programmes were overspent by +£0.156m, mainly due to feasibility work not chargeable to capital; however this was partly offset by -£0.150m revenue funding from Department for Transport for Highways Asset Management.</p>	+19.755	-0.521	-0.469
<p>Highways Maintenance (inc. City Agency) Overspends on Routine and Winter maintenance totalling +£1.235m only partly funded by reserves, leaving an overspend of +£0.456m in the County budget. Further overspends totalling +£0.112m were realised against the Routine and Winter maintenance budget within the City Agency agreement.</p>	+29.096	+0.568	+0.568
<p>Highways Operations Group This overspend represents the increase in the servicing and repairs of winter vehicles and associated equipment.</p>	+0.397	+0.020	+0.108
<p>Contribution from Initiatives Savings achieved via target costed schemes have exceeded expectations. Additionally, the retained share by P&amp;T increases the longer the Initiatives have been operative.</p>	-1.120	-0.134	-0.030
<p>Strategy &amp; Performance The overspend is partly due to reduced income from S38 and S106 activities, totalling +£0.271m, due to the current economic climate. Works on the NDR and LDF totalling +£0.180m, which were not included in budgets, have also contributed to the overspend. Consultancy, internal</p>	+3.877	+0.492	-0.035

recharges and legal fees were also higher than anticipated previously by +£0.041m.

Bad Debt Provision	0.000	+0.520	+0.520
A +£0.520m bad debt provision was required following a developer, who had been carrying out works across the County, entering administration. Work is currently on-going, in consultation with legal services, to identify whether this income will be recoverable through the S106 and S278 agreements that are in place.			
Business Support Services	+4.402	-0.328	-0.284
Departmental IT and postage/courier costs were underspent by -£0.200m. Central Support staff savings of -£0.077m, accommodation savings, increased property income, and an unused contingency of -£0.089m also contributed to the underspend. The use of temporary staff and contracted services lead to an overspend of +£0.038m in Finance & Procurement.			
Total Planning and Transportation	<u>+64.603</u>	<u>+0.618</u>	<u>+0.377</u>

#### 2.4. Overspends and Underspends for Environment and Waste

Budget Area	Budget £m	Variance £m	Change £m
Environment Operations	+1.771	+0.120	+0.075
The overspend is due to additional prior years Travellers costs, and the non achievability of an historic income target. In addition there were long term sick and maternity cover costs of +£0.060m.			
Environment Partnership & Policy	+1.145	-0.016	-0.007
The underspend is due to lower building conservation and oil pollution control costs than expected.			
Waste	+28.229	-0.301	-0.037
Underspends on operations, recycling centres and recycling credits of -£0.481m, have been offset by a +£0.048m overspend on closed landfill sites, and a +£0.171m overspend on disposal contracts.			

Total Environment and Waste	+31.145	-0.197	+0.031
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### 3. Capital Budget Outturn

3.1. The total capital programme for 2008-09 was £57.624m, and is split between Highways Capital and Other Services Capital. A summary of these schedules, including main reasons for any slippage into the new financial year, is included in Appendix A and B respectively. A detailed breakdown is included in Appendix C and D.

#### 3.2. Highways Capital

The total budget for Highways Capital for 2008-09 was £53.141m, of which £53.038m was spent during the year.

Included within the Highways Capital schedule are the costs associated with the Norwich Northern Distributor Road (NNDR), where capital expenditure was greater than initially forecast, as a result of the delayed availability of Regional Funding Allocation (RFA), and Community Infrastructure Funding (CIF), and necessitating a reprofile of the whole scheme. This reprofiling work is still to be completed and an update report will be brought back to the September Panel.

It should be noted that while expenditure associated with the NNDR is being accounted for through the capital programme, this element has been financed through a corporate reserve held within the revenue accounts. By adopting this accounting approach, any financial risk arising from the scheme not going ahead is fully mitigated and there will be no additional financial impact.

#### 3.3. Other Services Capital

The total budget for Other Services Capital for 2008-09 was £4.483m, of which £2.396m was spent during the year.

The principal area of underspend was Drainage Improvement Schemes (£1.484m), due to survey works needing to be completed before scheme works could commence. Works will commence during 2009/10 and the budget for this has been carried forward from 2008/09.

### 4. Balances and Reserves

- 4.1. The total reserves as at 01 April 2008 were £13.356m, and have increased by £0.963m to £14.319m as at 31 March 2009. The Street Lighting PFI Sinking Fund increased by £3.019m following the receipt of additional planned credits, which are required to meet the future costs of the Scheme.
- 4.2. However, it should be noted that the Department has drawn down £2.384m from reserves during 2008/09 (including £0.579m from the Commuted Sums reserve and £1.270m from the Highways Maintenance reserves) to compensate for pressures during the year arising from structural maintenance costs and the increased costs of additional winter maintenance. These reserves will need to be replenished where resources permit.
- 4.3. The drawdown from the Commuted Sums reserve at 31<sup>st</sup> March 2009 related to the budget pressures experienced within Winter Maintenance and was considered a prudent level of drawdown given the likely risks associated in replenishing this fund. Whilst this contributed towards the departmental overspend position, this was subsequently funded corporately,
- 4.4. The Waste Partnership Fund has increased by £0.696m to £1.119m by the addition of the contributions for 2009-10 and 2010-11, and the reduced need for drawdown to fund Waste initiatives.
- 4.5. A detailed schedule of all reserves held by Planning and Transportation (including Environment and Waste) is held in Appendix E.

## **5. Partnerships**

- 5.1. 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 takes 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:
- 5.2. 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 2008/09 increased by £0.040m against the previous forecast to £1.038m. 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.

### 5.3. 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. To 31 March 2009, this initiatives scheme has generated savings of £15.492m, of which £1.892m were achieved in 2008/09. Partners are also paid for direct services provided e.g. design and maintenance work.

Actual expenditure across this partnership was £51.715m in 2008/09 and is included within the figures explained above.

### 5.4. 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 2008/09 the revenue and capital expenditure of the agency was £6.616M (Capital £4.215M and Revenue £2.401M). These amounts are included within the overall spend for Planning and Transportation.

## 5.5. Safety Camera Partnership

A new Safety Camera Partnership has 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.

## 6. Budget Monitoring 2009/10.

- 6.1. At this early stage of the financial year, the department is forecasting a balanced outturn against the 2009/10 revenue budget. However there are two pressures within Planning and Transportation that have been identified. Firstly, there is a forecast overspend of £0.216m within the Passenger Transport Group relating to expenditure for subsidised routes increasing greater than the level of Rural Bus Subsidy Grant being received. However, a number of passenger transport contracts are due for renewal and following the re-tender exercise, savings may be realised to mitigate these pressures.
- 6.2. Secondly, there is additional financial pressure of £0.235m against the existing budget in delivering the Norwich Area Transport Strategy (NATS). As above, at this early stage it is expected that this will be fully managed down or savings will be identified elsewhere within the budget to meet this pressure.

## 7. Resource Implications

- 7.1. **Finance:** All financial implications have been outlined within the report.
- 7.2. **Staff:** None.
- 7.3. **Property:** None
- 7.4. **IT:** None.

## **8. Equality Impact Assessment**

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

## **9. Section 17, Crime and Disorder Act, implications**

- 9.1. There are no direct implications arising from this report.

## **10. Conclusion**

- 10.1. Due to severe adverse weather conditions over winter and the impact of the current economic climate, resulting in the need to make bad debt provision, Planning and Transportation (including Environment and Waste) overspent by £0.421m against the 2008-09 revenue budget.
- 10.2. Overall, the 2008-09 capital programme came in on target against budget.
- 10.3. Whilst the total level of reserves held by Planning and Transportation (including Environment and Waste) has increased by £1.154m compared to the previous year, this includes additional planned credits of £3.019m for the Street Lighting PFI, which are required to meet the future costs of the scheme.

## **11. Action Required**

- 11.1. Members are requested to:
- i. Comment on the content of the report
  - ii. Agree to an update report around the Norwich Northern Distributor Road at the September meeting, when the reprofiling of the scheme will be completed.
  - iii. Decide if there are any issues which need to be referred to Cabinet.

## **Officer Contact**

<b>Name</b>	<b>Telephone Number</b>	<b>Email Address</b>
Simon Smith	01603 223144	simon.smith2@norfolk.gov.uk

**MAIN REASONS FOR (SLIPPAGE) AND OVER/(UNDER) SPENDING IN 2008/09**

Name of scheme with detailed reason(s) for (slippage) and/or over/(under) spend	(Slippage)  £'000	(Under)/ Over Spend  £'000	Total  £'000
<b>Bridge Strengthening</b> Several schemes with slight overspends		52	<b>52</b>
<b>Bus Infrastructure Schemes</b> Bus stop clearway marking schemes brought into implementation programme, and 5 extra DDA upgrade schemes brought forward		185	<b>185</b>
<b>Bus Priority Schemes</b> King's Lynn bus priority schemes deferred due to Community Infrastructure Fund 2 proposals / funding	(98)		<b>(98)</b>
<b>Cycling</b> Three Hunstanton cycle schemes slipped due to land and consultation issues	(128)		<b>(128)</b>
<b>Local Road Schemes</b> Several schemes overspent at construction stage due to traffic management restrictions, environmental issues and services etc. Schemes included Heacham Lamsey Lane, Tasburgh A140, Fakenham The Drift, and Taverham.		444	<b>444</b>
<b>Local Safety</b> Several schemes slipped to 09/10 financial year	(359)		<b>(359)</b>
<b>Other Schemes</b> Carbon sequestration funding not required in 2008/09	(106)		<b>(106)</b>
<b>Park &amp; Ride</b>		3	<b>3</b>
<b>Public Transport Interchanges</b> Diss & Watlington had land procurement issues resulting in schemes being deferred.	(209)		<b>(209)</b>
<b>Road Crossings</b> Lower voltage signals proposed which have higher installation costs but lower energy/maintenance costs as well as inclusion of additional surfacing not anticipated.		217	<b>217</b>
<b>Safer &amp; Healthier Journeys to School</b> Eight extra schemes brought forward into implementation programme		86	<b>86</b>
<b>Structural Maintenance</b> Several schemes deferred (including Colman Road resurfacing) to ensure desired level of overall highways capital programme spend	(836)		<b>(836)</b>
<b>Traffic Management &amp; Calming</b> Slight overspend on traffic signal replacement project		24	<b>24</b>

Name of scheme with detailed reason(s) for (slippage) and/or over/(under) spend	(Slippage)  £'000	(Under)/ Over Spend  £'000	Total  £'000
<b>Walking Schemes</b> Titchwell scheme brought forward into the 08/09 programme.		105	105
<b>Gt Yarmouth - Eastport Access Section 1</b> Costs higher than anticipated due to structure of the surface not as good as expected, therefore further investigation required.		88	88
<b>Gt Yarmouth - Eastport Access Section 2</b> Costs higher than anticipated due to structure of the surface not as good as expected, therefore further investigation required.		42	42
<b>A140 Long Stratton Bypass</b> Re-classified as revenue scheme due to doubts over future funding of main scheme	(50)		(50)
<b>Northern Distributor Road</b> Higher than anticipated development costs		1,135	1,135
<b>Northern Distributor Road-Blight Notices</b> Offset higher than anticipated development costs	(750)		(750)
<b>Norwich - A47 Postwick Hub</b>	(9)		(9)
	(2,545)	2,381	(164)

**MAIN REASONS FOR (SLIPPAGE) AND OVER/(UNDER) SPENDING  
IN 2008/09**

Name of scheme with detailed reason(s) for (slippage) and/or over/(under) spend	(Slippage)  £'000	(Under)/ Over Spend  £'000	Total  £'000
<b>IT Schemes over £20,000 each</b> Not all schemes able to be undertaken in year	(355)		(355)
<b>Closed Landfill Sites-Capping &amp; Restoration</b> More work to do than could do in one year	(986)		(986)
<b>PROW Programme</b> Necessary DDA and H&S work		25	25
<b>Drainage Improvements</b> First phase complete, which had to be undertaken before the major works could progress	(1,498)		(1,498)
<b>Growth Point - Catton Park</b> Work requested in later stages of year	(10)		(10)
<b>Pingo trail</b> Work awarded later in year not able to complete by year end	(18)		(18)
<b>Growth Point - Mousehold Heath</b> Work requested in later stages of year	(25)		(25)
<b>SW Econets</b> Work requested in later stages of year	(45)		(45)
<b>Kings Lynn HWRC Improvements</b> Overspend due to increase in cost of works		11	11
<b>Closed Site Management</b> Previous year's overspend		3	3
	(2,937)	39	(2,898)

Scheme Name	Project	Spend project to date (Prior years)	Original Programme 2008/09	Revised 2008/09 Programme	2008/09 Forecast Out - turn	2008/09 Variance	2008/09 Carry Forward	Spend to date - current year	Over/ (Under) Spend	2009/10 Out-turn	2010/11 Out-turn	Total Spend for project
Bridge Strengthening	PM8		3,000,000	2,469,482	2,471,423	1,941	1,941	2,276,592		2,019,374	3,000,000	7,490,797
Bus Infrastructure Schemes	PB		1,270,000	1,931,151	2,186,921	255,770	255,770	1,898,617		1,029,554	1,075,000	4,291,475
Bus Priority Schemes	PA		350,000	626,034	543,058	-82,976	-82,976	405,069		508,962	375,000	1,427,020
Cycling	PE		1,235,000	965,938	825,621	-140,317	-140,317	729,816		1,314,315	937,000	3,076,936
Local Road Schemes	PK		2,785,000	5,156,731	5,812,873	656,142	656,142	5,212,403		2,757,379	1,590,000	10,160,252
Local Safety	PG1		1,445,000	2,471,485	2,087,369	-384,116	-384,116	1,740,340		1,371,434	1,451,000	4,909,803
Other Schemes	PM9		1,033,000	916,000	685,297	-230,703	-230,703	1,347,936		1,330,352	990,000	3,005,649
Park & Ride	PD		180,000	525,614	502,740	-22,874	-22,874	464,043		64,454	150,000	717,194
Public Transport Interchanges	PC		600,000	625,000	422,818	-202,182	-202,182	481,899		584,556	650,000	1,657,374
Road Crossings	PH		875,000	960,707	1,121,952	161,245	161,245	1,054,998		602,829	825,000	2,549,781
Safer & Healthier Journeys to School	PG0		801,000	837,934	1,048,278	210,344	210,344	871,488		725,036	837,000	2,610,314
Structural Maintenance	PM1		24,715,000	26,223,157	25,333,331	-889,826	-889,826	23,220,683		24,254,835	25,480,000	75,068,166
Traffic Management & Calming	PJ		2,003,000	2,772,440	2,892,654	120,214	120,214	2,350,309		1,450,156	1,352,000	5,694,810
Walking Schemes	PF		1,050,000	2,909,801	3,000,000	90,199	90,199	2,984,800		854,684		3,854,684
Great Yarmouth Third River Crossing	GTYARM									200,000		200,000
Gt Yarmouth - Eastport Access Section 1	PM2921			750,000	811,434	61,434	61,434	810,911				811,434
Gt Yarmouth - Eastport Access Section 2	PM2922			200,000	237,689	37,689	37,689	233,780				237,689
A140 Long Stratton Bypass	HC0197		50,000	50,000	5,500	-44,500	-44,500	5,441		36,000		41,500
Northern Distributor Road	PK1000	4,119,728	1,000,000	1,500,000	2,550,000	1,050,000	1,050,000	2,437,218		786,000		7,455,728
Northern Distributor Road-Blight Notices	NDRBLIGHT		750,000	750,000		-750,000	-750,000			1,500,000		1,500,000
Norwich - A47 Postwick Hub	PK5072			500,000	500,000			397,284				500,000
<b>TOTAL</b>		<b>4,119,728</b>	<b>43,142,000</b>	<b>53,141,474</b>	<b>53,038,958</b>	<b>-102,516</b>	<b>-102,516</b>	<b>48,923,627</b>		<b>41,389,920</b>	<b>38,712,000</b>	<b>137,260,606</b>

**Planning & Transportation - Other Services - Capital expenditure summary 2008 / 09**

Appendix D

Scheme Name	Project	Spend Project to date (Prior Years)	2008/09 Programme	2008/09 Out - turn	2008/09 Variance	Spend To date - Current Year	2008/09 Carry Forward	Over/ (Under) Spend	2009/10 Out- turn	2010/11 Out- turn	Total Spend for project
Closed Site Management	CSM000	1,725	-2,523		2,523		2,523				1,725
Closed Waste Site Restoration (Beetley)	BEETLEY	4,566									4,566
IT Schemes over £20,000 each	IT>20K		557,506	202,286	-355,220	202,286	-355,220				202,286
Travellers Site	TRAVSITE	938									938
Kings Lynn HWRC Improvements	KLHWRC	520,417	836,190	836,190		836,190					1,356,607
Closed Landfill Sites-Capping & Restoratic	CLS000	29,156	1,852,847	866,596	-986,251	866,596	-986,251		986,251		1,882,003
PROW Programme	PQ0024		22,432	47,966	25,534	47,966		25,534			47,966
Waste Performance & Efficiency Grant	WPEG										
Contract B	PQ3805	14,341	-669,350		669,350	138,041					14,341
Drainage Improvements	DRIMPS	995	1,713,000	229,065	-1,483,935	229,065	-1,483,935		1,483,935		1,713,995
Dereham HWRC	PQ3001										
Contract B - Exp 0809	PQ3805A			138,041	138,041		138,041				138,041
Adjustment to other scheme-cover exp cor	ADJ										
Growth Point - Catton Park	PQ4000		45,100	35,010	-10,090	35,010	-10,090		10,090		45,100
Pingo trail	PQ0027		20,000	2,000	-18,000	2,000	-18,000		18,000		
Growth Point - Mousehold Heath	PQ4002		35,000	10,395	-24,605	10,395	-24,605		24,605		
Burlingham Woodland Walks	PQ0028		10,000	9,650	-350	9,650		-350			
SW Econets	PQ4003		60,000	14,825	-45,175	14,825	-45,175		45,175		
West Rudham	PQ0029		3,500	3,498	-2	3,498		-2			
<b>TOTAL</b>		<b>572,137</b>	<b>4,483,702</b>	<b>2,395,522</b>	<b>-2,088,180</b>	<b>2,395,521</b>	<b>-2,782,712</b>	<b>25,182</b>	<b>2,568,056</b>		<b>5,407,567</b>

#REF!



