

Norfolk County Council

Date: **Monday 29 November 2021**

Time: **10 am**

Venue: **Council Chamber, County Hall, Martineau Lane,
Norwich NR1 2DH**

To: All members of the Council. You are hereby summoned to attend a meeting of the Council for the purpose of transacting the business set out in this agenda.

Advice for members of the public:

This meeting will be held in public and in person.

It will be live streamed on YouTube and, in view of Covid-19 guidelines, we would encourage members of the public to watch remotely by clicking on the following link:

https://www.youtube.com/channel/UCdyUrFjYNPfPq5psa-LFIJA/videos?view=2&live_view=502

However, if you wish to attend in person it would be most helpful if, on this occasion, you could indicate in advance that it is your intention to do so. This can be done by emailing committees@norfolk.gov.uk where we will ask you to provide your name, address and details of how we can contact you (in the event of a Covid-19 outbreak). Please note that public seating will be limited.

Councillors and Officers attending the meeting will be taking a lateral flow test in advance. They will also be required to wear face masks when they are moving around the room but may remove them once seated. We would like to request that anyone attending the meeting does the same to help make the event safe for all those attending. Information about symptom-free testing is available [here](#).

Prayers

To Call the Roll

AGENDA

- 1 To confirm the minutes of the meeting of the Council held on 27 September 2021 **Page 5**
- 2 **To receive any announcements from the Chair.**
- 3 **Members to declare any interests**

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

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

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

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

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

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

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

5 Questions to the Leader of the Council

Procedure Note attached

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6. Recommendations from Cabinet

6.1 Recommendations from meetings held on 4 October 2021 and 8 November 2021

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6.1.1 Strategic Property Asset Management Framework 2021/22 - 2026/27

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Report from the Director of Property

6.1.2 Better Together, for Norfolk 2021-2025 – our Council strategy

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Report from the Leader of the Council

6.2	Recommendation from meeting held on 4 th August 2021	
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	Report from the Executive Director of Strategy and Transformation	
7.	Recommendations from Corporate Select Committee	To follow
	Recommendations from the meeting held on 15 November 2021	
8	Cabinet Report (Questions to Cabinet Members)	Page 197
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9.	Committee Reports	
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	Meetings held on 22 September 2021 and 20 October 2021	
9.2	Corporate Select Committee	To Follow
	Meeting held on 15 November 2021	
9.3	Infrastructure & Development Select Committee	To Follow
	Meeting held on 17 November 2021	
9.4	People and Communities Select Committee	To Follow
	Meeting held on 19 November 2021	
9.5	Health Overview and Scrutiny Committee	Page 209
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9.9	Joint Museums Committee	Page 222
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9.10	Planning (Regulatory) Committee	Page 225
	Meeting held on 5 November 2021	
9.11	Employment Committee	To Follow
	Meeting held on 28 October 2021	

- 10. Appointments to Committees, Sub-Committees and Joint Committees (Standard item).**
- 11. Review of Norfolk County Council Members' Allowances Scheme** **Page 227**
Report from the Independent Remuneration Panel
- 12 Notice of Motions** **Page 239**
- 13 To answer questions under Rule 8.3 of the Council Procedure Rules (if any received).**

Tom McCabe
Head of Paid Service
County Hall
Martineau Lane
NORWICH
NR1 2DH

Agenda Published: 19 November 2021

**Norfolk County Council
Minutes of the Meeting Held at 10 am on
Monday 27 September 2021**

Present:		
	ADAMS Timothy	LONG Brian
	ADAMS Tony	MACKIE Ian
	ANNISON Carl	MASON BILLIG Kay
	AQUARONE Steffan	MAXFIELD Ed
	ASKEW Stephen	MIDDLETON Graham
	BAMBRIDGE Lesley	MORIARTY Jim
	BENSLY James	MORPHEW Steve
	BIRMINGHAM Alison	NEALE Paul
	BORRETT Bill	OLIVER Rhodri
	BOWES Claire	OSBORN Jamie
	CARPENTER Penny (Chair)	PECK Greg
	CLANCY Stuart	PLANT Graham
	COLWELL Robert	PRICE Ben
	CONNOLLY Ed	PROCTOR Andrew
	CORLETT Emma	RICHMOND Will
	DALBY Michael	RILEY Steve
	DARK Stuart	ROPER Dan
	DAWSON Christopher	SANDS Mike
	DEWSBURY Margaret	SAVAGE Robert
	DIXON Nigel	SHIRES Lucy
	DUFFIN Barry	SMITH Carl
	DUIGAN Phillip	SMITH-CLARE Mike
	EAGLE Fabian	STONE Barry
	ELMER Daniel	STOREY Martin
	FISHER John	THOMAS Alison
	FITZPATRICK Tom	THOMSON Vic
	GRANT Andy	VARDY Eric
	GURNEY Shelagh	VINCENT Karen
	HEMPSALL Lana	WALKER Colleen
	HORSBRUGH Michael Chenery of	WARD John
	JAMIESON Andrew	WATKINS Brian
	JERMY Terry	WEBB Maxine
	JONES Brenda	WHITE Tony
	KEMP Alexandra	WHYMARK Fran
	KIDDIE Keith	WILBY Martin