## Planning &amp; Transportation

Period: 12

## Balance on Reserves and Provisions at 31st March 2009

M2

	FULL YEAR							Comments
	Opening balance 01.04.08 £ 000	Current balance 31.03.09 £ 000	Change Year to Date £ 000	Outturn balance £ 000	Previous Forecast £ 000	Change from previous Forecast £ 000	(utilisation) / addition to balance £ 000	
<b>PLANNING &amp; TRANSPORTATION</b>								
Park & Ride refurbishment	116	131	(15)	131	116	15	15	Interest received
De Registration of Bus services	20	20	0	20	20	0		
Demand Responsive Transport	250	240	10	240	250	(10)	(10)	
Bus Station maintenance	200	200	0	200	200	0		
Commuted Sums Public Transport	55	40	15	40	36	4	(15)	
Commuted Sums Travel Plans	57	40	17	40	27	13	(17)	Drawdown net of interest received
Commuted Sums Highways Maintenance	2,697	2,118	579	2,118	1,275	843	(579)	Drawdown funded additional cost of winter maintenance.
Parking Receipts/ Section 74	1,251	1,125	126	1,125	1,078	47	(126)	Draw-down from parking receipts to part-fund NATS Work
HMF Provisions	1,536	266	1,270	266	266	0	(1,270)	Funded Capitalised Maintenance
PMG R & R Funds	178	162	16	162	171	(9)	(16)	Sale of old / purchase of new Vehicle
Street Lighting PFI	780	3,799	(3,019)	3,799	3,113	686	3,019	Balance of sinking fund carried forward
HOPS Appropriations Account	260	260	(0)	260	260	0		increased operational cost revisions for 2009/10
HOPS Pay & Conditions	200		200				(200)	To fund overspend on winter maintenance
HOPS R & R General	225	225	0	225	225	0		increased operational cost revisions for 2009/10
HOPS Depot De-commissioning	17	17	(0)	17	17	0		Bexwell
HOPS Depot R & R ( improvements)		321	(321)	321		321	321	To be fully utilised in 2009/10
HOPS R & R Vehicles	1,940	2,424	(484)	2,424	1,940	484	484	inclusion of 2008/9 contribution
Car Lease Scheme	393	642	(249)	642	503	139	249	inclusion of 2008/9 surplus
Accommodation R&R (office accomodation)	657	51	606	51		51	(606)	To be fully utilised in 2009/10
Road Safety Reserve					85	(85)		Expected surplus from NDIS/NSAC not identified
Strategy & Performance 3rd river crossing	300	29	271	29	29	0	(271)	£271k relates to 07/08 expenditure
Strategy & Performance Thetford Asset review		30	(30)	30	30	0	30	£30k drawn from £271k and kept in reserve as work not planned until 2009/10
<b>Total Planning and Transportation</b>	<b>11,132</b>	<b>12,142</b>	<b>(1,010)</b>	<b>12,142</b>	<b>9,641</b>	<b>2,501</b>	<b>1,010</b>	

**WASTE & ENVIRONMENT**

Environment Operations - R & R	38	25	13	25	25	0	(13)	Reduced after purchase of vehicle
European funding	63	60	3	60	60	0	(3)	£3k drawn down for Norfolk Biological Records
Historic Building reserve	120	139	(19)	139	127	12	19	funding received and drawdown taken into account
Waste Partnership Fund	423	1,119	(696)	1,119	788	331	696	reduced drawdown required for waste initiatives and contribution for 2009/10
Kings Lynn R & R	320		320				(320)	and 2010/11 added to fund
Waste Vehicle Replacement R & R	40	40	0	40	3	37		drawdown to fund capital programme
								Vehicle purchases delayed till 2009/10
<b>Total Waste and Environment</b>	<b>1,004</b>	<b>1,383</b>	<b>(379)</b>	<b>1,383</b>	<b>1,003</b>	<b>380</b>	<b>379</b>	
<b>BUSINESS SUPPORT SERVICES</b>								
Service Development and Support ( IT funds)	1,220	793	427	793	631	162	(427)	draw down for IT capital projects revised
Finance & Procurement								
<b>Total Business Support Services</b>	<b>1,220</b>	<b>793</b>	<b>427</b>	<b>793</b>	<b>631</b>	<b>162</b>	<b>(427)</b>	
<b>Total Reserves</b>	<b>13,356</b>	<b>14,318</b>	<b>(962)</b>	<b>14,319</b>	<b>11,275</b>	<b>3,044</b>	<b>963</b>	

## **Update of Planning and Transportation's Service Plan Actions, Risk and Performance 2008/09**

Report by the Director of Environment, Transport and Development

### **Summary**

This report provides an update of progress made against the 2008/09 Service Plan, the Corporate Improvement Plan (CIP) performance indicators and the mitigation of those risks deemed to be of corporate significance.

## **1. Background**

- 1.1. This report is an update of the progress made against the service plan, CIP performance indicators and mitigation of corporately significant risks. The 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.

## **2. Current Management/Monitoring practices**




- 2.1 For 2008/09 Planning & Transportation's management and monitoring of service plan actions, performance indicators and risks has been aligned in order to provide a more 'rounded' view of service delivery. Work is continuing to align financial and performance reporting.
- 2.2 Information relating to these three areas of performance is gathered on a monthly basis and reported at Group Management Team meetings prior to integrated 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.
- 2.3 Summary performance against the three areas is provided in this report with more detail given to significant areas that are under-performing. Progress is presented using the standard Prism alert symbols (star, circle and triangle, representing good, fair and poor performance respectively) that give an 'at-a-glance' view of progress.

## **3. Progress against service plan actions**

- 3.1. A Prism briefing book detailing progress against each of the actions within the 2008/9 service plans has been prepared and is available on the Members' Insight website.

3.2. 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.

3.3.

<b>Service</b>	 Progress is on track	 Progress is slightly off track	 Progress is significantly off track
Environment	24 of 24 100%	-	-
Highways	19 of 27 70.37%	8 of 27 29.63%	-
Minerals and Waste Planning	2 of 5 40%	2 of 5 40%	1 of 5 20%
Passenger Transport	38 of 49 77.55%	11 of 49 22.45%	-
Strategic Land use and Transport Planning	39 of 45 86.67%	6 of 45 13.33%	-
Waste Management	15 of 15 100%	-	-
<b>Total</b>	<b>83.03%</b>	<b>16.36%</b>	<b>0.61%</b>

3.4. Some 83% of actions have achieved all that they were set up to do (green star). 16% either achieved all their actions, but were later than planned, or some of the parts of the actions were not achieved (blue circle). In some instances actions have been carried forward into 2009/10 to further the progress that has already been made. Just one action has been recorded as significantly off track (red triangle). The reason for that one 'off track' action is as follows:

3.4.1 **All non complex & non contentious County Council Developments to be dealt with within 8 wks**

This is a local performance measure of County Council development application determination times. It has not been possible to prioritise these determinations over the National Indicator (NI157) that measures major applications determined within 13 weeks; and thus this has not performed as well as planned.

4. **Progress against Corporate Improvement Plan Indicators**

4.1. An overview of the progress against the corporately significant performance indicators, i.e. those identified in the Corporate Improvement Plan (CIP) is available as appendix A to this report. Although a complete set of final data is not available for all the indicators, we expect to have achieved all but one of our targets. That one indicator relates to the condition of our non-principal classified roads – given the drop in performance a separate paper has been prepared for this panel.

## 5. **Progress against other Performance Indicators**

- 5.1. The Prism briefing book available on the Members' Insight website also illustrates progress against performance indicators relevant to the 2008/09 service plan. The performance indicators include parts of the National Indicator set, ex-BVPI's and local performance measures.
- 5.2. The following paragraphs summarise information relating to the progress of those indicators that are departmentally significant and currently underperforming:

### **Minerals and Waste Service – Plan Making Milestones**

The Government Office - Eastern Region (GO-East) monitors our progress against the milestones within our Local Development Scheme (LDS). Our Core Strategy and Development Control document submission draft has been approved for consultation on its soundness and, subject to there being no major issues arising from this process, will be sent to the Secretary of State for Examination in Public. As reported at the end of quarter 3, we are in discussions with GO-East as to the best way forward for the Minerals and Site Allocations documents for completion in 2010. We anticipate that our discussions with GO-East will result in a revised LDS that will enable us to get back on track.

### **Minerals and Waste Service – Processing of major planning applications**

Performance for the year is 63.83% of major applications decided within 13 weeks (NI157). This is a significant improvement over the previous year's result of 41%, but lower than our 2008/9 target. Some applications have failed to be determined within the necessary time scale due to the need to negotiate issues to make the development acceptable in planning terms and the need to secure legal agreements. We are reviewing our improvement action plan in order to continue to improve this performance measure.

### **Strategic Land Use and Transport Planning Service – P&T Initiative savings**

The value of initiatives realised for the year equates to £1,892,792, which is an increase of £220,000 from that realised last year, delivering £15.5m of savings cumulatively from 2004/05. This is a significant achievement within the current economic conditions against a challenging stretch target set before the impact of the recession was fully known, however we not quite managed to meet our target of £2.2m. We have experienced significant increases in the cost of oil based products and consumables, together with financial pressures across the service that have reduced our capital programme (from which we rely on 'gain' from target-costed projects that contributes to our efficiency target).

We have successfully applied value engineering principles (utilising innovative technology, products and processes) within schemes so that they become more affordable within the budget allocations.

The projects which have contributed to these efficiency and initiative gains include:

- Co-location of the supply chain representatives with our partners, including integration of Mott MacDonald into County Hall;
- Recycling surface dressing chippings for reuse;
- Amalgamating our fleet servicing and laboratory service with those of our partners, including integrating staff across the partnership;
- Recycling and reuse of construction 'waste'.

We have some large projects that we hope will deliver significant savings for 2009/10, which includes the review of our heavy operations fleet and savings made by discontinuing with stores of materials held within our Highways depots.

We continue to look at ways to incorporate further efficiencies into the service, including the possibility of applying 'lean' techniques to project management and the introduction of facilitated creativity clubs across the service.

## 6. Progress against Risks

- 6.1 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.
- 6.2 The Corporate Risk Register includes two risks relating to P&T activities. Current actions relating to those risks are detailed below:

### **Environment Service - Failure to divert biodegradable municipal waste from landfill as required**

The County Council has a decreasing annual tonnage allowance from Defra for the landfill of biodegradable municipal waste. To ensure it remains within its allowances and does not face the prospect of fines the focus has initially been to support activities that reduce the amount of waste produced and increase recycling. However, even with high levels of recycling the County Council would still exceed its allowance in future years. This, coupled with the increasing costs of landfill, means that some form of waste treatment will be required for the waste that is left over.

Building on the continuing success of reducing waste volumes and increased recycling the County Council is currently on track to meet its future obligations by a combination of two contracts that are in the procurement phase: Contract A is expected to provide a service from 2012 and a separate waste treatment PFI contract is expected to provide a service from 2015. However any further significant delays to Contract A could mean that in 2013 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 including reducing waste volumes further, increased recycling of biodegradable materials from within the existing waste stream, securing small levels of waste treatment or purchasing additional allowances.

The risk will continue to be monitored at a corporate level for 09/10 (please

refer to following report on the PTEW agenda P&T Risk Register 09/10).

### **Highways Service - Failure to implement NDR**

This would result in the inability to implement the remainder of the Norwich Area Transport Strategy (NATS) including pedestrian enhancements in the city centre, public transport improvements, traffic management in the suburbs, reductions in accidents and would result in an increase in congestion affecting public transport reliability. It would also result in a reduction in our capacity for economic development and negatively impact on NCC's reputation.

Work is progressing to a revised programme to reflect changes in the Regional Funding Allocation (RFA) timetable. Major Scheme Business Case was submitted in July 2008, decision on Programme Entry expected in September 2009. Contractor (Birse Civils Ltd) appointed in February 2009 to assist in the development of the scheme through Early Contractor Involvement. The Business Case for Community Infrastructure funding for Postwick Hub was submitted to Communities and Local Government (CLG) in October 2008, the availability of this funding is dependent on the NDR scheme being granted Programme Entry. The planning application for the Postwick Hub section of the NDR was submitted to Broadland District Council in January 2009, decision on outcome anticipated in Summer 2009. Planning application for NDR scheme to be submitted in Spring 2010.

The risk will continue to be monitored at a corporate level for 09/10 (please refer to following report on the PTEW agenda P&T Risk Register 09/10).

## **7. Progress against Norfolk County Council's Health Objectives**

In July 08 Overview and Scrutiny Panel were asked to consider Planning and Transportation's contribution to health improvement within the County. Agreement was reached that the following activities should be included to recognise the department's contribution:

### **Health Walks**

We have set aside £150,000 to further develop a programme of 150 Health, Heritage and Biodiversity Walks over the next three years, supporting our strategic ambitions. This year, in liaison with many local organisations, health care practitioners and rural interest groups, the first tranche of walks was successfully launched. We have published three books of way-marked circular walks and launched these with well-attended guided walk events in Aylsham and Thetford. The Dereham book will be published shortly, with Diss/Harleston and Downham Market scheduled to follow. The launched books are already generating a great deal of interest, generating an overwhelming demand for these books.

### **Safer and Healthier journeys to school**

Norfolk children have better access to schools through safer and healthier journeys, with 10% fewer children travelling to school by car. This has meant fewer problems of congestion outside the school gate, a smaller carbon

footprint and healthier children. We have also had input in the delivery of 30 Safer & Healthier Journeys to Schools schemes at a cost of £1.1m. Through school travel plan development, central government funding of £2.5m has helped to improve school sites to support increased walking and cycling. The success of School Run Park & Ride continued to grow, with 20,391 journeys made by the end of March.

### Casualty Reduction

The ongoing work of the Road Casualty Reduction Partnership, has included successful campaigns such as the “Don’t be a loser” which targets 17-25 year olds and, targeting the same age group. Good progress has been made against reducing motorcycle casualties with help from “Rider Experience” a specific campaign set up to target motorcyclists. We are also working with older people, in a new initiative offering driver training, advice and assessment to the over 60s. The Driver Development Team has been chosen to deliver the National Driver Improvement Scheme (NDIS) on behalf of Norfolk Constabulary. This scheme is offered to drivers as an alternative to prosecution for certain ‘Undue Care’ offences and is delivered to nationally-agreed standards.

The Rural Demonstration project in North East Norfolk will see Norfolk piloting new casualty reduction interventions on the rural road network - and serve as a potential model for local councils up and down the Country. To date, our involvement with being a demonstration authority has led to a grant of over £1.5 million (£2.2 million over three years), in addition to the LTP process. During 2008 the numbers of casualties occurring on Norfolk Roads reached their lowest ever levels, where the numbers of people killed or seriously injured (KSI) was 389 (a fall of 55%) from the baseline set by Government who request a 40% reduction by 2010. Norfolk has achieved the Government target many years earlier than expected and is achieving casualty reduction at twice the national average. In 2008-09 the number of people killed on Norfolk Roads was at its lowest ever level at 38. The number of children KSI (NI 48) was 32, better than the target of 33.

### Support for Walking and Cycling Initiatives

We have seen a substantial increase in travel choice for those living in market towns or urban areas, with 16km of new cycleway, 46 new pedestrian crossings, 43 new or improved footways and major interchange improvements at the Norwich Rail Station. £30,000 has been secured from LTP2 in order to improve urban pathways with particular prioritisation of pathways near to schools. Strategic recreational routes including Peddars Way and the Norfolk Coast currently help to generate £2m annual spend by visitors to the area.

### Air Quality Management Areas

Traffic emissions are being tackled in Norwich following the introduction of the city’s first Low Emission Zone in Castle Meadow (the only one outside of London). In partnership with the City Council, we have taken the innovative step of attaching an environmental Traffic Regulation Condition to bus



companies' Operator's Licences to regulate the emissions of buses operating in the Castle Meadow area. Several operators updated their vehicles to be Euro3 compliant. Over the next two years more and more of the bus fleet will be required to meet emission standards, helped by grants of up to 65% that have been offered towards the cost of upgrading older vehicles. The County Council has contributed a total of £500,000 of this.

## Climate Change

The climate change strategy for Norfolk is 'Tomorrow's Norfolk, Today's Challenge' which has been produced and endorsed by the county's eight local authorities. It is a key element in Norfolk Ambition, which has set a target of an 11% reduction in carbon emissions by 2011 (of which local authorities are responsible for 3%). Our longer term goal is to ensure Norfolk plays its part in delivering the legally binding targets in the national Climate Change Act 2008: green house gas emission reductions through action in the UK and abroad of at least 80% by 2050, and reductions in CO<sub>2</sub> emissions of at least 26% by 2020. Reducing Norfolk County Council's own emissions is part of the Carbon Management Programme which sets out the ambition to reduce our own carbon emission by 25% by 2013. This is focused on its major direct impact areas – buildings; streetlighting and transport. Currently the programme is in year two.

## 8. Resource Implications

8.1 **Finance** : None

8.2 **Staff** : None

8.3 **Property** : None

8.4 **IT** : None

## 9. Other Implications

9.1 **Legal Implications** : None

9.2 **Human Rights** : None

9.3 **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.

9.4 **Communications** : None

## 10. Section 17 – Crime and Disorder Act

10.1 None.

## 11.0 Risk Implications/Assessment

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

## 12. Conclusion

12.1 Overall performance in the 2008/9 financial year against service plan actions, performance indicators and risks has been good. Where issues have been identified work is in progress to deal with them in 2009/10.

## Action Required

(i) Overview and Scrutiny Panel Members are asked to:

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

## Background Papers

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

## Officer Contact

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

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## Corporate Improvement Plan measures

Measured monthly (calendar year) - Rolling 12 month total					
	Actual Dec. '07	Actual Dec. '08		Target Dec. '08	Comment
People killed or seriously injured (KSI) in road accidents (linked to NI47)	463	389	★	473	<p>Current performance shows that in the period Jan 08 – Dec 08 there were 389 people killed or seriously injured on Norfolk Roads. This represents a 55% reduction from the 94-98 baseline and places performance in excess of our original projected target of 473 KSI by Dec 08. This performance is also in excess of our stretched Dec 2010 target of 425 KSI. However, road traffic casualties can be seasonal and, whilst performance is good and trends are favourable, this is no guarantee of final performance.</p> <p>Additionally, within the KSI figures the number of people killed on Norfolk Roads was 38 by Dec 08 compared with 56 by Dec 07, a 32.2% year on year reduction and a 55.8% reduction on baseline figures. Although 38 individuals have lost their lives on Norfolk Roads it should be noted that this is the lowest number ever recorded.</p> <p>During 2009 a number of initiatives are planned to direct education, training, engineering and enforcement action towards the riders of Motorcycles. On average, motorcyclists account for 25-30% of all Norfolk KSI.</p>
Children killed or seriously injured (KSI) in road accidents (linked to NI48)	33	32	★	33	<p>Current performance shows that in the period Jan 08 – Dec 08 there were 32 children killed or seriously injured on Norfolk Roads. This represents a 64.5% reduction from the 94-98 baseline and places performance in line with our original projected target of 33 KSI by Dec 08. The projected target indicates that we expect to meet our target of no more than 31 child KSI by Dec 2010. Child KSI figures are approximately 8% of the total figure and, as a result, small changes in casualty numbers can have a large impact on trends and performance. Furthermore, work is being completed with NHS hospital admission data to give a clear view upon the seriousness of the recorded KSI records. Child fatalities as a result of a road traffic collision are at low numbers; on average one child fatality once every two years.</p>

Measured monthly (financial year)					
	Actual 2007/08	Actual 2008/09		Target 2008/09	Comment
Local bus passenger journeys originating in the authority area (NI177)	28119951	30089235	★	28260550	<p>Passenger numbers have grown for several reasons such as the introduction of the National Concessionary Fares scheme, the high cost of fuel in 2008, people taking more holidays in Norfolk, improved quality of bus services resulting from continued investment in new vehicles by the County Council through the tendering process and a largely stable network of services with improvements to frequency in some cases.</p> <p>Norfolk Green were given a national industry award for increased passenger numbers which resulted from a high quality operation, attention to detail, improved services, proactive marketing and simpler fares. Passenger numbers on the Coasthopper service alone increased by 100,000 in 2008 and has seen significant investment in new vehicles.</p>
Bus services running on time - % non-frequent services on time (NI178i)	N/A	81.43%	★	80%	Punctuality has continued to improve. Punctuality is monitored and reported to operators on a monthly basis and corrective action taken and agreed where appropriate. Biannual punctuality forums involving key staff from Norfolk County Council, Norwich City Council and operators continue to take place.
Bus services running on time – excess waiting time of frequent services (NI178ii)	N/A	N/A	-	N/A	Changes to timetables in September 2008 mean that there are no longer any services that come under the definition of a frequent service (six or more buses per hour). Therefore this measure will not be reported on this year.

Measured quarterly (data one quarter in arrears)					
	Actual 2007/08	Latest estimate (Dec. '08)		Target 2008/09	Comment
Residual household waste per household (NI191)	593.08	567.68kg	★	588.23 kg	Currently performing well based on the latest estimate. We expect to have a final result from all the district inputs in early July.
% of household waste sent for reuse, recycling and composting (NI192)	40.49%	43.10%	●	44%	Currently performing just below target. However, tonnages from third party collections will not be calculated and included until year-end. These, and other year-end adjustments, are expected to add between 0.5 and 1% to our result. We expect to have a final result from all the district inputs in early July.
% of municipal waste landfilled (NI193)	59.14%	57.01%	★	57%	Currently performing on target. We expect to have a final result from all the district inputs in early July.

Measured quarterly					
	Actual 2007/08	Actual 2008/9		Target 2008/09	Comment
Access to services and facilities by public transport (NI175)	76.55%	78.87%	★	78%	This indicator measures the % of households without a car in rural areas able to access a market town or key service centre by public transport in 30mins at least twice a week. Since the baseline we have increased the number of households without a car in rural Norfolk that are able to access a market town or key service centre by 267. We have exceeded our target of 78% accessibility. Our target for 08/09 was 8,990 households with access, we actually reached 9,090 so 100 more than the target.

Measured annually					
	Actual 2007/08	Actual 2008/9		Target 2008/09	Comment
Principal roads where maintenance should be considered (NI168)	3%	3%	★	3%	<p>Headline result performance has been maintained.</p> <p>Compared to last year and to 1 decimal place, performance has deteriorated from 2.5% to 3.3%. The condition of the A roads has deteriorated of the last 12 months.</p> <p>This reflected our estimate of deteriorating condition and we have increased investment in A roads in 2009/10 but this will not be fully reflected in 2009 survey.</p> <p>We are taking a report on Highway Asset Performance to PTEWOS on 8<sup>th</sup> July to discuss the relative performance of Highway Assets and to seek members' views on prioritisation of budgets for 2010/11.</p>
Non-principal classified roads where maintenance should be considered (NI169)	7%	10%	▲	8%	<p>Headline result performance has worsened from 7%.</p> <p>Compared to last year and to 1 decimal place, performance has deteriorated from 7.4% to 9.9%.</p> <p>Both B and C roads have deteriorated in the last 12 months (Sub-results: B roads 8.4% (2007/8 = 6.6%), C roads 10.2% (2007/8 = 7.6%))</p> <p>We are taking a report on Highway Asset Performance to PTEWOS on 8<sup>th</sup> July to discuss the relative performance of Highway Assets and to seek members' views on prioritisation of budgets for 2010/11.</p>

**Key:**

The symbols shown are automatically assigned by Prism based on how the result numerically compares to the target:

If we hit or exceed our target we get a star alert (★).

If we are worse than target, but within 5% variance, we get a circle alert (●).

If we miss the target by a greater amount we get a triangle alert (▲).

## **Planning and Transportation Risk Register 09/10**

Report by the Director of Environment, Transport and Development

### **Summary**

This report provides an introduction to the Planning and Transportation risk register 2009/10. The register includes risks carried over where appropriate from the 2008/09 register and new risks identified from the 2009/10 Service Plans.

## **1. Background**

- 1.1. Effective risk management is an important part of management and service delivery within the County Council.
- 1.2. The Risk Management Framework requires all departments to continually review and update risk information in order to ensure that service delivery is maintained.

## **2. Contents of Report**

- 2.1. Planning and Transportation's Risk Register for 2009/10
  - 2.1.1 Risks identified within the 2009/10 Service Planning process have been assessed alongside those within the current risk register in order to ensure that all appropriate issues with the potential to affect service delivery have been captured. New risks from the 2008/09 service planning process have been identified in Appendix 1 within column 'A'.
  - 2.1.2 Two risks have been identified as requiring 'corporate level' scrutiny both of which have been prefixed with a 'C'. Both risks have been carried over from the 08/09 register and reflect two major projects currently being carried out within the Planning and Transportation Department. Latest updates against progress are regularly reported to Chief Officers Group as part of the corporate risk management process.
  - 2.1.3 The attachment also depicts departmental level risks that are monitored by the Department's Executive Management Team (EMT) on a monthly basis.
  - 2.1.4 Risks deemed to be of 'Group' level where mitigation measures can be managed solely within the Group Management Team are excluded from the attached register. However where necessary risks can be escalated to the departmental risk register with EMT approval.
  - 2.1.5 Reporting of progress against risks will continue to be carried out on a quarterly basis in order to enable more 'collective' performance reporting. Updates on risk management will be provided alongside progress against service plan

actions and indicator set (please refer to the Q4 update on 08/09 performance included in O&S Panel agenda for July for an example of this). Current progress against mitigation of risks where available has been provided in appendix 1.

### 3. **Resource Implications**

3.1. **Finance** : Issues are addressed within the Risk Register

3.2. **Staff** : Issues are addressed within the Risk Register

3.3. **Property** : Issues are addressed within the Risk Register

3.4. **IT** : Issues are addressed within the Risk Register

### 4. **Other Implications**

4.1. **Legal Implications** : None

4.2. **Human Rights** : None

4.3. **Equality Impact Assessment (EqIA)** : A full programme of equality impact assessments has been carried out covering all Planning and Transportation activities. 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.

4.4. **Communications** : None

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

5.1. There are no direct implications arising from this report.

### 6. **Risk Implications/Assessment**

6.1. Relevant risk information has been identified within Appendix 1.

### 7. **Conclusion**

7.1. Risk management is an active process within the department and is linked to the planning and performance process reflecting the current pressures around service delivery.

## **Recommendation or Action Required**

- (i) The Review Panel are asked to consider Appendix 1 and approve the contents.

## **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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New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
N	C	E&W	Failure to divert biodegradable municipal waste	The County Council has a decreasing annual tonnage allowance from DEFRA for the landfill of biodegradable municipal waste until 2020. Failure to divert biodegradable municipal waste from landfill as required would lead to additional financial cost in terms of payment of fines or purchasing of Landfill Allowances Trading certificates. Even with high levels of recycling the County Council would still exceed its allowance in future years. This, coupled with the increasing costs of landfill, means that some form of waste treatment will be required for the waste that is left over.	Contract A: Conclude negotiations with preferred bidder Contract A: Contract Award and Financial Close Contract B: Start procurement Contract B: Approve Pre Qualification Questionnaire short-list Contract B: Return of Detailed Solutions and Final Tenders Contract B: Select Preferred Bidder Contract B: DEFRA approve Final Business Case Contract Award	Contract A: Key elements of the financial close process are becoming protracted. Contract A will not be concluded before summer 2009. Contract B: (Official Journal of the European Union) OJEU placed April 2009.  Any further significant delays to Contract A could mean that in 2013 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 including reducing waste volumes further, increased recycling of biodegradable materials from within the existing waste stream, securing small levels of waste treatment or purchasing additional allowances.	<b>Corporate Objective 7</b> To protect and sustain the environment <b>Service Objective</b> To reduce municipal waste landfilled and improve recycling and composting
N	C	PMG	Failure to implement Northern Distributor Route (NDR)	Failure to implement the NDR. This would result in the inability to implement the remainder of the Norwich Area Transport Strategy (NATS) including pedestrian enhancements in the city centre, public transport improvements, traffic management in the suburbs, reductions in accidents and would result in an increase in congestion affecting public transport reliability. It would also result in a reduction in our capacity for economic development and negatively impact on Norfolk County Council's reputation.	Design and develop Postwick Hub (enable construction start in Winter 2009/10). Develop NATS implementation package. Further develop NDR i.e. detailed design, traffic modelling and environmental surveys to inform the environmental statement and planning application (to be submitted spring 2010). Receive notification on planning October 2010.	Further development of NATS complementary measures, consultation programmed for summer 2009. Working with Birse to take forward the NDR design through the Early Contractor Involvement process. Further environmental survey work in progress to inform the Planning Application. Funding for Postwick Hub scheme approved subject to acceptance of the Major Scheme Business Case by the Department for Transport. Liaison between NCC/Department for Transportation to resolve any outstanding points of clarification on the Major Scheme Business Case (MSBC). Decision on Programme Entry expected in September 2009.	<b>Corporate Objective 1</b> Lead a strategic approach to the development of the Norfolk Economy <b>Service Objective</b> Maintain and improve Norfolk's transport infrastructure to support sustainable economic growth
Y	D	E&W	Inadequate collective skills and knowledge to influence constructively the environmental challenges presented through the Growth agenda	Inadequate collective skills and knowledge to influence constructively the environmental challenges presented through the Growth agenda, results in degradation of Norfolk's environmental character and diminished quality of life	Establish Group to deliver environmental programme for Greater Norwich Development Partnership (GNDP) and engage with partners to raise the importance of green infrastructure and place-making in the growth agenda. Provide active support and expertise to deliver green infrastructure benefits to Thetford and Kings Lynn growth points	First meeting of Greater Norwich Development Partnership (GNDP) place-shaping group took place May 09. Terms of Reference agreed. Workshops currently under way to support Joint Core Strategy and creating a GNDP prospective. Restructuring of MTF will hopefully improve delivery of Green Infrastructure for Thetford.	<b>Corporate Objective 1</b> To lead a strategic approach to the development of the Norfolk economy <b>Service objective</b> Lead on strategic economic issues, including sustainable growth and regeneration

New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
N	D	PMG	Failure to develop a more efficient approach to predicting highway condition	Funding not allocated as required to achieve required performance of asset types. Programme development tools and processes need to be more robust around target setting for both the Local Transport Plan (LTP) & Comprehensive Area Assessment (CAA) target & performance.	Annual process 1) Continue to use and develop understanding of current MARCH system to support preparation of reports and budget planning. 2) EXORpms expected delivery this year - understand and explore the capabilities of the system 3) Analyse results from annual surveys 4) Use tools available to set targets for National Indicators and Local Indicators	No further progress reported	<b>Corporate Objective 1</b> Lead a strategic approach to the development of the Norfolk Economy <b>Service Objective</b> Maintain and improve Norfolk's transport infrastructure to support sustainable economic growth
Y	D	PMG	Risk of failure to comply with data protection act for ITS CCTV system	Failure to comply with the Information Commissioners Office (ICO) code of practice means that NCC <u>may not</u> be complying with the Data Protection Act 1998.	Research Information Commissioner requirements for our CCTV, put in measures to control access to control room, put in measures to control access to recordable technology, put in measures to control release of recorded information, set up ICO visit and audit schedule.	Previous advice confirmed that the ITS CCTV operations, at the time, were not a contravention. Recent CCTV developments means that current equipments/practices etc need to be reviewed. Code of practice is under consideration. Currently in discussions with Leicester to organise a possible visit. Mott MacDonald are also investigating the situation in Leeds to gain information as to the way forward.	<b>Corporate Objective 1</b> Lead a strategic approach to the development of the Norfolk Economy <b>Service Objective</b> Improve journey reliability
N	D	PMG	Failure to reduce road traffic casualties	Failure to reduce casualties will affect the 1) Performance on Local Transport Plan (NI47 ksi, NI48 child & slights inc), Local Area Agreement and Comprehensive Area Assessment. 2) Reputation on emotive issue or incidents Current tools have enabled this level of performance to be achieved, but continuation of this level of casualty reduction will become increasingly harder.	Targets for end 2009 Killed/Seriously Injured (ksi) 449; child ksi's 32; slights 3033 LAA 100; motorcycles 117 1) Analysis of casualty trends, multi-agency data led approach, engineering works, education, training & publicity. 2) Extra resources available from rural road demonstration project 3. Monitoring casualty data monthly (rolling 12 month) and review. Milestone Dec 2008 (reported Jan 09) 4. County wide casualty push over motorcycles in summer months	KSI reductions presently ahead of expected performance using trend predictions.	<b>Corporate Objective 3</b> Help make Norfolk a safe place to live and work <b>Service Objective</b> Improve Highway Safety
N	D	PMG	Failure of elements of the Rural Demonstration Project	Some of the innovative measures introduced may have to be withdrawn if unsuccessful or due to them being unpopular. Funding may have to be found from other sources. Casualty Reduction programmes could be compromised, resulting in increased casualties or negative publicity	1) measure and monitor risks within project risk register 2) monitor results from implementation as soon as possible 3) ensure that consultation is effective and consensual	Board meetings monitoring progress.	<b>Corporate Objective 3</b> Help make Norfolk a safe place to live and work <b>Service Objective</b> Improve Highway Safety

New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
Y	D	PTG	Inability to realise the full financial potential from the Park & Ride re-tender.	Leads to inability to reduce the subsidy for Park & Ride, which could in turn affect either the provision of Park & Ride or other local transport services as funds will have to be diverted from elsewhere.	Hold regular meetings of the Park & Ride tender project group. Consult with operators. Ensure time-scales are met.	Regular project meetings being held. Operators consulted. Tenders went out 28 May 2009 with a return date of 30 June - won't know until then of financial outcome. Also costing out running the service in-house.	<b>Corporate Objective 2</b> To improve travel and transport <b>Service Objective</b> Provide safe, reliable, accessible and affordable transport
N	D	S&P	Failure to deliver a Third River Crossing for Great Yarmouth within acceptable time-scales	There are likely to be many more HGV trips associated with the new outer harbour than first envisaged and these will have to pass through the town centre until a Third River Crossing is provided. Regeneration of the URC areas may not be possible unless the Third River Crossing is implemented bringing relief to Haven Bridge and Pasteur Road as they will need to accommodate trips from the regeneration development.	Continue with development work including public consultation in summer 2009 and present a preferred options for crossing type and route to Cabinet in autumn 2009	Public exhibitions to be held 19/20th June in Great Yarmouth and 26/27th June in Gorleston. MP, Local Members and residents who have the potential to be effected by the scheme have been briefed separately.	<b>Corporate Objective 2</b> To improve travel and transport <b>Service Objective</b> Influence European, national and regional bodies to fund and provide strategic transport infrastructure to support growth
N	D	S&P	Failure to secure funding to implement the NCC Carbon Management Programme	Lack of funding in 09/10 and beyond for Norfolk Property Services (NPS) to implement technical improvements to buildings leads to failure to achieve 25% CO2 reduction target, resulting in loss of public credibility, failure to deliver on NI185, and failure to make the substantial efficiency savings promised. An additional risk will be to gear up for impending obligations under the forthcoming Carbon Reduction Commitment.	Ensure detailed delivery plan and financial profile are drawn up by Norfolk Property Services (NPS) and linked to sound cost-benefit analysis. Enter timely funding bids at key stages of the financial planning process during 08/09. Engage senior managers via new Climate Change Programme Board.	Some funds secured from Strategic Ambitions Reserve and from Buildings Maintenance Fund to address building improvements. In addition other funds to drive forward transport improvement and 'communications'. Final collation of NI 185 (CO2 reduction from Local Authority operations) data, including district council returns currently under way. Disseminating information relating to need to gear up for implications of the Carbon Reduction Commitment (CRC). Paper to be taken to Corporate Asset Management Group and then Chief Officers Group. Currently exploring whether risk management should be carried out at a Corporate level.	<b>Corporate Objective 7</b> To protect and sustain the environment <b>Service Objective</b> Reduce and adapt to the impacts of climate change

New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
Y	D	S&P	Failure to meet our agreed LAA NI 186 target (Per capita reduction in CO2 emissions in the LA area)	Failure to deliver Local Area Agreement (LAA) targets for reducing per capita carbon emissions across Norfolk: 11% reduction by 2011. We have committed to achieving this target within the Norfolk Climate Change Strategy, approved by Cabinet. Failure will also mean that Norfolk is not contributing to the national target, laid out in the Climate Change Act 2008, of an 80% reduction in greenhouse gas emissions by 2050.	Establish Delivery Groups, or link in with existing Groups where appropriate, within the Norfolk Climate Change Partnership to focus on the five key priority areas highlighted within the Strategy: Travel & Transport, Economy & Business, Energy, Thoughtful Development, and Housing. Implement a Behaviour Change Strategy for Norfolk to underpin this work.	Work is under way to establish governance structure. Steering Group to be defined. The third Local Transport Plan (LTP) Climate Change work has begun through a 'themed' group and links to 'Smarter Choices' Group.	<b>Corporate Objective 7</b> To protect and sustain the environment <b>Service Objective</b> Reduce and adapt to the impacts of climate change
Y	D	S&P	Failure to meet our agreed LAA NI 188 target (Planning to adapt to climate change)	Failure to ensure that new and existing development and infrastructure is well adapted to a changing climate could result in failure to achieve LAA target NI188: Planning to Adapt to Climate Change. This would store up greater environmental problems and expense for later (e.g. through more severe impacts from flooding events or heat waves, acute water shortages).	Complete and effectively communicate the outputs from a Local Climate Impacts Profile (LCLIP). Compile a more comprehensive risk assessment and develop a prioritised adaptation plan for Norfolk. Establish Delivery Groups, or link with existing Groups where appropriate, within the Norfolk Climate Change Partnership to focus on the priority areas highlighted within the Strategy: Water Resources, Flooding, Emergencies, Growth.	Local Climate Impacts Profile (produced), initial dissemination taken place to P&T's Executive Management Team. To be rolled out further in September 2009. Currently finalising work on Behaviour Change Scoping Report.	<b>Corporate Objective 7</b> To protect and sustain the environment <b>Service Objective</b> Reduce and adapt to the impacts of climate change
N	D	S&P	Failure to deliver efficiency targets to honour Corporate Gershon and Partnership commitments	There is increasing pressure on Local Authority services to deliver efficiency savings, particularly as a result of the current economic climate, which in turn is making it harder to achieve savings as costs increase. Failure to deliver efficiency targets will leave the authority in a weaker position as far as assessment and delivery of a value for money service for Norfolk	Looking to refresh and invigorate the P&T process generally and as a specific piece of work as part of the Partnership Review. Greater involvement and commitment from services is being sought together with more innovative ways of generating ideas, improving publicity and benchmarking and learning from other Authorities.	Benchmarking event attended with other Local Authorities (30/4) which has provided ideas for incorporation into existing process. Consider investing in branding and publicity. Discussions ongoing regarding appropriate projects to trial lean methods of working. Invited to speak at LGC conference in July and to share experiences. Some significant projects and practices have been identified and are quite well advanced in development which have the potential to deliver significant savings	<b>Corporate Objective B</b> Value for Money <b>Service Objective</b> Maximise our efficiency through a culture of value for money and continuous performance improvement

New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
N	D	S&P	Insufficient funding to improve the transport Infrastructure	Risk of failing to attract sufficient central government funding to improve the transport infrastructure of the County. Leads to a growing infrastructure deficit, which together with the projected growth in population, will put an even greater strain on the existing transport network.	<ul style="list-style-type: none"> <li>• Deliver Local Transport Plan</li> <li>• Engagement and Lobbying</li> <li>•Develop Community Infrastructure Levy</li> <li>•Develop Community Infrastructure Fund</li> </ul>	Funding for NDR approved in RFA review, albeit with a delay of 2 years from original funding allocation. Regional Funding Allocation refresh planned for later in the year may provide an opportunity for further funding for other priority schemes. Rail Alliance and A47 Alliance continue to lobby for recognition through DaSTS (Delivering a Sustainable Transport System) a message consistent with SNF Transport Group.	<p><b>Corporate Objective 1</b> To lead a strategic approach to the development of the Norfolk economy</p> <p><b>Service Objective</b> Maintain and improve Norfolk's transport infrastructure to support sustainable economic growth</p>
N	D	S&P	Failure to achieve desired outcomes from the Greater Norwich Development Partnership project	Lack of funding and failure of partnership working through relationship breakdowns or conflicting priorities leading to an inability to achieve the desired outcome for Norfolk. Growth agenda is also affected causing development to become 'dis-jointed'	Partnership risk register to be maintained and monitored to ensure the approach to development remains consistent and the partnership and funding issues are addressed in a timely and efficient manner. Partnership Manager to provide highlight reports to P&T's Executive Management Team every 2 months to inform on progress. Head of group has regular progress meetings with partnership manager. Directors meet regularly.	Growth locations in Joint Core Strategy agreed for consultation. Local Government Review (LGR) outcome will have a major bearing on the future of the partnership.	<p><b>Corporate Objective 1</b> To lead a strategic approach to the development of the Norfolk economy</p> <p><b>Service Objective</b> Lead on strategic economic issues, including sustainable growth and regeneration</p>
Y	D	Finance	Failure of P&T service delivery due to increased costs due to inflation and the increasing demand for services (09/10)	Increased costs due to inflation and increasing demand for services, could lead to cost and demand exceeding available financial resources. This could in turn lead to reductions in service delivery.	<ol style="list-style-type: none"> <li>1)Regular budget control processes/meetings in place</li> <li>2)Reviewing services</li> <li>3)Full consultation around major schemes</li> <li>4)Regular reporting structure in place for departmental management team, Overview and Scrutiny Panels and Cabinet</li> <li>5)Regular liaison with RBO's</li> <li>6) Identification of savings and opportunities across the Department</li> </ol>	Risk has been identified to reflect the departmental issues associated with managing service requirements and demand in the current financial climate. Specific 'Group' related issues associated with this risk will be monitored through Group Management teams and will be escalated where necessary via this over arching departmental risk for further scrutiny. Management processes in place along with regime of regular monitoring.	<p><b>Corporate Objective B</b> Value for Money</p> <p><b>Service Objective</b> Maximise our efficiency through a culture of value for money and continuous performance improvement</p>

New for 09/10	D =Departmental G= Group C=Corporate	Group	Risk Name	Risk Description	Associated Tasks	Progress Description	Relevant Corporate/Service Objective
N	D	Economic Development	EPIC - significant financial loss (NCC is the accountable body)	<p>Financial loss from inability to deliver some aspects of agreed business plan, especially if costs cannot be contained within Ec Dev's budget.</p> <p>Loss of credibility for NCC with local / regional stakeholders, including businesses and Members.</p>	<ul style="list-style-type: none"> <li>• Monthly / quarterly management of programme, inc risk register, by EPIC ExCo.</li> <li>• Monthly / quarterly review of budget / outputs by Ec Dev Management Team.</li> <li>• Detailed Risk register in place</li> <li>• P&amp;T Finance taking a lead role on financial risk management</li> <li>• Concentration on Development of Marketing &amp; Promotional Activities, development of production projects and new income streams</li> </ul>	<p>While a new three year business plan is now in place, additional costs have emerged that will need to be contained within the 'safety net' of ED funds allocated for the year:</p> <ul style="list-style-type: none"> <li># an additional bad debt (Intermedia Lab)</li> <li># £8k required funding for updated alarm system (half to be paid by R&amp;I)</li> <li># Urgent fire escape repairs costing £20k</li> </ul>	<p><b>Corporate Objective 9</b> To improve and develop Norfolk's cultural heritage and resources</p> <p><b>Service Objective</b> Promote and support relevant activities that enhance Norfolk's cultural heritage</p>