Present: 70

A Apologies

Apologies for absence were received from Cllr David Bills, Cllr Sharon Blundell, Cllr Julie Brociek-Coulton, Cllr Graham Carpenter, Cllr Ed Colman, Cllr Nick Daubney, Cllr Jane James, Cllr Mark Kiddle-Morris, Cllr Julian Kirk, Cllr Judy Oliver, Cllr Saul Penfold, Cllr Richard Price, Cllr Mathew Reilly and Cllr Chrissie Rumsby.

B Chairman's Opening Remarks

The Chairman said that she would like to acknowledge colleagues' anxieties about this Council meeting taking place here in the Chamber today, given the number of people physically present and the amount of business on the agenda for this meeting.

The Chairman therefore proposed (duly seconded by the Vice Chairman) a change to the order of business to use her discretion to take the motions report after the item on the boundary review, given that recent Council meetings had motions after the business items had been dealt with and there was other business that had to be got through in this meeting. The revised order had been shared with Group Leaders and circulated to Councillors for information in advance of the meeting and was agreed in the meeting on a show of hands.

1. Minutes

- 1.1** The minutes of the Council AGM meeting held on 24 May 2021 were confirmed as an accurate record of the meeting.
- 1.2** The minutes of the Extraordinary Council meeting held on 7 June 2021 were confirmed as an accurate record of the meeting.

2 Chairman's Announcements

- 2.1** The Chairman said that it was a pleasure to start receiving invitations to in-person events during the summer as Coronavirus restrictions eased. Details regarding the Chairman's engagements could be found on the Norfolk County Council website, on the Chairman's page.
- 2.2** The Chairman placed on record her congratulations to Cllr Mike Smith-Clare who had recently received an honorary doctorate from the UEA in Civil Law for Community and Education Engagement. All Councillors shared in the congratulations to Cllr Mike Smith-Clare.
- 2.3** The Chairman also placed on record her congratulations on the recent success of Norfolk athletes at the Tokyo Olympics which was also shared by all Councillors.
- 2.4** The Chairman said that she wished to bring to the attention of Councillors that yesterday it was the police national Memorial Day to remember officers who were killed in the execution of their duties, The Chairman's year of office was focused on all blue light services officers and support staff. Over 5,000 police

officers had lost their lives 1,500 of which were due to acts of violence. The Police Federation had set up this charity and the patron was HRH Prince Charles.

- 2.5 The Chairman asked the Council to mark the sad passing earlier this month of Sir Timothy Colman who was the Lord-Lieutenant of Norfolk from 1978 to 2004. As the Queen's representative he promoted cooperation between various groups related to the social cohesion and economic prosperity of Norfolk. Sir Timothy also held many other roles and was a true champion for the county. He played a key part in the establishment of the University of East Anglia and was an important supporter of City College Norwich. He was patron or president of many local organisations including the Norfolk and Norwich Festival, the Friends of Norwich Museums, Norfolk Wildlife Trust, Norfolk and Norwich Horticultural Society and the Royal Norfolk Agricultural Association. He loved the natural world and outdoor pursuits and played a key role in the establishment of Whitlingham Broad.

- 2.6 Councillors joined the Chairman in a minute's silence as a mark of respect for Sir Timothy Colman.

3 Declarations of Interest

- 3.1 Cllr Dan Roper declared an "other interest" in the item on the Norfolk Youth Justice Annual Plan as he was an employee of the Ministry of Justice which was a partner organisation.
- 3.2 Cllr Chenery of Horsburgh declared an "other Interest " in the report of the Records Committee as a Trustee of the Norfolk Record Office Charity.
- 3.3 Cllr Lucy Shires declared an "other Interest " in the motion about Member Champions as the mental health champion for North Norfolk District Council.

4 Any items of business which the Chair decides should be considered as a matter of urgency

- 4.1 There were no items of urgent business

5 Questions to Leader of the Council

5.1 Question from Cllr Emma Corlett

Cllr Emma Corlett said that she shared the Leader's dismay that the recent Government announcement on social care would not even be sufficient to meet this Council's immediate and pressing need this winter and next year. The announcements would also do nothing to address the many systemic failures identified in the Serious Adults Review into the deaths of Joanna, "Jon" and "Ben" at Jeasal Cawston Park which happened in plain sight of many agencies. What steps had the Leader taken since the review was published to ensure that the recommendations were implemented in full and those living with a learning disability who lived or came to Norfolk were safe from harm?

The Leader replied that what had happened at Jeedal Cawston Park was a very serious situation and due to be considered by the Norfolk Health Overview and Scrutiny Committee. There had recently been a debate on this issue in the House of Commons and the Minister of State had agreed to meet the families of Ben, Joanna and Jon. Adult Social Services were taking all necessary steps to protect vulnerable people in our remit, whether they were adults or children; to do all that could be done to learn lessons and take appropriate action.

5.2 Question from Cllr Tim Adams

Cllr Tim Adams said that the Safeguarding Review into Cawston Park of hospitals for people with learning disabilities and autism was highly critical and yet the same was said by Norfolk communities about Norfolk County Council therefore when would the public get to see a review of how the County Council was going to better protect those within the social care system?

The Leader replied that in the earlier response he had made it very clear that all that the County Council could do to protect our vulnerable communities was being done.

5.3 Question from Cllr Jamie Osborn

Cllr Jamie Osborn said that the UK would shortly be hosting the United Nations climate talks. The UK had some ambitious climate targets but was insufficient in terms of climate finance. Was it therefore not the case that Local Authorities needed to point out to the government that they would be unable to meet carbon reduction targets unless there was additional funding for climate action? Was the Leader seeking government funding to address this issue and if not provide evidence to show how the County Council would be carbon neutral by 2030?

The Leader replied that the Council was on track to be carbon neutral by 2030. Detailed environmental policies were being put forward by the Council to tackle this issue and everyone shared the view about the requirement for sufficient government finance for all Council services, including funding for climate change.

5.4 Question from Cllr Ed Maxfield

Cllr Ed Maxfield asked if the Leader had taken part in a meeting of the National Resilience Forum (NRF) at the weekend to discuss the situation with the fuel crisis and if he could provide the Council with an update about how he saw the situation evolving.

The Leader replied that while he had not attended the NRF meeting he had been kept informed by officers about what was discussed. The NRF was fully engaged on this issue which was not helped by panic buying on garage forecourts. The County Council had well established business continuity plans in place to deliver its services and manage the situation safely and was doing so.

5.5 Question from Cllr Alison Thomas

Cllr Alison Thomas asked the Leader to join her in congratulating the Senior Management Team on having been nominated for an award by the Municipal Journal.

In reply the Leader said that while the Senior Management Team did not win this award they had done extremely well to get to the final. The Leader added that he wished to use this opportunity to mention that the HR Team had won an award for the best change management organisation and development initiative at the PPMA Awards Ceremony and that Norfolk had won the Internet of Things Award from the Innovation Network at the Connecting Britain Awards which was all positive news for Norfolk.

5.6 Question from Cllr Alexandra Kemp

Cllr Alexandra Kemp asked the Leader what changes in Committee structures were needed within the Council to bring in more regular oversight of situations such as that which had occurred at Cawston Park given that the Executive Director of Adult Social Services had said that he would have closed down Cawston Park if he could have done so and that more needed to be done? Should small groups of Councillors be tasked with oversight of the situation to prevent people with learning difficulties from being failed again?

In reply the Leader referred to three things that needed to be done. The first was to examine the reports from the Executive Director of Adult Social Services on the issue. Secondly there was a report going to the NHOSC. Thirdly there was the need to be more vigilant regarding the current structures of activity and oversight and change things in accordance with the recommendations of the Executive Director for Adult Social Care.