Likelihood

Score	Definition
1 – Rare	The event may occur only in exceptional circumstances
2 - Unlikely	The event is not expected to occur
3 - Possible	The event might occur at some time
4 – Likely	The event will probably occur in most circumstances
5 - Almost Certain	The event is expected to occur in most circumstances

Impact

SCORE	DEFINITION
1 – Insignificant	<ul style="list-style-type: none"> <li>• Little disruption to services</li> <li>• No injury.</li> <li>• Loss of &lt; £25,000</li> <li>• Unplanned change in service delivery due to budget overspend &lt;£100,000</li> <li>• No effect on delivering corporate objective fully</li> <li>• No damage to reputation</li> <li>• No or insignificant environmental damage</li> </ul>
2 – Minor	<ul style="list-style-type: none"> <li>• Some disruption to services</li> <li>• Minor injury</li> <li>• Loss of £25,000 - £175,000</li> <li>• Unplanned change in service delivery due to budget overspend £100,000 - £500,000</li> <li>• Little effect on achieving corporate objective</li> <li>• Minimal damage to reputation (minimal coverage in local press)</li> <li>• Minor damage to local environment</li> </ul>
3 – Moderate	<ul style="list-style-type: none"> <li>• Significant disruption to services.</li> <li>• Violence or threat or serious injury</li> <li>• Loss of £175,000 - £500,000</li> <li>• Unplanned change in service delivery due to budget overspend £500,000. - £1m</li> <li>• Partial failure to achieve corporate objective</li> <li>• Significant coverage in local press</li> <li>• Moderate damage to local environment</li> </ul>
4 – Major	<ul style="list-style-type: none"> <li>• Loss of services for more than 48 hours but less than 7 days</li> <li>• Extensive or multiple injuries</li> <li>• Loss of £500,000 - £1m</li> <li>• Unplanned change in service delivery due to budget overspend £1m - £3m</li> <li>• Significant impact on achieving corporate objective</li> </ul>



	<ul style="list-style-type: none"><li>• Coverage in national press</li><li>• Major damage to local environment</li></ul>
5 - Extreme	<ul style="list-style-type: none"><li>• Loss of services for &gt; 7 days</li><li>• Fatality</li><li>• Loss of &gt; £1m</li><li>• Unplanned change in service delivery due to budget overspend &gt;£3m</li><li>• Non delivery of corporate Objective</li><li>• Extensive coverage in national press and on TV</li><li>• Significant damage to local or national environment</li><li>• Requires resignation of Director, Chief Exec or Leader of the Council</li></ul>

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

**8 July 2009**

**Item No. 17**

**Highway Asset Performance**

Report by the Director of Environment, Transport and Development

**Summary**

This report informs members of the performance of the significant highway assets and seeks comments on service levels, and the format of the report to be taken forward into future years.

The report considers capital funded structural maintenance only, not routine highway maintenance.

There has been an increase of the overall backlog to £126.7m from £70.4m as reported September 2008.

The report highlights deterioration in some of the assets suggesting an “unconstrained” budget requirement of £111.4m for 2010-11 to recover and maintain service levels compared to a budget of £30.998m in 2009-10.

The structural maintenance budget has remained static in cash terms since 2004 representing a real terms reduction of about 32%.

The budget for 2010-11 is anticipated at £31.634m;-

- LTP Structural maintenance grant, £ 21.134m
- De-trunk funding £3.5m
- County Council contribution £7m (to be reviewed as part of 2010/11 budget setting).

It suggests that priorities for allocation should continue to be:-

- A roads – maintain current condition
- B & C roads – give priority to the more heavily trafficked routes and improve condition
- Bridges – give priority to bridges on the HGV network
- Traffic signals – continue to fund the traffic signal controller programme at £1m for the next 3-years
- Footways – maintain current condition
- U roads – give priority to more heavily trafficked roads in village centres.
- Drainage –local maintenance schemes.

## 1. **Background**

- 1.1. In September 2007 the Review Panel received a report on Highway Asset Performance. It suggested changes to the reporting on asset performance, what was an acceptable service level, and what should be described as a 'backlog' confirming a move to information on condition survey data as a benchmark where it is available.
- 1.2. It was noted that further reports would be required to enable Members to consider the budget requirements to achieve target levels of performance for the highway assets. The Panel supported this.
- 1.3. This report considers only the planned capital funded structural maintenance of the assets, not the routine maintenance that is funded from the Highway Maintenance Fund.
- 1.4. The report, when read with the supporting documents in the Member's Room, provides greater detail. At this stage however the figures indicated should be treated as indicative, but as processes are developed to analyse the asset condition data are developed then confidence and accuracy of the information will improve.

## 2. **Asset Performance**

- 2.1. For each asset the report gives a summary of information on the performance and budget needs to maintain service levels. Detailed information on each is provided in a supporting document deposited in the Members Room.
- 2.2. When defining levels of service and targets for condition, the assets fall into the following groups, those with;-
  - National Indicators (NI)
  - Former Best Value Performance Indicators (BVPI's) which are no longer included in the national set but used as local performance indicators.
  - Local performance indicators (LPI).
- 2.3. Some of these are contained within our Local Transport Plan (LTP).
- 2.4. At the meeting in September 2007 Members supported the view that the road and footway network were in a generally acceptable condition i.e. fit for purpose. The condition data for 2006/7 is, where available, being used as the baseline against which to assess and report changes.
- 2.5. Revised methods of calculating the backlog have been developed, where consistent condition data is available. Any shortfall in achieving 2006-07 service levels within 2008-9 is described as a backlog.
- 2.6. The overall highway asset backlog at June 2009 has been calculated at £126.7m, this has been summarised in Appendix 1. This compares with £70.4m reported in September 2008. The change is due to deterioration on classified routes, use of 100% of C road length (rather than 50%) and inflation.

- 2.7. Inflation in the construction industry has for several years exceeded increases in budgetary provision resulting in a reduction in the purchasing power of the available funding.
- 2.8. Budgets levels have been estimated in order to achieve the service levels within 2010-11.
- 2.9. As indicated in paragraph 1.4 the processes used in the assessment of required budgets and value of asset deterioration are being developed, and comments on the risks associated with the data, data analysis and predictions is included for each asset in the document in the Member's Room.

### 3. **A Road – Carriageways**

#### 3.1. **Service levels**

##### 3.1.1. SCANNER surveys

3.1.2. NI 168 (ex-BV 223) (% of principal roads where maintenance should be considered). The 2008/9 target of 3% has been achieved. However the result to 1 decimal place has deteriorated from 2.5% to 3.3%. 3% remains the LTP target for 2009-11.

3.1.3. The treatments quantities recommended by analysis of the SCANNER survey data were adopted as a service level in last year at the end of 2006-7. These describe a range of work from surface improvement to strengthening based on the analysis of the survey data.

3.1.4. The 2008-9 target of no more treatment quantities compared to the 2006-7 survey baseline was not achieved. Some deterioration of the network has occurred as illustrated by the variation between the 2006-07 and 2008-09 lines on the graph in appendix 2.

3.1.5. This graph shows the results for the last 4-years and whilst the 'percentage in need of attention' [Road Condition Index (RCI) score greater than 100] has been held steady it does show a deteriorating trend in overall condition. The percentage of the network with no defects (a RCI score of zero) is falling steadily and the number of defects in lengths which does not exceed the BVPI threshold (RCI score between 1 and 100) is increasing.

3.1.6. The surveys were undertaken in September and October prior to the adverse winter weather.

3.1.7. Skidding resistance (SCRIM) survey

3.1.8. The target for 2008-9 was 79% of A roads above the level requiring investigation. This was achieved with 84%

#### 3.2. **Backlog**

3.2.1. The backlog is the value of the treatments recommended to return the asset to the condition profile in 2006-07 as indicated on the graph in appendix 2. The value in 2008-09 is £20m at 1/4/9 prices.

3.2.2. The figure when considered alongside the graph in App 1 is indicative of insufficient investment in the network, particularly at the early stages of deterioration that could be addressed by more cost effective earlier intervention treatments such as surface dressing.

### 3.3. **Anticipated performance in 2009-10**

3.3.1. The budget for 2009-10 was increased to deal with these concerns; however its impact will take 1-2 years to fully take affect.

3.3.2. It is anticipated that the planned programme of works this year will see the NI performance worsen from 3% to 4%, and the backlog may have a minor increase.

### 3.4. **Budget 2010-11**

3.4.1. If the deterioration identified in 3.2.1 were to be addressed, a budget of around £20m over and above the current budget would be required to maintain the NI performance and to respond to the deterioration indicated in App 2, making a total budget of around £29m.

3.4.2. The LTP NI target of 3% in 2010/11 is unlikely to be achieved without significant targeted investment. The surveys are undertaken mid-financial year which diminishes the opportunity to impact road condition in the short term.

## 4. **B & C Roads – Carriageways**

### 4.1. **Service levels**

4.1.1. NI 169 (ex-BV 224a) (% of non-principal classified roads where maintenance should be considered). B and C roads are sub-divisions within this Indicator. The 2008/9 target of 8% has been missed with a result of 10%. It remains the LTP target for 2009-11.

4.1.2. The 2008-9 target of no treatment quantities increase, compared to the baseline of the 2006-7 survey, was not achieved. Some deterioration of the network has occurred as illustrated by the variation between the 2006-07 and 2008-09 graphical lines in both App B (i) & (ii) located in the Supporting Documents.

4.1.3. We had established the quantities from the 2006/7 survey as the baseline for comparison. The C road data only represented 50% of the network length. We now have an opportunity to compare 100% of the network and have utilised 2006/7/8 as the baseline for comparison against 2007/8/9

### 4.2. **Backlog**

4.2.1. The backlog is the value of the treatments recommended to return the asset to the condition profile in 2006-07. The value in 2008-09 is £27.8m (combining values for Bs and Cs from App 1).

#### 4.2.2. **Anticipated performance in 2009-10**

4.2.3. The budget for 2009-10 was increased to deal with these concerns; however its impact will take 1-2 years to fully take effect.

4.2.4. It is anticipated that the planned programme of works this year will;-

On the 'B' roads prevent further deterioration or a slight improvement over the 2008-9 result.

On the 'C' roads prevent further deterioration over the 2008-9 result.

Overall prevent further deterioration over the 2008-9 result.

#### 4.2.5. **Budget 2010-11**

4.2.6. It is suggested therefore that to achieve the LTP target and to respond to the deterioration in condition a budget of around £ 35.4 m is required.

4.2.7. The LTP NI target of 8% in 2010/11 is unlikely to be achieved without significant targeted investment. The surveys are undertaken mid-financial year which diminishes the opportunity to affect road condition in the short term.

### 5. **U Roads – Carriageways**

#### 5.1. **Service levels**

5.1.1. Ex-BV 224b (% of unclassified roads where maintenance should be considered). The 2008/9 target of 32% has been achieved. It remains the target for 2009-11.

5.1.2. The 2008-9 target of no increase in treatment quantities, compared to the baseline of the 2006-7 survey, was not achieved. Some deterioration of the network has occurred as illustrated by the variation between the 4-year data for 2004/5/6/7 and 2006/7/8/9 graphical lines located in App C (i) in the supporting documents. However the result of the last year's survey on a quarter of the network was 29% with no further worsening of the treatment quantities.

5.1.3. There is a significant difference in performance between the County and the City. This reflects the difference between urban and rural roads within the entire County. Rural roads tend to have unretained and soakage drainage, whilst urban road tend to be more formally constructed with kerbed edges and gully drainage. As a result rural roads can deteriorate quicker when problems arise. Urban roads are more problematic to surface dress as difficulties can arise moving vehicles and with after care. Alternative methods for surface treatment are more expensive.

	City (all urban)	County (ex City) urban	County (ex City) rural	County (ex City)	all
4-year 2006/7/8/9	48%	36%	26%	30%	32%
2008/9	47%	35%	22%	28%	29%

## 5.2. **Backlog**

5.2.1. The backlog is the value of the treatments recommended to return the asset to the condition profile in 2006-07. The value in 2008-09 is £29m at 1<sup>st</sup> April 2009 rates.

## 5.3. **Anticipated performance in 2009-10**

5.3.1. The budget has been reduced to concentrate funding on the B and C roads.

5.3.2. It is anticipated that the planned programme of works this year will maintain the ex-BVPI performance level but there is a risk it could deteriorate, and the backlog will increase.

## 5.4. **Budget 2010-11**

5.4.1. It is suggested therefore that to maintain the ex-BVPI 224b performance and to respond to the recommended treatments a budget of around £ 31m is required.

## 6. **Category 1 and 2 Footways**

### 6.1. **Service levels**

6.1.1. Ex-BV 187 (% of Category 1 and 2 footways where maintenance should be considered). The 2008/9 target of 18% has been achieved with a result of 14%. It remains the target for 2009-11.

6.2. The 2008-9 target of no increase in treatment quantities was achieved.

### 6.3. **Backlog**

6.3.1. If members consider that the 2008-9 survey is an appropriate level of service then any negative movement in the quantity of treatment will be considered a backlog for 2009-10. The backlog for 2008-09 is, therefore, zero.

### 6.4. **Anticipated performance in 2009-10**

6.4.1. It is anticipated that the planned programme of works this year will maintain the (ex-BV187) performance.

### 6.5. **Budget 2010-11**

6.6. It is suggested, therefore, that to maintain the performance a budget of around £ 0.92 m is required.

## 7. **Cat 3 & 4 Footways**

### 7.1. **Service levels**

- 7.1.1. There is no formal condition survey of this footway network. Potential schemes are identified by our local engineers using the standards contained within the Transport Asset Management Plan (TAMP). They are then considered for inclusion in the annual maintenance programme.
- 7.1.2. The cost of listed maintenance schemes assessed by our Engineers has previously been reported as forming the backlog.

### 7.2. **Backlog**

- 7.2.1. Maintenance schemes amount to £4.7m at 1<sup>st</sup> April 2009 rates. This compares to £6.3m at Sept 2008.

### 7.3. **Anticipated Performance at 2008-9**

- 7.3.1. We are planning to undertake 140 schemes during 2008-9, and these schemes are not included within the current backlog.

### 7.4. **Budget**

- 7.4.1. In order to meet the need it is estimated that a budget of £4.7m would be required.

## 8. **Highway Drainage**

### 8.1. **Service levels**

- 8.1.1. There is no formal condition survey of surface water drains. Local highway engineers identify potential schemes based upon a number of factors including safety, impact on private property and dwellings, frequency and the future deterioration of the network. They are then considered for inclusion in the annual maintenance programme.
- 8.1.2. The cost of listed of maintenance schemes assessed by our engineers has previously been reported as forming the backlog calculation.
- 8.1.3. In certain areas it is considered that a wider scale 'catchment' approach is required to construct positive outfalls and provide a positive surface water drainage system. These tend to be replacement of life expired soakways or where system capacity is no longer sufficient.
- 8.1.4. They have been reported within the previous backlog figure and will continue to be so. However these proposals have not moved forward since 2001 as although desirable they have not been deemed of sufficient priority. If a pressing need arises smaller maintenance schemes are sometimes undertaken to alleviate matters.



## 8.2. **Backlog**

- 8.2.1. The backlog of local schemes amounts to £2.9m at 1<sup>st</sup> April 2009 rates. This compares to £4.2m at Sept 2008. Catchment drainage schemes £34.5m. This compares to £32.6m at Sept 2008

## 8.3. **Anticipated Performance at 2008-9**

- 8.3.1. We are planning to undertake 82 schemes during 2008/9, and these are not included within the current backlog.

## 8.4. **Budget**

- 8.4.1. In order to meet the need it is estimated that a budget of £2.9 m would be required.

## 9. **Bridges**

### 9.1. **Service levels (see App G in Supporting Documents)**

#### 9.1.1. Bridge Stock Condition Index

- 9.1.2. Bridge Stock Condition Index (BSCI) scores, for Heavy Goods Vehicles (HGV) and non-HGV Networks, were adopted as a service level at the end of 2006-7. They have been successfully maintained at 93 and 89 respectively. These should be the target for 2009-11.

- 9.1.3. For 2008/9 a secondary service level to raise the condition of all bridges to achieve a minimum Bridge condition Indicator (BCI) score of 70 was established. At the end of 2008-9 there were 14 bridges below this standard with estimated costs of £0.426m.

#### 9.1.4. Strengthening Programme

- 9.1.5. There is a further service level to either strengthen to 40 Tonne capacity or impose a weight restriction on all highway bridges and culverts on the network by March 2011.

At the end of 2008-9 there were 17 bridges still requiring attention. This compared with 28 at the end of 2007-8.

## 9.2. **Backlog**

- 9.2.1. The remaining bridge strengthening programme will cost £3.77m. Whilst there is no current bridge maintenance backlog (against the stock BCI) those individual bridges below BCI 70 are considered as a backlog at £0.426m previously.

## 9.3. **Anticipated performance in 2009-10**

- 9.3.1. Strengthening works are programmed at 6 bridges and weight restrictions at a further 2 this financial year, leaving 9 to be completed in future years.

9.3.2. It is expected that the BSCI scores will be maintained.

#### 9.4. **Budget 2010-11**

9.4.1. In order to maintain the current bridge stock and to substantially complete the strengthening programme by the end of 2010/11, the capital budget need is for £4.17m.

### 10. **Traffic Signals**

#### 10.1. **Service levels**

10.1.1. A new service level was adopted in 2008-9 to renew the controllers currently over 15 years old (planned service life).

10.1.2. The initial cost estimate to carry out the required works was £5m. From 2008-9 a 5-year programme has been established to renew the 72 sites. A budget of £1m per annum would be required to achieve this.

10.1.3. During 2008-9 22 sites were upgraded. This leaves 50 to be treated of the remaining 4-year period.

10.1.4. A service level for the number of traffic signals operational exists, with a target of 99% of traffic signals being operational for 99% of the time. This was achieved in 2008-9 with a performance of 99.7% of signals available for 99% of the time.

#### 10.2. **Backlog**

10.2.1. At the end of 2008-9 the backlog of works required to meet the service level was £3.9m

#### 10.3. **Anticipated performance in 2009-10**

10.3.1. The programme is currently on target to complete a further 14 sites, leaving 36 for the remaining 3-years, and should have reduced the value of the backlog to £3m.

#### 10.4. **Budget 2010-11**

10.4.1. In order to continue to deliver the programme of works to renew the identified controllers by March 2013 and thereby reduce the risk of failure at major junctions a budget of £3m is required, at £1m per year.

### 11. **Park & Ride Sites and Norwich Bus Station**

#### 11.1. **Service levels**

11.1.1. The service level was established in 2007-8 to fully fund recommendations of urgent, essential and necessary categories from NPS annual inspection on condition (non-buildings). This was achieved in 2008-9.

## 11.2. **Backlog**

11.2.1. It would represent any shortfall in service level.

## 11.3. **Anticipated Performance in 2009-10**

11.3.1. It is anticipated that the service level will be achieved.

## 11.4. **Budget**

11.4.1. It is thought that £45,000 of structural maintenance repairs will be required on the Park and Ride sites during 2010-11.

## 12. **Discussion**

12.1. Condition of the roads and some of the footways have been judged by the use of NI's and ex-BVPI's. These indicators however only measure the % of the asset in need of significant attention. At the meeting in September 2007 the graphs in the attached appendices were introduced as a method of assessing the overall condition of the asset. The combination of these two data sets therefore forms a service level for the asset.

12.2. The backlog has increased from £70.4m to £126.7m.

12.3. The overall budget need identified in the report is £ 111.4m. This is significantly above the anticipated budget of 2010/11 of £31.6m.

12.4. Whilst the National Indicators suggest that the condition of the roads and some footways are either stable or improving the Condition Profile graphs (for example appendix 2) shows there has been a deterioration of the overall condition of assets. In the case of A roads the deterioration could be, at least in part, addressed by earlier interventions such as patching and surface dressing.

12.5. The Structural Maintenance budget has remained almost static in cash terms, from 2004-05 to 2009-10, but in real terms this has reduced by around 32% due to construction inflation exceeding general inflation. Inflation during 2008-9 was of particular concern with the rising cost of oil having significant impact on bitumen products. The effect of these increases has been to reduce the volumes of works undertaken, reducing the frequency of all surface treatment, which is reflected in the deterioration of the asset.