5.7 Question from Cllr Brenda Jones

Cllr Brenda Jones said that Mundesley Hospital closed in 2017 after it was unable to ensure the safety of patients. Ellingham Hospital closed 2 wards in 2019 after the CQC said they were “inadequate in all areas” with significant and immediate concerns. Huntercombe Hospital closed in 2017 following the death of a patient. Milestones Hospital closed earlier this year after the CQC banned them from admitting new patients because of serious safety concerns. And recently Cawston Park, part of the Jeasal Group, closed after scandalous care resulting in the death of three young people. As Leader, what have you done to raise concerns and do you think it’s ethical to purchase care from the Jeasal Group? As far as I can see, the Cawston Park recommendations is not on the agenda for either Cabinet or the Health and Wellbeing Board; should it be?

In reply the Leader reiterated that this issue was due to be considered at NHOSC. The hospitals concerned were mainly private hospitals and not within the Council’s remit. Work was however being done through the offices of the Executive Director of Adult Social Care to take a positive approach to this sad situation and take necessary action.

5.8 Question from Cllr Robert Colwell

Cllr Robert Colwell said that Sir Patrick Vallance has told ministers to react swiftly if cases quickly rise, warning “you can’t wait until it’s late because you’ve got to do more”, so with the number of Covid 19 cases rising in Norfolk what number of cases and/or deaths in Norfolk from Covid would make you start to call for a further lockdown?

- 5.9 In reply the Leader said that the Government was trying to avoid more lockdowns and balance the health needs of the nation with those of the economy. The Council was putting all the health advice it could out to the public about Covid 19 and no one wanted to see the numbers of cases rise to previous levels. The vaccination process was working well and saving lives.

5.10 **Question from Cllr Ben Price**

Cllr Ben Price said that a recent analysis by the BBC had found that more than one in three top tier Councils had formed policies that were in direct contradiction to the climate emergency in relation to road building and airport expansion. Aviation had a disproportionate effect on the climate. NCC did not answer the question about whether it supported airport expansion, Does the Leader recognise that the expansion of Norwich Airport in the airport’s master plan was incompatible with climate targets?

The Leader replied that we needed to balance what we did on transport with the needs of the economy, and we needed to ensure that people did the right things. What was done in the UK in relation to transport was small in relation to carbon emissions from China. It was important for other countries to do as much as was being done here in relation to climate issues.

6 **Recommendations from Committees**

6.1 **Recommendations from Cabinet**

- 6.1 The recommendations from the Cabinet meetings held on 7 June 2021, 5 July 2021, 2 August 2021 and 6 September 2021 were moved by Cllr Andrew Proctor, Chair of Cabinet.

A **Meeting held on Monday 7 June 2021:**

Council RESOLVED

To agree the Annual Treasury Management Outturn Report 2020-21 as set out in Annex 1 of the report to Cabinet.

B **Meeting held on 5 July 2021**

Council RESOLVED

1. To agree the addition of **£6.787m** to the capital programme to address capital funding requirements as set out in detail in capital appendix 2 of the report, paragraph 4 as follows:

- Older People Estate Transformation £5.000m (Appendix 2 paragraph

- 4.2)
 - Structural repairs to King's Lynn Museum £0.600 (Appendix 2 paragraph 4.3)
 - Better Broadband for Norfolk £0.050m (Appendix 2 paragraph 4.4)
 - Greenways to Greenspaces £0.350m (Appendix 2 paragraph 4.5)
 - Dereham Fire Station (Phase 2) £0.434m (Appendix 2 paragraph 4.6)
 - Emergency Response Vehicles £0.300m (Appendix 2 paragraph 4.7)
 - Card payments Programme £0.053m (Appendix 2 paragraph 4.8)

2. Subject to County Council approval of recommendation 1 above, to delegate:

- 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
- 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
- 2.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.

3. To delegate decisions relating to the use of the extended Covid Local Support Grant to the Director of Community Information and Learning, in consultation with the Leader, as described in Appendix 1 of the report paragraphs 5.6 and 5.7.

4. To note the period 2 general fund forecast revenue **balanced position**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
5. To note the COVID-19 grant funding available of **£53.767m**, including £19.274m brought forward from 2020-21;
6. To note the period 2 forecast 100% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
7. To note the forecast General Balances at 31 March 2021 of **£23.763m**.
8. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

C Meeting held on 2 August 2021

The Leader withdrew the recommendation and said that the Local Transport Plan would now be reported to Council in November 2021 via Cabinet.

D Meeting held on 6 September 2021

Council RESOLVED by 57 votes in favour and 28 votes against:

1. An increase in the capital programme to include the allocation of £1m capital funding to establish a new Road Safety Community Fund (RSCF) to enable delivery of 100 community identified local road safety schemes across Norfolk.
2. To agree that the RSCF will be delivered over four years and will focus on different geographical areas for each of these four years, as set out in paragraph 2.6 of the report.

Council RESOLVED by 58 votes in favour and 3 votes against:

- 1) To increase the Capital programme by £10m to create a Pothole Maintenance Fund.
- 2) To approve the distribution of the £2.5m allocation for 2021/22 from the £10m Highway Maintenance Pothole Fund, as detailed in Appendix A of the report.

To agree that the future reporting arrangements for this fund should form part of the Annual Highways Capital Programme Report to Cabinet.

Council then RESOLVED by 65 votes in favour and 0 votes against and 4 abstentions:

1. The addition of **£4.521m** to the capital programme to address capital funding requirements as set out in detail in capital Appendix 3, paragraph 4.2 of the report as follows:
 - £2.173m for the 2021-22 Highways project for the Foundry Bridge junction funded by the Department for Transport
 - £2.348m for the 2021-22 Highways project for the St. Stephens-

2. As a consequence of 1 above, to delegate:
 - 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 2.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To approve the allocation of capital receipts from the sale of Carrow House for the Norwich Western Link capital reserve. (Appendix 3 paragraph 3.6 of the report).
4. To approve the delegation of authority to the Executive Director of Adult Social Services to approve the utilisation Provider Risk and Resilience Fund (as described in Appendix 1, note 5.13 of the report) to support Adult Social Care (ASC) providers when the situation arises and in line with the criteria established for this fund.
5. To approve the delegation of the authority to the Director of Community Information and Learning in consultation with the Leader to approve the

utilisation of the Council's Hardship Board fund which was set up to address the unexpected consequences of the pandemic (as described in Appendix 1, note 5.11 of the report)

6. To note the period 4 general fund forecast revenue **balanced position**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
7. To note the COVID-19 funding available of **£71.280m**, including £19.274m brought forward from 2020-21;
8. To note the period 4 forecast 100% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
9. To note the forecast General Balances at 31 March 2022 of **£23.763m**.

To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

6.2 **Recommendations from Audit Committee**

The recommendation from the Audit Committee meeting held on 29 July 2021 was moved by Cllr Ian Mackie, Chairman of Audit.

Council RESOLVED in respect of the Audit committee meeting held on 27 July 2021 to direct the Executive Director of Finance and Commercial Services to formally 'opt in' with the Government's designated appointing person (in this case PSAA), as allowed under Section 17 of the Act, as the preferred option offering the greatest potential economic and efficiency savings.

7 **Cabinet Report (Questions to Cabinet Members)**

Cllr Andrew Proctor, Leader and Chair of Cabinet, moved the report of the Cabinet meetings held on 7 June, 5 July, 2 August and 6 September 2021.

Council **RESOLVED** to **AGREE** the reports.

7.1 **Question from Cllr Emma Corlett to Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention**

Cllr Emma Corlett said that as of last week 54 individual care packages were handed back by private providers since the 16th August 2021 and that there were over 600 people on the unmet needs list, including a resident in her division who was left unable to leave the house for several days and facing the humiliation of having to call the emergency duty number if they needed personal care. What action was the Cabinet Member taking to address the urgent issue of lack of care and to ensure that people's dignity was maintained, and their rights upheld?

In reply Cllr Bill Borrett said that the figure was 60 rather than 54 individual care

packages handed back and more than the whole of the previous year which gave an indication of the pressure that the system was under. There were currently some 630 people on the unmet needs list who received interim care which relied on family cooperation and permanent care that was arranged when packages became available. The individual care needs of people were being met in priority order and external factors such as the Covid -19 pandemic had impacted on this. The Cabinet Member said that he wished to take this opportunity to thank the staff for their hard work and commitment at this difficult time.

7.2 Question from Cllr Steve Riley to Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention

Cllr Steve Riley said that as the County Councillor for Aylsham he was only too aware of the local concerns raised by what had happened at Cawston Park. The way residents were let down and treated was so appalling and shameful that this had brought national condemnation as reported on national news. Given that 27% of Norfolk care homes failed to reach 'good' or 'outstanding' by the Care Quality Commission and care homes regularly close in Norfolk would the Cabinet Member consider reviewing and enhancing the Council's quality assurance procedures and team support to ensure that such events cannot happen again?