12.6. Unless the frequency of treatment is improved the overall asset will continue to deteriorate.

12.7. Members may wish to discuss whether additional resources should be sought to maintain the service levels or whether the service levels should be lowered to be achievable within available budgets.

### 13. **Resource Implications**

13.1. **Finance** : The allocation of structural maintenance budgets for 2010-11 will have to be considered as part of the budget planning process. The anticipated budgetary need for 2010-11 is £111.4m to recover and maintain service levels. The indicative LTP structural maintenance allocation for 2010-11 is £21.134 million. The Council has to date provided additional support to the structural maintenance budget of £7m. The de-trunked roads grant for 2010-11 is £3.5m (Scole Bypass stage 2). From 2011-12 the grant will be contained within the LTP allocation and is indicated to be less than we have achieved previously through making specific bids.

13.2. **Staff** : None

13.3. **Property** : None

13.4. **IT** : None

### 14. **Other Implications**

14.1. **Legal Implications** : None

14.2. **Human Rights** : None

14.3. **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.

14.4. **Communications** : None

### 15. **Section 17 – Crime and Disorder Act**

15.1. None

### 16. **Risk Implications/Assessment**

16.1. Inflationary pressures may not be fully funded reducing relative buying power.

16.2. Our relative performance in NI 168 and NI 169 impacts on the formulae for the structural maintenance allocation. Adverse movement will reduce funding.

16.3. The relative risk regarding the ability to meet service levels is described in the appendix relating to each asset type.

### 17. **Alternative Options**

17.1. Members could seek additional funding to address the deterioration of the assets.

17.2. Members could consider reviewing the service levels in line with the budgets available.

- 17.3. Members could revise the suggested priorities in the summary and 19.3.
- 17.4. Cheaper, short-term maintenance interventions could be employed to address the deterioration, but these are not suitable in all circumstances and are not likely to be value for money in the longer term.
18. **Conclusion**
- 18.1. The highway assets, in particular roads, are showing some deterioration. Whilst the processes have been developed to identify works to maximise the benefits of the funding, the report indicates that there is currently insufficient investment in the asset to arrest the deterioration. Without additional investment the assets will continue to deteriorate, and our performance compared to other authorities based on the National Performance Indicators is likely to decline.
- 18.2. The budget for 2010/11 without additional funding is anticipated to be £31.634m (see 13.1) and it is suggested that the priorities within any budget allocated should be:-
- A roads – maintain current condition
  - B & C roads – give priority to the more heavily trafficked routes and try to recover service level
  - Bridges – give priority to bridges on the HGV network
  - Traffic signals – continue to fund the traffic signal controller programme at £1m for the next 4-years
  - Footways – maintain current condition
  - U roads – give priority to more heavily trafficked roads in village centres
  - Drainage –local maintenance schemes.

### **Action Required**

- (i) Consider the implications for budget planning and service levels arising from the deterioration of our Highway assets
- (ii) Comment on the proposed priorities for the distribution of the anticipated structural maintenance budget.

### **Background Papers**

Highway Asset Performance - Planning Transportation Environment and Waste Review  
Panel - 3 September 2008

## Officer Contact

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

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## Overall – Summary table

		Budget 2007-8	Backlog 2007-8		Budget 2008-9	Backlog 2008-9		Budget 2009-10	Budget Need 2010-11
Asset type		£m	£m		£m	£m		£m	£m
A roads*		9.62	3.9		5.528	19.57		9.812	29.382
B roads		1.64	2.6		1.51	7.192		2.962	10.154
C roads^		4.1	8.3		4.3	20.609		4.634	25.243
U roads		4.145	7.0		4.5	29.174		1.656	30.83
Category 1 & 2 footways		1.2	0		0.89	0		0.89	0.92
Category 3 & 4 footways		4.76	3.5		3.479	4.698		3.085	4.698
Highway Maintenance		2.461	4.2		2.986	2.882		2.774	2.882
Drainage Improvement		0	32.6		0	34.52		0	0
Bridg	Mt BSCI =>92/89	0.96	0		0.96	0		1.02	2.09
	Mt BCI<70	0	0		0	0.426		0	0
	Improvement	1.64	4.5		1.142	3.77		1.16	2.08
Traffic Signals		0	4.0		1	3.9		0.925	1.0
Park and Ride Sites		0	0		0.15	0		0	0.045
Area Manager Schemes		0.8	0		0.8	0		0.8	0.8
Traffic Management & Signs		0.415	0		0.415	0		0.33	0.33
Contingencies		0.95	0		0.95	0		0.95	0.95
<b>Total</b>		<b>32.691</b>	<b>70.4</b>		<b>28.61</b>	<b>126.741</b>		<b>30.998</b>	<b>111.404</b>

**Notes**

These figures are based upon the price base for each year, not a common price base. 2008/9 Backlog based upon 1-4-9 prices.

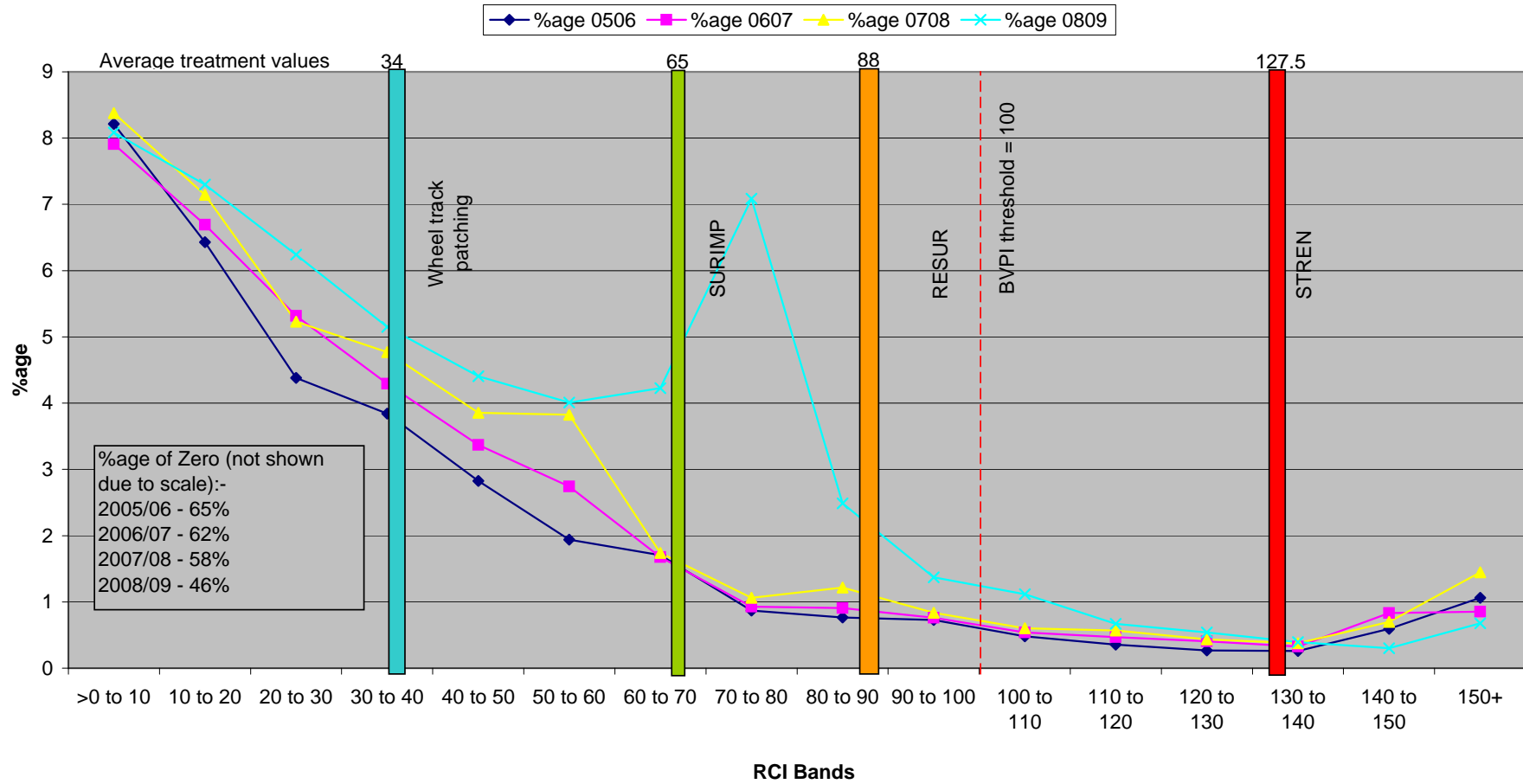
\*Includes De-trunk funding of £4.42m on 2007-8, £1.21m in 2008-9 and £3.75m in 2009-10 note £3.5m will be granted for 2010-11)

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

**Highway Drainage Improvement**

This budget heading has not been funded for several years and therefore has not been included as a budgetary need.

**A roads Comparison of 2005/06, 2006/07, 2007/08 and 2008/09 Scanner results**





## **Hunstanton to Kelling Shoreline Management Plan**

Report by the Director of Environment, Transport and Development

### **Summary**

The Shoreline Management Plan (SMP) for Hunstanton to Kelling has reached the draft stage. It is now ready for public consultation. Although this Council has no statutory role in preparing or delivering the Plan, Members are asked to approve the document as being fit for consultation, to ensure that public opinion is properly tested before it is recommended for adoption. The Council will be asked to comment on the Plan at a later date and this matter will be reported back to Cabinet in October.

## **1. Background**

- 1.1. In 1996 North Norfolk District Council (NNDC) adopted the two Shoreline Management Plans that cover its administrative frontage. These were the Snettisham to Sheringham SMP (Sub-cell 3a) and the Sheringham to Lowestoft SMP (Sub-cell 3b). In 2002, in advance of the preparation of new guidance from Defra, a review was commenced of SMP 3b for a modified frontage, Kelling to Lowestoft. That revised Plan appeared in draft in 2004 to much public disquiet and concern. Subsequently amended versions were prepared by NNDC and Great Yarmouth Borough Council. NNDC's Cabinet approved the amended text on 10 September 2007, though formal adoption was deferred for it to be considered alongside the Local Development Framework. However, this was subsequently overtaken by requirements from Defra for further studies, which are currently being undertaken.
- 1.2 Working to the new Defra Guidance the review of the 3a SMP with new boundaries, Hunstanton to Kelling SMP commenced in August 2007. The lead body for this work is the Environment Agency (EA), with Norfolk County Council, North Norfolk District Council and the Borough Council of Kings Lynn & West Norfolk as its Local Authority (LA) partners. It is this SMP 3a that is the main focus of this report.

## **2. Contents of Report**

- 2.1. **SMP Adoption, Approval and Purpose of this report**

SMPs are prepared to Guidance published by Defra and the process is overseen by the EA as part of its Strategic Overview. Each SMP will be subject to scrutiny by a Quality Review Panel (QRP) that will consist of a representative from Defra, the EA, the EA National Environmental Advisory

Service, a Local Authority, Natural England and a consultant. The QRP will review during the public consultation period (i.e. at draft stage) and again after they have been formally adopted by all the clients and before final approval by the EA Regional Director. Thus the sequence of events during the adoption / approval process is:

- Complete draft SMP (the current position)
- Three month public consultation and QRP first scrutiny (20th July – 30<sup>th</sup> October)
- Receive feedback and finalise SMP (October & November)
- SMP adopted by LAs and EA Regional Flood Defence Committee (Dec 09 – Feb 2010)
- Second QRP scrutiny (Feb – March)
- Approval by EA Regional Director (March 2010)
- Dissemination of the approved Plan (April 2010 and beyond)

Defra have set a target date of 31 March 2010 for the completion of all which, if it is to be met, will require the public consultation to be completed by mid October.

Members are therefore being asked now to approve the draft SMP as a document that is fit for public consultation. At this stage Members are not being asked to comment on the SMP. (That will be the subject of a separate report to the October meeting of Cabinet.) At this stage Members are being asked to endorse the process and quality of the draft plan in terms of its effectiveness in informing the consultation.

## 2.2 **SMP Studies and Governance**

The SMP 3a has reached the stage of having prepared draft policies for consultation. The Plan as a whole comprises a set of background (themed) studies, a set of policy statements and the environmental studies.

The themed studies are largely complete, though some of the environmental statements cannot be finalised until after the plan is adopted. The draft Hunstanton to Kelling Shoreline Management Plan can be viewed in the Members room with supporting maps and appendixes. The Stakeholder Engagement Strategy is included under Appendix B. Because of their scale, the background and environmental studies have not been printed, but are available in the Members' Room on CD or, if required, a CD can be sent out to Members on request.

The Plan has been undertaken by consultants on behalf of the client partnership. While the day to day management of the consultants has been in the hands of the Environment Agency an inclusive approach has been adopted with the project work guided, at different stages, by a Client Steering Group of officers. The decision-making body for approving and 'signing off' any report,

or area of work, has been the Elected Member Forum, with Members from each of the partner Local Authorities and Environment Agency. Councillor Anthony Wright is Norfolk County Council's Member on the Forum.

### 2.3 **Stakeholder Engagement**

An important aspect in the development of an SMP is full and proper engagement with local communities, individuals, landowners, statutory and non-statutory bodies. Over the period of the development of the Plan the EA and the consultants have organised a series of meetings and exhibitions locally in communities between Hunstanton and Kelling to inform and receive feedback from all these groups.

The main consultation period is planned for the three months from 20th July 2009 starting with exhibitions in Blakeney, Brancaster and Wells. It will be preceded by a meeting with key stakeholders (Parish Councils, landowners, harbour associations etc). It will be during this consultation period that this Council (and others) will have an opportunity to comment on the Plan as a whole or any aspect of it.

The public will also be able to view the draft SMP and supporting information on the Environment Agencies own web site from the 13 July 2009 on:

<http://www.environment-agency.gov.uk/research/planning/105014.aspx>

### 2.4 **Significant Changes**

Of the two SMPs on the NNDC frontage, the Plan to the west of Kelling (Sub-cell 3a) is the more straightforward. The original 1996 version generally promoted policies of Hold the Line for the short term to be followed by Managed Retreat in the medium term (suggested to be about 10 years). The new Plan largely perpetuates that approach, though it recognises the current management regime at Cley and Salthouse. While an experimental realignment to the east of Wells is suggested, generally Hold the Line policies are promoted in the first epoch (to 2020) to allow mitigation and adaptation measures to be put in place. The proposed policies are supported by extensive studies, particularly on coastal behaviour.

The general format of the Plan is:

- General introduction
- Outline of the SMP frontage
- The principles established to set policies
- The policy statements and maps
- Supporting studies (as appendices)

The frontage is divided into 'Policy Development Zones' or PDZs. These are grouped where shorter lengths of coast interact. These combined lengths have been called 'Super frontages'. A fuller description is provided in the SMP Summary Document, see Appendix A attached.

### 3. **Resource Implications**

3.1. **Finance** : The preparation of the SMP and consultation exercise is funded by the Environment Agency. Norfolk County Council does not contribute towards these costs.

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 impact assessments has been carried out covering all Planning and Transportation activities, including an assessment of environmental policy and strategy and no significant issues were identified.

4.4. **Communications** : The Environment Agency has prepared a Stakeholder Engagement Strategy to inform and direct this consultation exercise. Norfolk County Council's Communications Team was involved in a working group that helped to draw this strategy together. A copy of this strategy is available in the Members room.

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

5.1. None

### 6. **Risk Implications/Assessment**

6.1. None.

### 7. **Alternative Options :**

7.1. This consultation exercise allows this Council to support an inclusive process aimed at engaging with local people and interest groups to ensure that their views help inform the measures and recommendations included in this SMP. However this Council has no statutory responsibilities with regard to preparing this SMP and could decide not to support this process.

### 8. **Conclusion**

8.1. The approach taken by the consultants towards the Hunstanton to Kelling SMP has sought to be thorough, including taking account of any potential effect on the human as well as natural environment.

- 9.2 The development of the Plan has followed the Defra Guidance and has been overseen by the Elected Member Forum, to ensure that local as well as strategic issues are captured.
- 9.3 The text of the draft Plan aims to be straight forward and easily understood without sacrificing technical content.
- 9.4 The proposed consultation and exhibitions should ensure as wide an audience as possible is reached.
- 9.5 The programme allows time to take on board the results of the consultation and capture any changes that result.
- 9.6 The draft Plan is in a form suitable for public consultation and the County Council can formulate its own response as part of this process, as described earlier in the Report.

### Action Required

- (i) That Members support the consultation process for the draft Hunstanton to Kelling Shoreline Management Plan.
- (ii) Members may wish to consider whether this Panel would like to comment on the content of the SMP at a subsequent meeting as part of the formal consultation process prior to Cabinet agreeing a final response.

### Background Papers

Extract of Draft Hunstanton to Kelling Shoreline Management Plan Summary Section

### Officer Contact

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**Planning for Prosperous Economies: A Consultation on  
Planning Policy Statement 4  
by The Department for Communities and Local  
Government.**

Report by the Director of Environment, Transport and Development

**Summary**

The Department for Communities and Local Government (DCLG) has published a consultation document on a proposed new Planning Policy Statement 4: Planning for Prosperous Economies.

The proposals set out in the consultation raise a number of concerns and would affect the way the County Council and its partners plan for economic development.

Members are invited to endorse the comments set out in the report and the specific responses to the Consultation Questions set out in Appendix B.

**1. Background**

**1.1. Introduction**

The Department for Communities and Local Government (DCLG) has published a "Consultation Paper on a new Planning Policy Statement (PPS) 4: Planning for Prosperous Economies". The final PPS 4 will replace and update Planning Policy Guidance 4: Industrial, commercial development and small firms (published 1992), Planning Policy Guidance 5: Simplified Planning Zones (published 1992), Planning Policy Statement 6: Planning for Town Centres (published 2005), and parts of Planning Policy Statement 7: Sustainable Development in Rural Areas (published 2004) The closing date for comments to be sent to the DCLG is 28 July 2009.

1.2. Planning Policy Statement 4 will present a new framework of policies which will be used in planning for economic development including the allocation of employment land and planning for town centres. The consultation paper indicates that planning should focus on providing policies which must be flexible and responsive to an economic climate which can change rapidly.

1.3. The planning system can impact on the ability of business to increase overall productivity and employment, by helping to ensure the provision of supporting infrastructure and providing certainty and confidence for investment decisions.

1.4. The consultation PPS sets out the Government's objectives for Prosperous

Economies which are

- Achieve sustainable economic growth;
- Raise the productivity growth rate of the UK economy – by promoting investment, innovation, competition, skills and enterprise and providing opportunities for all;
- Build prosperous communities by improving the economic performance of cities, towns, regions, sub-regions and local areas, both urban and rural, and reduce the gap in growth rates between regions, promoting regeneration and tackling deprivation;
- Deliver more sustainable patterns of development, and respond to climate change;
- Improve accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport including reducing the need to travel and providing alternatives to car use;
- Promote the vitality and viability of town and other centres as important places for communities and ensure that they are economically successful recognising that they are important drivers for regional, sub-regional and local economies; and
- Promote social inclusion, ensuring that communities have access to a range of main town centre uses, and that deficiencies in provision in areas with poor access to facilities are remedied.

The draft PPS also indicates the types of development that are to be considered as economic development (see Appendix A of this report).

## 1.5. **Climate Change**

The consultation paper indicates that all policies within the PPS will have regard to the overall aim of reducing the impact of development on climate change. The draft PPS states that the design of commercial development should address the challenges of climate change and pressures on the environment.

## 2. **Comments on the consultation**

- 2.1. The key issues facing the County Council are set out below in this report along with more detailed responses to specific DCLG questions, which are contained in the accompanying Appendix B of this report.

## 2.2. **Key Comment**

This draft statement combines a number of previous policy documents. This has some benefits in that it has the potential to remove duplication and to recognise the importance of rural areas, town centres and retail to the overall development of the economy. However careful consideration will be required to ensure the final draft addresses a number of negative effects:

- There has been a reduction in the depth of guidance in certain areas compared to previous statements. For example it is unclear how important aspects of PPS7 (Sustainable Development in Rural Areas) will be retained such as the need to protect high quality agricultural land, and the use of Landscape Character Assessments. Importantly, it is uncertain how the remaining parts of PPS 7 will link to the new PPS4.
- Combining a number different policies' relating to dissimilar sectors of the economy such as town centres and rural economic development has resulted in a confused form to the draft statement which will cause difficulties in its implementation.
- The PPS risks being rather long and complex. Previous PPSs were expressed as a mixture of policy and guidance so the attempt to express the document as genuine policies is welcomed. However, there needs to be further refinement as several are confusing and are inconsistent with the Local Development Framework system.

## 2.3. **Using Evidence to plan positively**

The Statement notes the need to have a sufficient base of evidence to enable decisions to be made efficiently. As part of the Sub National Review of Economic Development and Regeneration (SNR) and the changing shape of Regional Policy, the County Council will have responsibility for preparing Local Economic Assessments. These will provide an important part of the evidence base including identifying and quantifying existing business strengths, their needs and the likely impact of changes in the market.

The need for regional authorities to recognise, and positively plan for the benefits that can accrue when certain types of businesses locate within proximity of each other or with other compatible land uses, such as universities, hospitals and other high technology industries is set out within the statement and is to be welcomed.

The development of clusters and hubs for key sectors forms a significant part of Norfolk's future employment plans to grow the proportion of jobs in the "knowledge economy" through further development of major sites such as the Norwich Research Park and Hethel Engineering Centre. Town centres also provide strong clustering advantages for a wide range of businesses.

A proposed change from current policy is for the disaggregation of minimum employment land targets down to district level in Regional Spatial Strategies, rather than just jobs targets as at present.



#### 2.4. **Comment**

As part of the evidence gathering studies there may well be a need for the County Council to expand on the annual survey work that it currently carries out to assess the take up and supply of employment land, which is published in the Employment Land Monitor. The draft Statement indicates that a joint LPA approach to studies will provide greater economies of scale and this is supported. Employment Land monitoring at the County level and our provision of a countywide web-based monitoring system (through a system known as CDPSmart) are examples of good practice that should be commended to Government.

Jobs growth targets are currently used by Regional Spatial Strategies and as forecasting has to be a complex, top down process it makes sense to continue to undertake this at a regional level. To improve this process, it is recommended that the Government improves the monitoring of jobs so that the inconsistencies that are currently present at sub-regional levels are addressed. It should remain a local responsibility to ascertain the implications for land allocations as the approach can vary considerably dependent on local characteristics. Where there are complex economic and policy issues across district boundaries the PPS should seek joint working (as for example the joint planning and economic development approach of the GNDP).

An ongoing constraint to retail planning is the paucity of accurate statistics on such matters as business turnover. This lack of robust evidence undermines the accuracy of impact and capacity assessments and has been a concern for many years. It is vital for the implementation of Government policy that the issue is satisfactorily resolved.

#### 2.5. **Are Urban and rural economies the same?**

The ministerial foreword recognises the vital role of rural economies. It also suggests that the issues and opportunities for urban and rural economies are essentially the same, and that there is no such thing as a separate rural economy. However, while they are functionally linked, this approach ignores fundamental differences in the factors affecting urban and rural businesses. Cities and towns because of their scale, density and accessibility both to labour and markets provide a fundamentally different type of economy to rural areas which should be recognised. There are also inconsistencies between the foreword and parts of the draft statement some of which do identify differences between urban and rural areas. Many businesses in rural areas suffer from significant costs relating to greater transport distances and costs and deficiencies in services such as high speed broadband which can affect demand generation, and which needs to be addressed to encourage economic growth. In rural areas, primary industries such as agriculture and mineral extraction still make up a considerable proportion of the overall economy which should be recognised.

**2.6. Comment**

There are significant differences between urban and rural economies, and more emphasis needs to be placed on improving infrastructure including Information Communications Technology (ICT) to support businesses in rural areas.

**2.7. Carrying forward existing economic allocations.**

The statement proposes that existing allocations should not be carried forward from one Plan period to another, unless there is evidence of the continuing need for such a site. Where there is no reasonable prospect of the development of employment land within the Plan period, other options such as housing are to be actively considered. Although this policy approach has been considered as part of urban capacity studies under previous Planning Guidance, draft PPS4 has given this increased emphasis. This has implications for town centres and cluster sites, for which land take up may be erratic or slow, but if lost to other uses are not easily replaced. In Norfolk, an example would be the Norwich Research Park which by its proximity to the university, hospital and existing research uses provides a focus for prospective businesses in associated research and development.

**2.8. Comment**

It should be recognised that while the time period for some strategic allocations may be considerable, in the long term these sites provide the best location for certain uses and are not easily substituted if lost to other competing uses.

**2.9. Locally set maximums on non-residential car parking.**

The County Council adopted countywide parking standards in July 2007 and is seeking to use these to influence Local Planning Authorities to produce local standards consistent across the County. The current parking standards currently encourage flexibility to provide parking appropriate to the use and location. The removal of nationally designated maximum standards for those use classes designated in PPG13 is unlikely to have a major influence on parking standards but will give more scope to meet the needs of development.

The proposals in this consultation are in line with the County Council's view on parking standards. Consistency can be dealt with through formal consultations on individual Local Development Frameworks which, to date, have very closely followed the County Standards.

Flexibility of standards is itself not the issue but how that flexibility is applied through the planning approvals process. Wording should ensure the flexibility has a context set so as to strike a balance between meeting the parking needs of development, but ensuring that in locations such as market towns and urban areas where alternatives to the car exist, car parking provided with new development is kept to a minimum.

2.10. **Comment**

As the Draft PPS refers to the need to have regard to local issues and policy, including the Local Transport Plan, in determining local parking standards, the proposed changes within the PPS on parking are accepted.

2.11. **Local Planning Approach to Rural Areas**

The draft statement indicates in Paragraph EC9.2 that Local Planning Authorities should identify local service centres as the preferred location for new economic growth. It suggests that such centres might be a country town, single large village, or a group of villages.

2.12. **Comment**

This Policy has significant implications for rural counties such as Norfolk. The PPS should provide more clarity on the characteristics of new economic growth in relation to different types of location. While economic growth in country towns is generally appropriate and supported, the appropriateness of growth in villages or, indeed, the countryside, is more sensitive to type and scale. The PPS should have regard to a broad hierarchy in rural areas:

- a) Country/Market towns being the principal focus for employment growth;
- b) Villages acting as key service centres. These would already have a range of retail and service provision capable of meeting day to day needs of workers and residents (e.g. convenience shopping and Post-Office, health care; school), existing employment opportunities and good public transport access. New employment would benefit from this existing provision and reinforce the village's service function.
- c) Elsewhere in the rural areas reasonable scale employment ought to be encouraged in villages to enhance sustainability. Similarly farm diversification and the re-use of rural buildings for employment uses should be encouraged. The PPS should make clear that some existing economic activity and future growth in rural areas is linked to particular geographical features and it may not be possible for it to be located in alternative, perhaps more accessible, locations. Examples would include tourism, leisure, boat building, mineral extraction and some food processing.

2.13. **The consideration of planning applications for development for town centre uses not in a centre nor allocated in an up to date development plan.**

An emphasis on the economic, social and environmental importance of town centres has been a longstanding policy of successive governments and is widely supported. The draft PPS includes statistics that suggest that the proportion of new retail floorspace developed in town centres has increased

from a low of 25% in 1994 to 42% in 2006. There are two areas where this is potentially weakened in the draft PPS. Firstly, by combining town centre policy with other policies for economic and rural development there is a risk of confusion and dilution of emphasis. Secondly, the draft PPS removes capacity assessment as a test for applications. This test allowed applications for out of centre retail development to be refused if there is insufficient expenditure to support them.

#### 2.14. **Comment**

The statistics suggest that the majority of new retail floorspace continues to be developed outside town centres. Consequently the policy framework to redress this imbalance must remain. The weight given to the general promotion of economic development in the draft PPS must not be used to undermine town centre policy. The PPS should be absolutely clear that the emphasis on economic growth as a whole must be seen “in the round” and does not override the emphasis on town centres. Both can be achieved at the same time through positive planning and investment.

The capacity or “needs” test for out of centre applications required in PPS6 had the benefit of relative simplicity and has proven to be sufficient to assess less complex proposals. Reliance only on economic impact assessments, which are much more complex, will require most local planning authorities to engage consultants to assess the robustness of an applicant’s assessment. This will result in additional costs to an authority or a lack of adequate challenge.

### 3. **Resource Implications**

3.1. **Finance** : No immediate impacts but increased surveys may increase costs although there is the possibility for an extension of partnership working which would provide improved economies of scale.

3.2. **Staff** : No immediate impacts.

3.3. **Property** : No Impacts.

3.4. **IT** : No significant impacts.

### 4. **Other Implications**

4.1. **Legal Implications** :No impacts

4.2. **Human Rights** : No Impacts

4.3. **Equality Impact Assessment (EqIA)** : No significant impacts, although the promotion of such practices as live/work may improve opportunities for some groups especially in rural areas that have had difficulty in gaining employment.

4.4. **Communications** : No impacts

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

- 5.1. Production of sound policy lays the foundation for cohesive and safe communities and will be beneficial in minimising crime and disorder.
6. **Risk Implications/Assessment**
- 6.1. The County Council is a consultee and as such there are no immediate risk implications to the authority.
7. **Alternative Options**
- 7.1. The alternative option is not to respond to the consultation draft; however this is not recommended.
8. **Conclusion**
- 8.1. The draft statement combines a number of different policy areas and tries to express requirements more clearly as genuine policy. Unfortunately the draft is a little confused and, in places, flawed. In particular the final PPS should recognise the particular needs of rural areas, clarify the status of the remaining parts of PPS7 (Sustainable development in rural areas) and ensure that town centre policies are sufficiently robust. In addition, the implementation of draft PPS4 will require the collection and dissemination of robust statistics and Government will need to ensure that this longstanding issue is addressed.

## Action Required

Members are invited to endorse the comments set out in the report and the specific responses to the Consultations Questions set out in Appendix B, to be sent to the Department for Communities and Local Government by 28 July as Norfolk County Council's formal response.

## Background Papers

Consultation paper on a new Planning Policy Statement 4: Planning for Prosperous Economies

## 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 Richard Drake on 01603 222787 or textphone 0844 8008011 and we will do our best to help.

# Appendix A

## Types of economic development

- Development within the B Use Classes which comprises:
  - B1 – Business, Offices, research and development and light industry
  - B2 – General Industrial
  - B8 – Storage and distribution
- Town centre uses:
  - Retail (including warehouse clubs and factory outlet centres);
  - Leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
  - Offices; and
  - Arts, culture and tourism (theatres, museums, galleries and concert halls, hotels and conference facilities).
- Other development which achieves at least one of the following objectives whether in urban or rural areas:
  - Provides employment opportunities;
  - Generates wealth or;
  - Produces or generates an economic output or products.

## Appendix B

The answers below form Norfolk County Council's response to the consultation on the draft Planning Policy Statement 4: Planning for Prosperous Economies.

### Consultation Questions and Answers

**1. Do you support the consolidation and streamlining of national planning policy on economic development into a single policy statement? What do you think are the costs and benefits of the approach?**

**Yes, with reservations.**

**Comment:** The costs to this approach are firstly, that in attempting to create a consistent policy dealing with economic development in all the areas previously covered by separate guidance, the nuances of the different circumstances in urban and rural areas are not sufficiently covered.

Secondly, in trying to combine a number of different policy statements, the end result may be less clear for both local authorities and developers attempting to find answers to specific site related issues.

This draft statement combines a number of previous policy documents. This has some benefits in that it has the potential to remove duplication and to recognise the importance of rural areas, town centres and retail to the overall development of the economy. However careful consideration will be required to ensure the final draft addresses a number of negative effects:

- There has been a reduction in the depth of guidance in certain areas compared to previous statements. For example it is unclear how important aspects of PPS7 will be retained such as the need to protect high quality agricultural land, and the use of Landscape Character Assessments. Importantly, it is uncertain how the remaining parts of PPS 7 will link to the new PPS4.
- Combining a number of different policies' relating to dissimilar sectors of the economy such as town centres and rural economic development has resulted in a confused form to the draft statement which will cause difficulties in its implementation.
- The PPS risks being rather long and complex. The welcome attempt to express the document as genuine policies needs further refinement as several are confusing and are inconsistent with the Local Development Framework system.

The ministerial foreword recognises the vital role of rural economies. It also suggests that the issues and opportunities for urban and rural economies are essentially the same, and that there is no such thing as a separate rural economy. However, while they are functionally linked, this approach ignores fundamental differences in the factors affecting urban and rural businesses. Cities and towns because of their scale, density and accessibility both to labour and markets provide a fundamentally different type of economy to rural areas which should be recognised. There are also inconsistencies between the foreword and parts of the draft statement some of which do identify differences between urban and rural areas. Many businesses in rural areas

suffer from significant costs relating to greater transport distances and costs and deficiencies in services such as high speed broadband which can affect demand generation, and which needs to be addressed to encourage economic growth. In rural areas, primary industries such as agriculture and mineral extraction still make up a considerable proportion of the overall economy which should be recognised. The PPS must explicitly recognise the significant differences between urban and rural economies, and emphasise the need to improve infrastructure including Information Communications Technology, (ICT) in rural areas.

The draft statement indicates in Paragraph EC9.2 that Local Planning Authorities should identify local service centres as the preferred location for new economic growth. It suggests that such centres might be a country town; single large village; or a group of villages. This Policy has significant implications for rural counties such as Norfolk. The PPS should provide more clarity on the characteristics of new economic growth in relation to different types of location. While economic growth in country towns is generally appropriate and supported, the appropriateness of growth in villages or, indeed, the countryside, is more sensitive to type and scale. The PPS should have regard to a broad hierarchy in rural areas:

- a) Country/Market towns being the principal focus for employment growth;
- b) Villages acting as key service centres. These would already have a range of retail and service provision capable of meeting day to day needs of workers and residents (e.g. convenience shopping and Post-Office, health care; school), existing employment opportunities and good public transport access. New employment would benefit from this existing provision and reinforce the villages service function.
- c) Elsewhere in the rural areas reasonable scale employment ought to be encouraged in villages to enhance sustainability. Similarly farm diversification and the re-use of rural buildings for employment uses should be encouraged, The PPS should make clear that some existing economic activity and future growth in rural areas is linked to particular geographical features and it may not be possible for it to be located in alternative, perhaps more accessible, locations. Examples would include tourism, leisure, boat building, mineral extraction and some food processing.

The statement proposes that existing allocations should not be carried forward from one Plan period to another, unless there is evidence of the continuing need for such a site. Where there is no reasonable prospect of the development of employment land within the Plan period, other options such as housing are to be actively considered. Although this policy approach has been considered as part of urban capacity studies under previous Planning Guidance, draft PPS4 has given this increased emphasis. This has implications for town centres and cluster sites, for which land take up may be erratic or slow, but if lost to other uses are not easily replaced. In Norfolk, an example would be the Norwich Research Park which by its proximity to the university, hospital and existing research uses provides a focus for prospective businesses in associated research and development. It should be recognised that while the time period for some strategic allocations may be considerable, in the long term these sites provide the best location for certain uses and are not easily substituted if lost to other competing uses.



The County Council adopted countywide parking standards in July 2007 and is seeking to use these to influence Local Planning Authorities to produce local standards consistent across the County. The current parking standards currently encourage flexibility of use to provide parking appropriate to the use and location. The removal nationally designated maximum standards for those use classes designated in PPG13 is unlikely to have a major influence on parking standards but will give more scope, to meet the needs of development

The proposals in this consultation are in line with the County Council's view on parking standards. Consistency can be dealt with through formal consultations on individual Local Development Frameworks which, to date; have very closely followed the County Standards.

Flexibility of standards is itself not the issue but how that flexibility is applied through the planning approvals process. Wording should ensure the flexibility has a context set so as to strike a balance between meeting the parking needs of development, but ensuring that where they in locations such as market towns and urban areas where alternatives to the car exist, car parking provided with new development is kept to a minimum.

- 2. Does the draft Statement include all that you understand to be policy from draft PPS4, PPG5, PPS6 and PPS7? If not, please be specific about what paragraphs in any of these documents you feel should be included in this document? Please can you explain why this should be the case?**

**No.**

**Comment:** The introduction indicates that key parts of PPS7 i.e. paragraphs 24-29 are not replaced by draft PPS4 so it is unclear where they will be retained as policy or if it is intended to replace them as guidance. They are important policies for LDF preparation and should be retained. It is also uncertain how the parts of PPS 7 not covered by this draft statement will link to the new combined PPS 4 if it is finalised in its current form.

- 3. Other than where specifically highlighted, the process of streamlining policy text previously in draft PPS4, PPS6 and PPS7 to focus on policy rather than guidance is not intended to result in a change in policy. Are there any policies which you feel have changed in this process? Please tell us what you think has changed and provide alternative wording that addresses your concerns.**

**4.**

**Yes.**

**Comment:** It is felt that the reduction in wording regarding economic development within nationally designated areas has given the impression of a reduction in the status of such areas, in particular the reduction of paragraphs 21 and 23 of PPS7, with only major developments now being mentioned, which may indicate that other development will be deemed acceptable.

There is a potential for proposers of out of centre development to use the considerable weight given to the general promotion of economic development in the draft PPS to undermine town centre policy. The PPS should be absolutely clear that the emphasis on economic growth as a whole must be seen “in the round” and does not override the emphasis on town centres. Both can be achieved at the same time through positive planning and investment to maximise the economic success of town centres.

**5. Does the structure of the draft Statement make it easier to understand what is required at different stages in the planning process? Are there any improvements you would like to see made?**

**Yes.**

**Comment:** The subdivision of the expectations for both the Regional and Local Planning Authorities is a step in the right direction however perhaps due to the complexity of this combined draft PPS, the detail is not always clear.

The need for regional authorities to recognise, and positively plan for the benefits that can accrue when certain types of businesses locate within proximity of each other or with other compatible land uses, such as universities, hospitals and other high technology industries is set out within the statement and is to be welcomed. The development of clusters and hubs for key sectors forms a significant part of Norfolk’s future employment plans to grow the proportion of jobs in the “knowledge economy” through further development of major sites such as the Norwich Research Park and Hethel Engineering Centre. Town centres also provide strong clustering advantages for a wide range of businesses

Jobs growth targets are currently used by Regional Spatial Strategies and as forecasting has to be a complex, top down process it makes sense to continue to undertake this at a regional level. To improve this process, it is recommended that the Government improves the monitoring of jobs so that the inconsistencies that are currently present at sub-regional levels are addressed.

It should remain a local responsibility to ascertain the implications for land allocations as the approach can vary considerably dependent on local characteristics. Where there are complex economic and policy issues across district boundaries the PPS should seek joint working (as for example the joint planning and economic development approach of the GNDP).

The draft Statement indicates that a joint LPA approach to studies will provide greater economies of scale and this is supported. Employment Land monitoring at the County level and our provision of a countywide web-based monitoring system (through a system known as CDPSmart) are examples of good practice that should be commended to Government.

**6. Do you think the restructuring of the impact test from the consultation draft of PPS6 achieves the right balance and is it robust enough to thoroughly test the positive and negative impacts of development outside town centres?**

**No.**

**Comment:** In order to adequately test the impacts of any proposed development it will be important to ensure that baseline data on the existing situation is updated on a regular basis and in a consistent manner across local authority areas as impacts may reach for a considerable distance for a major scheme. Large scale town centre uses are essentially a sub-regional activity. Therefore sub-regional partnership working to monitor impacts on local economies will be vital.

The statistics suggest that the majority of new retail floorspace continues to be developed outside town centres. Consequently the policy framework to redress this imbalance must remain strong. There is a potential for proposers of out of centre development to use the considerable weight given to the general promotion of economic development in the draft PPS to undermine town centre policy. The PPS should be absolutely clear that the emphasis on economic growth as a whole must be seen “in the round” and does not override the emphasis on town centres. Both can be achieved at the same time through positive planning and investment to maximise the economic success of town centres.

The capacity or “needs” test for out of centre applications required in PPS6 had the benefit of relative simplicity and have proven to be sufficient to assess less complex proposals. Reliance only on economic impact assessments, which are much more complex, will require most local planning authorities to engage consultants to assess the robustness of an applicant’s assessment. This will result in additional costs to an authority or a lack of adequate challenge.

An ongoing constraint to retail planning is the paucity of accurate statistics on such matters as business turnover. This lack of robust evidence undermines the accuracy of impact and capacity assessments and has been a concern for many years. It is vital for the implementation of Government policy that the issue is satisfactorily resolved

**7. Should more be done to give priority in forward planning and development management to strategically important sectors such as those that support a move to a low carbon economy, and if so, what should this be?**

**No.**

**Comment:** The priority should be to help all sectors support the move to a low carbon economy. The opportunity to identify strategic hubs targeted at specific sectors will help to promote new industries that take advantage of a move to a low carbon economy, provided that our comments regarding the need to safeguard these sites in the longer term from competing uses are accepted in the final statement.

It should be recognised that while the time period for some strategic allocations may be considerable, in the long term these sites provide the best location for certain uses and are not easily substituted if lost to other competing uses.

**8. Is the approach to the determination of planning applications set out in policy EC21 proportionate?**

**No comment.**

**9. Do you think the requirement for regional spatial strategies to set targets for employment land targets for each district in their area should be imposed? Please give reasons for your view.**

**No.**

**Comment:** Jobs growth targets are currently used by Regional Spatial Strategies and as forecasting has to be a complex, top down process it makes sense to continue to undertake this at a regional level. To improve this process, it is recommended that the Government improves the monitoring of jobs so that the inconsistencies that are currently present at sub-regional levels are addressed. It should remain a local responsibility to ascertain the implications for land allocations as the approach can vary considerably dependent on local characteristics. Where there are complex economic and policy issues across district boundaries the PPS should seek joint working (as for example the joint planning and economic development approach of the Greater Norwich Development Partnership).

**10. Do you agree the policies do enough to protect small or rural shops and services including public houses? If no, please explain what changes you would like to see.**

**No.**

**Comment:** The only policy specifically seeking to retain existing businesses relates to development management. There is a need for the PPS to ensure that LDFs include appropriate analysis and designation of the role of existing small rural businesses to ensure that the evidence and policy framework is sufficiently robust. Policy EC13.1 is weakly expressed if it is intended to offer support for LPAs attempting to retain existing provision. Additionally, EC13 and corresponding forward planning policies could usefully refer to the benefits of pursuing innovative approaches to ensure retention/provision of services in villages.

There are significant differences between urban and rural economies, and there needs to be an increased emphasis placed on improving infrastructure including Information Communications Technology, (ICT) in rural areas.

**11. In response to Matthew Taylor, we have altered the approach to issues such as farm diversification. What do you consider are the pros and cons of this approach?**

**Comment:** A criteria based approach will provide more certainty to those considering new farm diversification schemes at an early stage to see whether the proposed scheme is likely to be acceptable in planning terms. This is to be welcomed and builds upon the County Council's encouragement for early discussions on the highways impact of such diversification plans.

**12. Do you think that the proposals in this draft PPS will have a differential impact, either positive or negative, on people, because of their gender, race or disability? If so how in your view should we respond? We particularly welcome the views of organisations and individuals with specific expertise in these areas.**

**No comment.**

## **Local bus service reliability and performance**

Report by the Director of Environment, Transport and Development

### **Summary**

This annual report provides information about performance of the major bus operators in Norfolk during 2008/9.

## **1. Background**

- 1.1. The local bus network in Norfolk is a mixture of commercial and subsidised services. Commercial services receive no financial support from the county council. There are over 40 operators providing local bus services across the county. These range from small business operators running one or two services or community buses, up to large national bus operators. This report contains information about the performance of the major five operators: Anglian Bus & Coach, First Eastern Counties, Konectbus, Norfolk Green and Sanders Coaches.
- 1.2. Bus operator performance is reviewed and discussed regularly with members. There is a significant data set providing robust information within Norfolk, and in particular Norwich, that can be used to identify performance trends and measure progress. The data shows that there have been improvements but we recognise that there is room for more progress towards better quality buses, increased punctuality and consistency in service delivery.
- 1.3. There were more than 30 million journeys made on buses in Norfolk during 2008/9 and an increase of 4% is expected during 2009/10. The reported national trend for bus use outside London has been falling over the past few years. However there has been growth in Norfolk recent years, most likely due to the County's investment in public transport and associated infrastructure.
- 1.4. The county's investment is part of our ongoing commitment to improve travel and transport to support residents, visitors and business across Norfolk. On an area-wide level, the council is working with partners and stakeholders to develop and implement transport strategies to meet local needs.

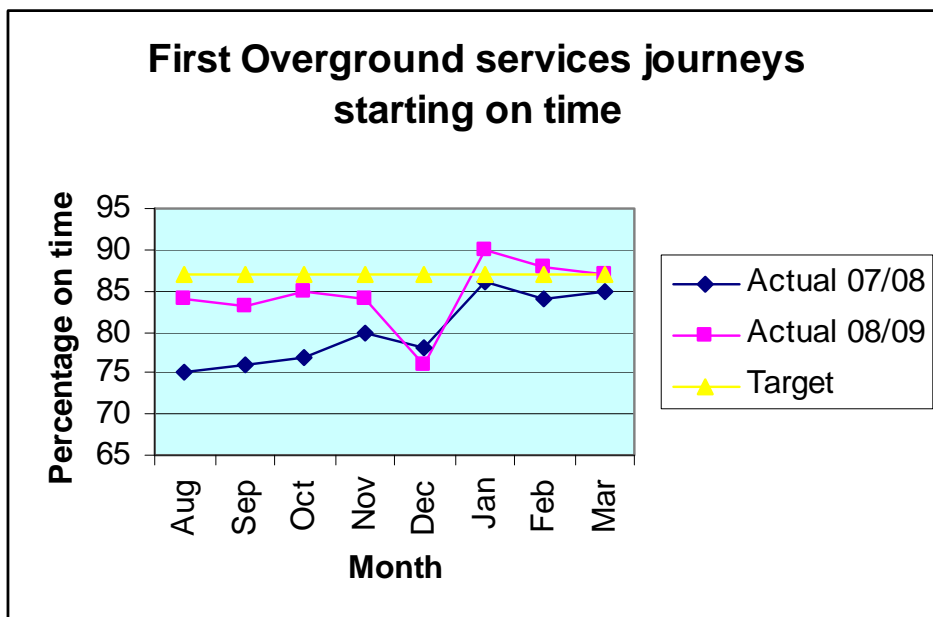
## **2. County Council Monitoring and the Bus Net system**

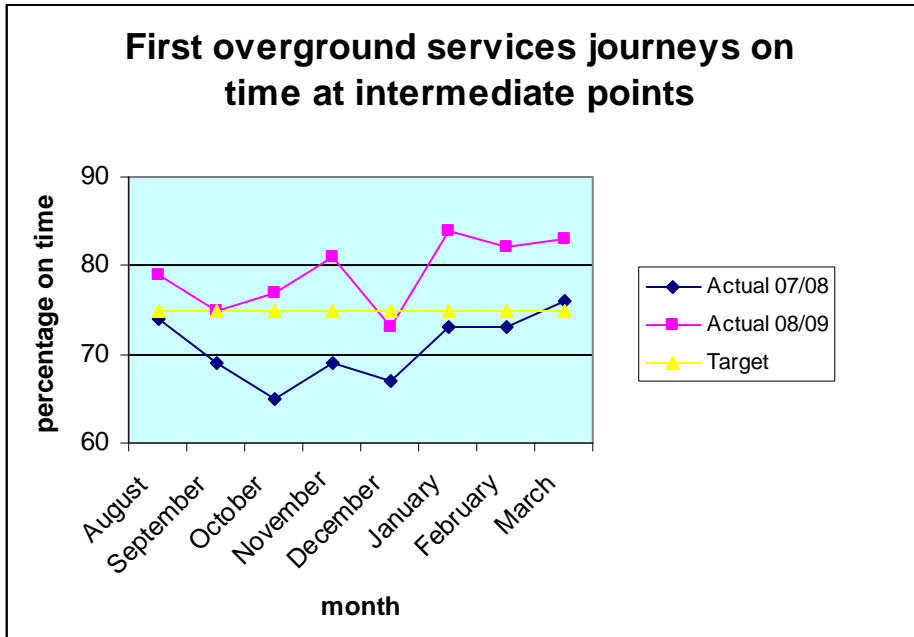
- 2.1. The County Council has invested over £1m, fitting over 350 buses with the BusNet satellite tracking system. A small number of First vehicles in the east of the County operating around Great Yarmouth and the Suffolk border are not fitted. The system enables the council to monitor bus movements across the

network and identify improvement areas. Bus operators have direct links to the system so they can monitor their operations in real time, making proactive changes to keep services “on time”.

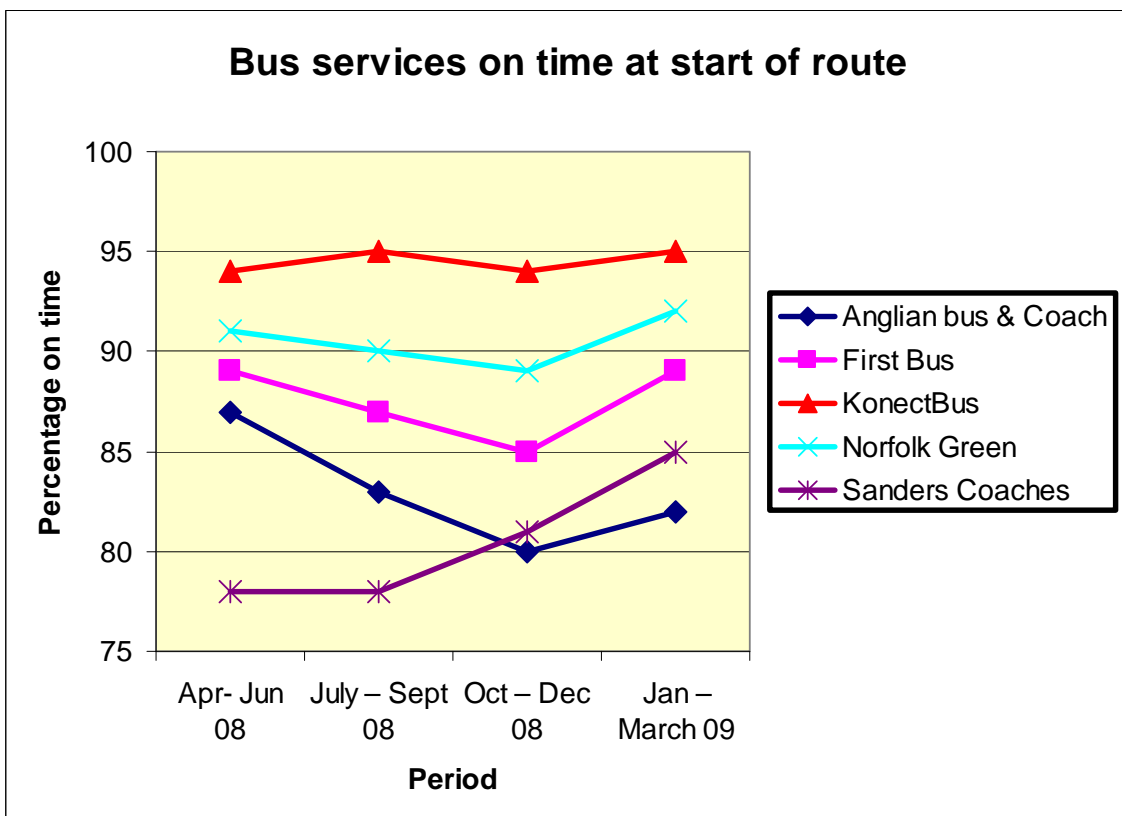
With active and efficient management control of vehicles, problems on route are identified and avoided by drivers taking remedial action via communications from bus companies’ offices. Data gathered from the system is also used to review timetables and make changes that help to improve punctuality. Continued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

- 2.2. The latest performance report from BusNet for the period up to March 2009 for First’s “**Norwich**” network is shown below. It can be seen that the performance in the last year has shown significant improvement and has exceeded the targets set in the Joint Investment plan.

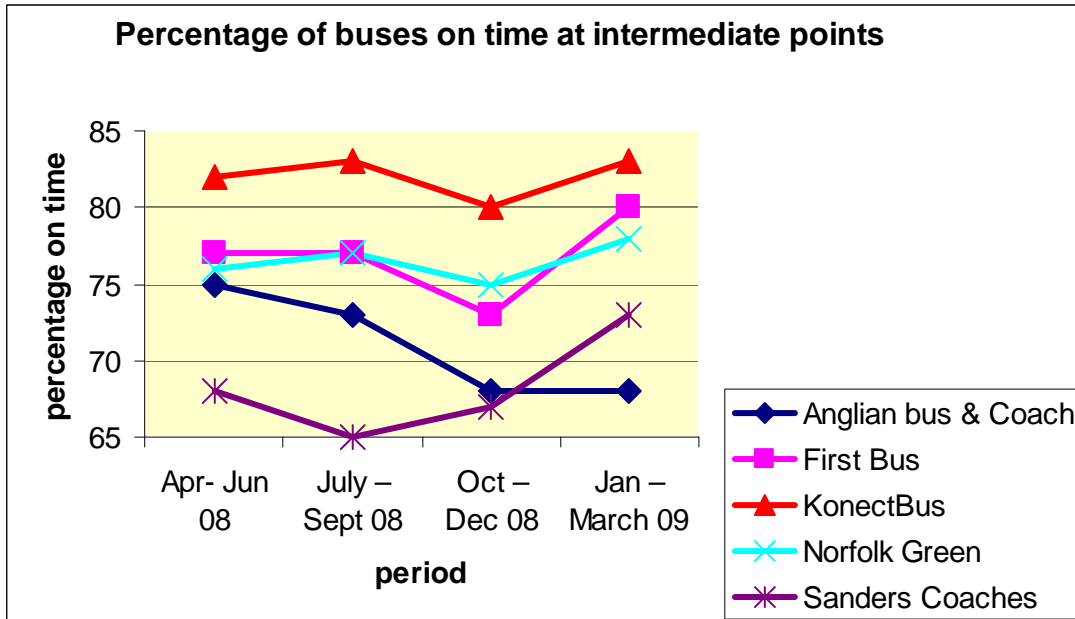




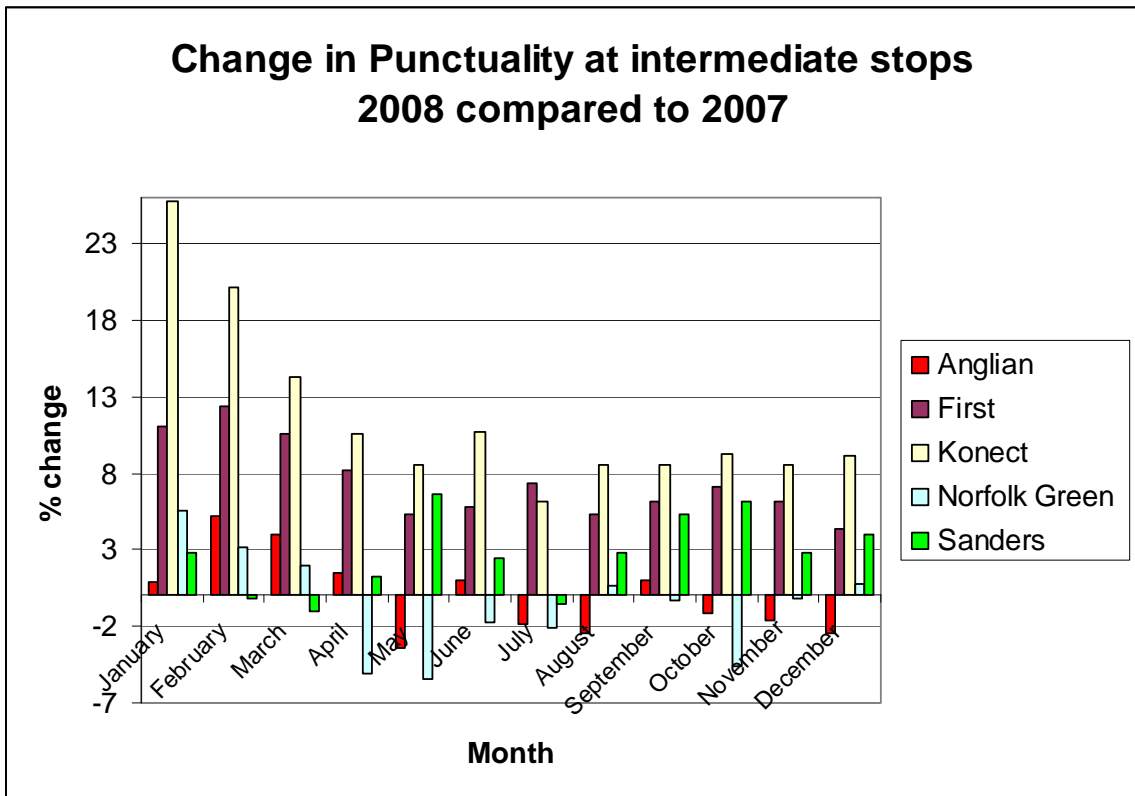
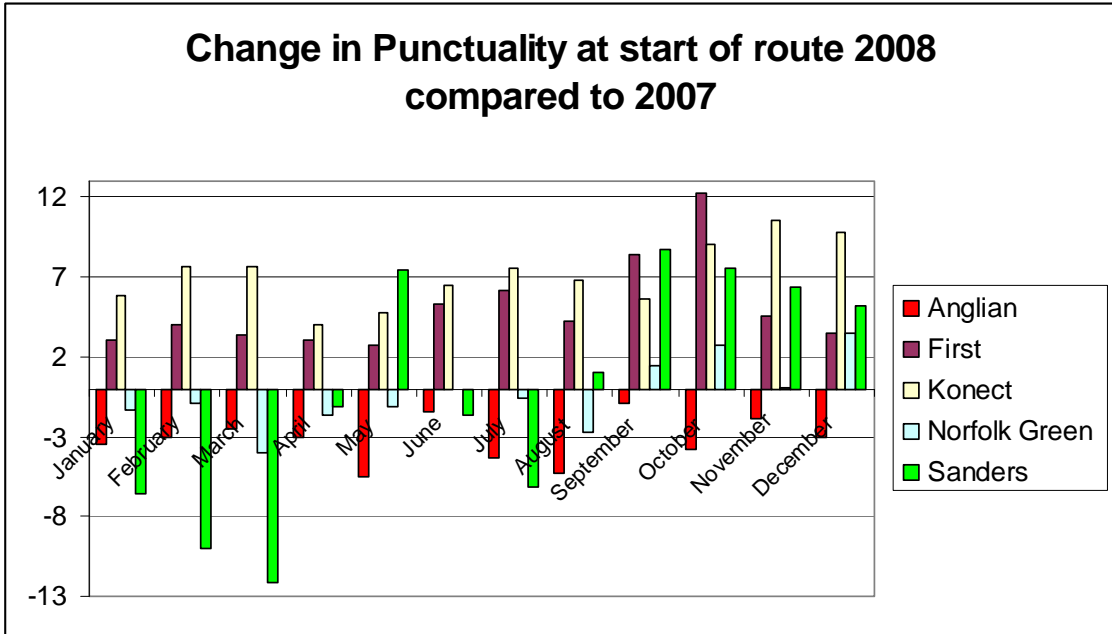
2.3. The majority of journeys undertaken by the five major operators were monitored to assess punctuality of the **Norfolk network** between April 08 and March 09 inclusive. This enables us to confidently assess performance using hard evidence and identify trends.







- 2.4. There is a trend that punctuality falls in the run up to Christmas. This is mainly due to increased traffic congestion in the city. For the run up to Christmas 2008 the Council in partnership with First funded queue marshalls to prevent traffic from blocking junctions and queuing back from car park entrance. This worked very well and resulted in improved punctuality and reliability.
- 2.5. The performance during 2008 shows that overall punctuality was better than in 2007 although Anglian Bus and Coach in particular struggled to maintain the levels they had reached during 2007. When reviewing the graphs below it important to look at them in conjunction with the punctuality figures for 2008 as a dip in punctuality, whilst disappointing does not necessarily mean that the overall punctuality is poor.
- 2.6. Anglian Bus and Coach have committed to improve their performance over the coming months. In May, performance at the start of the route had improved to 86% from 79% in February. A meeting took place with Anglian at the end of June to carry out a detailed review of the Busnet data. The review highlighted an issue relating to how data is entered into ticket machines which could have had a negative impact on the punctuality figures. This will be corrected and the data will be reviewed again during July and August. A number of issues relating to early running were also identified and timetables will be reviewed from September to improve punctuality.
- 2.7. Whilst the performance of Norfolk Green has dipped at intermediate points in a number of months it should be noted their high starting point and that their bus services were affected by a significant number of roadworks in the west of the County during 2008. The Council is working closely with Norfolk Green to mitigate the impact of roadworks on their services.



2.8 The information captured by BusNet forms a reliable tool for operators to recast schedules (where appropriate) to improve punctuality and reliability. An example of this is the change made to First service 26 in September 2008. The number of buses on time at intermediate points on this route has improved from 75.2% in March 08 to 86.5% in March 09. Analysis of the data from the revised timetable will take place later this year to see if additional minor changes could further improve punctuality.

- 2.9 Recent monitoring of bus services in Cambridgeshire shows that overall the number of buses on time is 70%. In Thurrock 78.1% of buses were on time at intermediate points.
- 2.10 The Council works closely with operators to drive up performance of their services. This has included regular reviews of punctuality, workshop sessions with operators to identify issues and possible ways these can be mitigated. Operators are taking a much stronger stance against drivers who run early and such behaviour is now recognised as unacceptable.

### **3 Vehicles**

- 3.1 All buses must be low floor easy access compliant by 2017. The Council is monitoring progress towards this target and specifies the requirement when tendering
- 3.2 In February 2009 69% of buses owned by the major companies met the low floor easy access requirement compared to 64% in 2008 and 54% in 2007
- 3.3 The Council is encouraging operators to reduce emissions from buses. In Castle Meadow the low emission zone (LEZ) requires buses to meet at least Euro 3 emissions standards. This is the first LEZ outside of London.
- 3.4 In February 2009 40% of buses owned by the major companies met the LEZ standard and recent deliveries of new vehicles has increased this figure to 50%

### **4 Joint Investment plan (JIP)**

- 4.1 The County Council, City Council and First signed a ground breaking investment plan in December 2007. This plan commits each party to certain actions which help with the continued improvement of bus services in the Norwich area. Norfolk is the only shire County to have such an agreement with a bus company. This demonstrates the excellent working relationship between the County Council and the bus company and the importance of passenger transport to the economic prosperity of Norfolk..
- 4.2 A working group involving representatives from each party meets on a regular basis to monitor progress against commitments and targets.
- 4.3 Since signing the JIP achievements include
- Improvements in punctuality on the Norwich overground services (as shown by the figures in 2.2)
  - Improvements to bus priority at the junction of Grapes Hill and Dereham Road, Norwich
  - Replacement of older vehicles with newer vehicles on Norwich area service X2 and newer low floor vehicles on service 10.

4.4 During 2009/10 improvements that are scheduled to take place include

- Outer ring road & inner ring road junction improvements that will improve the punctuality and reliability of bus services.
- More vehicle replacements to reduce the average age of the fleet and increase the number of low floor easy access vehicles in operation.

## 5 Punctuality Improvement Partnerships (PIPs)

5.1 The Council has successfully introduced Punctuality Improvement Partnerships with major bus companies and a number of smaller companies. PIPs are identified within the Local Transport Plan as a way of working with operators to improve and maintain punctuality and reliability of bus services. Norfolk is a leading authority in the development of PIP's and has more than any other shire County. We are also recognised as very proactive in this area and hold regular forums with operators which the Senior Traffic Commissioner has attended.

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

Under the terms of the agreement both parties agree to:

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

Planned actions will result from the information gathered and include:

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

## 6 Resource Implications

6.1 **Finance** : Funding of over £1m has been provided through the capital programme for the BusNet system. The ongoing revenue costs for the system of £257K in 2008/9/ were met by a 50:50 split between the County Council and bus operators. Staff resource has been met from the existing staff budgets in P & T. Any expansion of the system will be funded from the existing Local Transport Capital programme and revenue contributions made from bus operators.

The County is expecting to spend around £6.3m on bus services in 2009/10

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

## 6.2 **Staff :**

a) The roll out of the BusNet project has reduced the need for intensive on-street surveys, although a limited amount still takes place. Existing staff resource has been redirected to manage the BusNet system and a small project team of staff from within the Norfolk Partnership monitor the development and management of the system. Staff use the system data on a daily basis to support their work in network planning and management, as well as responding to customer queries.

b) There is a significant level of resource used within the Department to manage the public transport function relating to network planning, general enquiries, media enquiries, bus registrations, performance issues, publicity production, maintenance of infrastructure like bus stops, compliance with access regulations, contract and relationship management with operators and road works and closures.

## 6.3 **Property :**

There are no implications

## 6.4 **IT :**

Bus service registrations are managed by NCC as the Local Transport Authority. The data that staff input from the registrations supports several activities including BusNet, the Traveline database and real time information screens. This data will be increasingly received by the authority in electronic format as electronic bus service registration is implemented to meet Department of Transport Guidance

## 7 **Other Implications**

### 7.1 **Legal Implications :**

There are no implications.

### 7.2 **Human Rights :**

There are no implications.

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

Local bus services are exempt as under current legislation vehicles do not have to be fully accessible until 2017. However, we are working with operators to ensure low floor vehicles are provided before the 2017 deadline.

### 7.4 **Communications :**

There are no implications.

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

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

## 9 **Risk Implications/Assessment**

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

## 10 **Conclusion**

- 10.1
- The performance data suggests that reliability and punctuality continues to improve and service standards have got better.
  - The BusNet system is providing robust data and provides a good platform for improvement of bus services in Norfolk and in particular our major urban areas.
  - The Council is working collaboratively with bus operators to drive up performance and the use of voluntary agreements (e.g. Punctuality Improvement Partnerships and the Joint Investment plan) is a valuable mechanism to maintain the momentum.

All parties recognise there is room for continued improvement and that we strive to improve timekeeping performance and seek to promote best practice amongst operators for the benefit of the travelling public. The bus strategy within our Local Transport Plan provides the mechanism to do this.

## **Action Required**

The Committee is invited to note and comment on the annual report

## **Background Papers**

## **Officer Contact**

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## Transport provision for young people in education aged 14-19: Update on progress

Joint report by the Director of Environment, Transport and  
Development and the Director of Children's Services

### Summary

This report outlines the progress of the 14-19 transport member/officer project team following a paper which was presented in January 2009.

This paper will also go to Children's Services Overview and Scrutiny Panel on 15 July 2009.

### 1. Background

- 1.1 In January 2009 Members received a report that outlined the recent 14-19 educational reforms and considered the implications for transport, particularly in a rural county such as Norfolk.
- 1.2 The report outlined the work of the project team and Members asked for an update on this work in July 2009.

### 2. Progress of the 14-19 transport project group

- 2.1. **Membership:** The project group was initially made up of 6 staff from Children's Services and 2 staff from Passenger Transport (P&T). The group was then expanded to include Members who were originally Heather Bolt, Barbara Lashley, James Joyce and Alec Byrne. This will need to be refreshed following the recent elections.
- 2.2. **Developing a travel to learn map:** The local bus and train routes are being mapped and compared to the set-up of the 14-19 local operational partnerships (LOPs). The network of school bus routes is also being mapped. This will enable all LOPs to see where transport can be easily provided and where the gaps are, which could then help inform the location of the educational provision.
- 2.3. **Defining the transport eligibility criteria:** At age 14-16 the local authority is required to provide free home to school transport generally for those who live more than 3 miles from their nearest or catchment school and this is the Council's school transport policy. This policy however doesn't currently cover students who will attend an alternative establishment to their school for part of the week.

Work is therefore progressing on defining a transport eligibility criteria which will cover this. The criteria is likely to be based on travel to learn areas for each local partnership and each 14-19 line of learning (e.g. a diploma) so that

students are encouraged to attend the course at the nearest establishment possible to their home. This will then minimise travel distance, travel time and cost. If the student chooses to attend a different establishment to pursue the same line of learning then the onus may be on them and their family to provide the transport.

The travel to learn map defined in 2.2 above would aid the establishment of these areas.

The criteria may also include a restriction of attending no more than two establishments including their host establishment (i.e. the school they currently attend).

The criteria for transport assistance for young people aged 16-19 (or 16-21 for those with learning difficulties) who are attending different sixth forms and colleges is already an established County Council policy.

- 2.4. **Governance arrangements:** This transport project group currently sits as a task and finish group of the 14-19 Strategy Group, chaired by Lisa Christensen. It is proposed that once this group has finished its work and standard criteria and procedures regarding transport are established the group will then sit as a Standing Advisory Group of the 14-19 Strategy Group.

This Standing Advisory Group would include representatives of schools, colleges, Connexions, Children's Services and Passenger Transport.

- 2.5. **Communication and Information:** Work is underway to identify how information is best shared between Passenger Transport, the 14-19 partnerships, schools, colleges, workplace learning providers, Connexions and the learners themselves.

- 2.6. **Developing a model of transport delivery:** A paper will be put to the 14-19 strategy group in July proposing a model of transport delivery and what the standards of transport should be.

The paper will explore how to keep both travelling time and cost to a minimum and whether this can be achieved by taking students to school first and then on to a different place of learning, or by taking them direct from home, or whether a mixture of the two options will be needed.

The paper will also explore the advantages and disadvantages of using a centralised transport planning unit or whether it is better to allow each individual partnership to sort out their own transport. Research by the DCSF shows that the former, where good collaborative partnerships have been formed between the 14-19 groups and the authority's transport team, is the best way to bring cost effectiveness and this is likely to be the recommendation to the 14-19 strategy group.

The paper will also propose that the standards of transport provision be the same as the 'normal' home to school transport, outlined in the Council's school transport policy, to ensure consistency in quality of transport delivery.

- 2.7. **Appointment of a 14-19 transport coordinator:** Norfolk, amongst other local authorities, has been given £75k over 18 months to fund a 14-19 transport coordinator, to specifically help the local 14-19 partnerships with transport planning and access issues.



A job description for this post has been submitted to HR for evaluation so that it can be advertised in the near future.

### 3. **Progress of transport planning for September 2009**

- 3.1. The work of the 14-19 transport project group, described above, will not be complete in time for courses starting in September 2009 for those aged 14-16. However Passenger Transport have engaged with the Local Operational Partnerships to assist with transport provision where they can.
- 3.2. The main work undertaken to date has been the mapping of the students who will require transport to an alternative establishment to their school. This mapping shows a wide spread of students, requiring access mainly to the local Further Education Colleges. The mapping also shows where existing transport routes can be used, and also where additional transport may have to be laid on.
- 3.3. Passenger Transport is also working very closely with one of the partnerships, the Mid Norfolk Partnership, to use them as a case study to test the different models of transport delivery.

This work could help to inform start and finish times for the different places of learning, where a shift of say 10 minutes could save money on transport provision through using existing routes or vehicles. The work will also give us a better idea of likely costs for the future.

### 4. **Resource Implications**

- 4.1. **Finance:** There are a number of funding streams available, held within Children's Services, and Norfolk as one of the 20 most rural authorities has been given £1m to improve access for 14-19 education. Norfolk has also received £75k to fund a 14-19 transport coordinator for 18 months.
- 4.2. **Staff:** An additional post for 18 months will work across Children's Services and Passenger Transport to coordinate the transport planning and help with access issues.
- 4.3. **Property:** There are no implications.
- 4.4. **IT:** No additional IT equipment is required.

### 5. **Other Implications**

- 5.1. **Legal Implications:** The Authority has statutory transport duties for children in education and we would need to make sure we keep to these in anything that is proposed and decided.
- 5.2. **Human Rights:** There are believed to be no implications.
- 5.3. **Equality Impact Assessment (Equal):** By determining an eligibility criteria and model of transport delivery for access to the 14-19 curriculum we will be ensuring that access is fair and equal to all learners. Students with disabilities will be considered at all stages.

5.4. **Communications:** Communication and Information is one of the areas of work of the 14-19 transport project group, to ensure that information is disseminated to the right people at all times, including the young people themselves.

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

6.1. There are no specific implications for Crime and Disorder, although the provision of more varied education for students aged 14-19 could ensure that more young people stay engaged in education for longer.

## 7. **Impact on Children and Young People**

7.1. The outcome of this work will be the coordination of transport for young people aged 14-19 to enable them to access a wider curriculum and more varied education.

## 8. **Risk Implications/Assessment**

8.1 There is a risk that transport will end up being too expensive to be sustainable, but the joint working between P&T, Children's Services and the 14-19 education providers that is now happening will help to make this less likely.

## 9. **Alternative Options**

9.1. The alternative option is to do nothing and leave the responsibility with the parents and carers to get their child to and from the alternative 14-19 educational provision, but the authority would then be failing in their duty to provide access to the different lines of learning provided under the 14-19 educational reforms.

## 10. **Conclusion**

10.1. The work of the 14-19 transport project group is progressing well, ensuring that standard criteria and procedures will be in place for September 2010 onwards.

11.2 In addition work is being done between Passenger Transport and the 14-19 local operational partnerships to ensure that learners can access the 14-19 curriculum from September 2009.

## **Recommendation or Action Required**

- (i) Members are asked to note and comment on the current progress.
- (ii) Members are also asked to nominate new Member representation, from both the PTEW Overview and Scrutiny Panel and the Children's Services Overview and Scrutiny Panel.

## Background Papers

The report to the Overview and Scrutiny Panels in January 2009.

### Officer Contact

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

Report by the Director of Environment, Transport and Development

**Summary**

Contract A is a residual waste treatment contract that is still in procurement. The action required is to recommend to Cabinet that it abandons Contract A on grounds of cost.

Contract A is becoming increasingly more expensive – the cost of borrowing from banks, the prices of technology providers and engineering sub-contractors across the sector, foreign exchange rates and landfill tax have all had an adverse effect on the waste sector. Since Sustainable Resource Management was selected as Preferred Bidder in 2007 the cost of its proposal has increased more than 50%. Contract A no longer represents value for money.

To ensure that the Authority continues to comply with its allowances for landfill of biodegradable municipal waste, potential alternative strategies are identified. These include, optimising the potential of a Waste PFI contract, procuring surplus or planned treatment capacity elsewhere via framework contracts, supporting the Waste Collection Authorities approach to kitchen waste collections and purchasing landfill allowances from other authorities.

**1. Background**

- 1.1. In Norfolk the residual household waste that is left after minimisation, recycling and reuse is disposed by landfill. We cannot continue to do this due to the environmental impacts of landfill, European legislation, government targets, escalating landfill tax and the probability that disposal costs will rise.

Cabinet on 14 May 2004 adopted a phased approach to the procurement of services to treat residual household waste. This was to help ensure that the Authority did not exceed its annual allowances for the landfill of biodegradable municipal waste (BMW); the allowances are driven by the EU Landfill Directive targets for 2010, 2013 and 2020.

Phase One, also referred to as Contract A, was to provide treatment for between 90,000 and 150,000 tonnes of residual waste each year. Phase Two, a PFI contract, was to address the remaining residual waste and provide flexibility for future waste growth and recycling performance.

- 1.2 The Authority placed notices for Contract A in June 2004 to attract interest from anybody capable of delivering a service that would recover value from residual waste. Seven companies provided their outline proposals and other relevant information.

Four companies were placed on a shortlist to submit detailed proposals and three companies provided bids on 09 May 2005. Following an evaluation process, on 12 December 2005 Waste Recycling Group (WRG) Ltd was selected as the Preferred Bidder and Sustainable Resource Management (SRM) Ltd was selected as the Reserve Bidder for Contract A.

WRG's Preferred Bidder status was removed on 27 July 2006 due to its inability to provide reasonable evidence that it had a site capable of delivering the service outlined in its bid. Based on the evaluation of updated proposals from both WRG and SRM, Cabinet on 05 March 2007 selected SRM as the Preferred Bidder as its proposal was the most economically advantageous tender. Since then the Authority has been in discussions with SRM to resolve outstanding commercial issues and to develop the suite of contract documents. As a part of this process a Preferred Bidder letter was signed by all parties in late 2007 / early 2008 and planning permission and a permit to operate the proposed facility has been granted.

## 2. **Contract A Issues**

- 2.1 The cost of SRM's solution has increased more than 50% since it was selected as preferred bidder in 2007, due mostly to macro-economic factors. As the cost of Contract A is several hundred million pounds this is a very significant increase. Due to the nature of this information and with regards to the Local Government Act 1972 (as amended 01 March 2006), Schedule 12A, Part 1, clause 3 ('Information relating to the financial or business affairs of any person (other than the Authority)'), precise information about the cost is exempt information.

Contract A is becoming increasingly more expensive – the cost of borrowing money (i.e. banks' margins and ratios), the prices of technology providers and engineering sub-contractors, foreign exchange and landfill tax have all had an adverse effect on the waste sector. Contract A is more expensive than other treatment solutions; Contract A no longer represents value for money.

Due largely to the risk of landfilling post treatment residues, including compost like outputs, the overall risk profile of Contract A is worse than current and emerging guidance for PFI style contracts.

There are many issues yet to be finalised which may affect the risk profile and cost of Contract A and would certainly take time, at least six months, to resolve.

## 3. **Resource Implications**

3.1. **Finance:** Due to the nature of this information and with regards to the Local Government Act 1972 (as amended 01 March 2006), Schedule 12A, Part 1, clause 3 ('Information relating to the financial or business affairs of any person (other than the Authority)') this information is exempt.

3.2. **Staff:** None.

3.3. **Property:** None.

3.4. **IT:** None.

#### 4. **Other Implications**

4.1. **Legal Implications :** Due to the nature of this information and with regards to the Local Government Act 1972 (as amended 01 March 2006), Schedule 12A, Part 1, clause 3 ('Information relating to the financial or business affairs of any person (other than the Authority)') this information is exempt.

4.2. **Human Rights:** None.

4.3. **Equality Impact Assessment (EqIA):** A full programme of equality impact assessments has been carried out covering all Planning and Transportation activities. 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.

4.4. **Communications:** Due to the large scale of the procurement it is likely that the nature of the recommendation and any subsequent decision will attract a high degree of interest. Commercial confidentiality limits the amount of detail that can be made public however.

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

5.1. There are no issues arising from this report.

#### 6. **Risk Implications/Assessment**

6.1. The Authority could fail its landfill allowance from 2011/12 until the service being procured under the Waste PFI contract started, which is expected to be 2015, unless mitigation strategies are delivered. The projected shortfall of landfill allowances for biodegradable municipal waste (BMW) is:

<b>Year</b>	<b>Landfill Allowance Deficit</b>
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

If Contract A continues it could not be expected to deliver full service benefits until 2013 at the earliest, i.e. there is an issue here regardless of deliberations about Contract A.

6.2. The main potential alternative strategies to allow landfill allowance compliance in 2011/12+ are:

(a) If Contract A was abandoned some waste could be moved to the Waste PFI Contract. The Waste PFI was expected to start at 90,000tpa (tonnes per annum) and increase to 155,000tpa over 25 years. Subject to consideration of issues relating to the contract notice for the Waste PFI in the Official Journal of the European Union (Ojeu), it could instead take more from year one.

(a) Procuring surplus or planned treatment capacity elsewhere via framework contracts at the same time as re-procuring landfill services.

(b) Kitchen waste collections – supporting the Waste Collection Authorities approach and providing recycling credit style incentives.

(c) Purchasing landfill allowances from other authorities.

If Contract A proceeds the last three potential mitigation measures would also have to be considered as Contract A could not deliver full service benefits until 2013 at the earliest.

6.3. There is always some risk that any decision to go ahead with a project or to not proceed with a project will be challenged, and Contract A is no different in this respect.

## 7. **Waste Project Board Comments**

7.1. On 26 June 2009 the Waste Project Board approved an officer recommendation to recommend to Cabinet that Contract A should be abandoned on grounds of cost.

Any recommendation of this meeting of the Planning and Transportation Environment and Waste Overview and Scrutiny Panel will be reported verbally to a meeting of Cabinet on 13 July 2009.

## 8. **Alternative Options**

8.1. To not abandon Contract A now, or to delay the decision, could be considered a relevant issue if the Authority decided to abandon the contract at a later date and that decision was challenged. It would be unfair to protract the matter and allow the bidder to expend further bid costs (or to reserve resources for this project it could have deployed elsewhere).

To proceed with Contract A would mean that the Authority was going ahead with a proposal that did not deliver value for money.

To invite the Preferred Bidder and Reserve Bidder to submit their best and final offers could expose the Authority to an extended period of uncertainty about the prospects for Contract A. It would also be unlikely that in a timely manner fully refined proposals could be presented that would demonstrate value for money, since the matters affecting the cost are largely macro economic it is questionable whether additional time would lead to any significant improvements in value for money.

To open up exclusive negotiations with the reserve bidder could expose the Authority to an extended period of uncertainty about the prospects for Contract A. Furthermore the reserve bidder has not been involved in negotiations since 2006 and since that point the cost of borrowing money (i.e. banks' margins and ratios), the prices of technology providers and engineering sub-contractors across the sector, foreign exchange rates and landfill tax have all had an adverse effect on the waste sector.

## 9. Conclusion

- 9.1. Contract A no longer represents a good value for money solution. The officer recommendation and the recommendation of the Waste Project Board is that Contract A should be abandoned on grounds of cost.

### Action Required

- (i) To recommend to Cabinet that Contract A should be abandoned on grounds of cost.

### Background Papers

'Phase One of Residual Waste Treatment Project – Bid Evaluation and Selection of Preferred Bidder and Reserve Bidder for Contract A', Cabinet 05 March 2007.

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