In reply Cllr Bill Borrett said that it was very important to make clear that the County Council had not commissioned services at Cawston Park, a private hospital commissioned by the CCG. The County Council had commissioned social care from the company's care homes across Norfolk and had made clear to those people who received such services that the Council could not recommend that they continued to do so given the manifest failings at their hospital. It was however for those individuals to make that decision for themselves and the Council would do all it could to assist those who wished to move elsewhere. Assisting private care providers to provide the best possible quality care remained high on the Council's agenda.

7.3 Question from Cllr Andrew Neale to Cllr Jamieson, Cabinet Member for Finance

Cllr Andrew Neale said that in July 2021 the Cabinet Member for Finance stated that "There can be no long-term solution to local authority funding without a long-term solution to adult social care funding." The funding of social care has been a problem that has been avoided by successive Governments, meaning that we are now at crisis point. The impact of this was seen in the September Cabinet report which demonstrated that the Council was well below target in 5 of its 6 metrics for adult social services. The Government's announcement that an increase in National Insurance would still be insufficient to adequately fund social care and would mean that people who were already on the breadline would pay disproportionately more. Would the Cabinet Member join the calls for a fairer and more sustainable settlement for social care funding?

In reply Cllr Jamieson said that the response of the Resources Committee of

the LGA on this matter was reported in the media. There was no doubt that Local Government needed more money. There were many additional burdens that the Council faced in this sector and changes of funding was part of this. Clarification was being sought from the Government as part of the comprehensive spending review which was due on 27 October 2021 and should explain the position in relation to social care.

7.4 Question from Cllr Ed Maxfield to Cllr Martin Wilby Cabinet Member for Highways, Infrastructure and Transport

Cllr Ed Maxfield asked if the County Council could next year communicate better with Parish Councils and local communities in advance of its grass and hedge cutting programme and allow for greater flexibility in its definition of where it would provide assistance than just for vision displays around road junctions?

In reply Cllr Martin Wilby said that the Council had a very good record on verge cutting and maintenance and would always work with others on schemes that they could take on to support the cutting of verges and hedgerows and the planting of wildflowers.

7.5 Question from Cllr Stuart Dark to Cllr Martin Wilby Cabinet Member for Highways, Infrastructure and Transport

Cllr Stuart Dark asked if given the recent support from the business community for the dualling of the A47 the Cabinet Member would join him in congratulating the Council on its declaration of a renewed campaign for recognition of the importance of infrastructure improvements across the county?

In reply Cllr Martin Wilby said that infrastructure improvements were crucial to Norfolk's prosperity. Cllr Wilby explained the infrastructure priorities of the Council going forward and asked for everyone to support the improvements to the A47 that were planned to improve its safety record and journey times,

7.6 Question from Cllr Alexandra Kemp to Cllr Martin Wilby Cabinet Member for Highways, Infrastructure and Transport

Cllr Alexandra Kemp asked what would be done to ensure that the in-house verge cutting teams had the flexibility that they needed to deal with issues concerning the cutting of the undergrowth from pathways in King's Lynn south and to review the contract to outsource this service so that the Council could use its own in-house teams where they were needed?

In reply Cllr Martin Wilby said that the Council had a good track record on this issue and would work with parish councils and local communities to support work on such issues where this was possible.

7.7 Question from Cllr Maxine Webb to Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention

Cllr Maxine Webb asked how many children, young people and adults had their respite cancelled in the last six months and how many had not had their respite

reinstated following Covid-19 and what were Cabinet Members doing about it?

In reply Cllr Bill Borrett said that all respite care facilities were open.

7.8 Question from Cllr Lucy Shires to Cllr Andy Grant Cabinet Member for Environment and Waste

Cllr Lucy Shires said that given that now more than 90% of councils in England have declared Climate Emergencies, was Cllr Grant embarrassed that Norfolk was still, as usual, lagging behind?

In reply Cllr Andy Grant said that the Council continued to act on what needed to be done rather than talk about it.

7.9 Cllr Jamie Osborn to Cllr Martin Wilby Cabinet Member for Highways, Infrastructure and Transport

Cllr Jamie Osborn asked why the local transport plan did not take account of the cumulative effect of road building programmes?

Cllr Martin Wilby in reply said that infrastructure improvements were a priority for the Council and that the Council had a good track record in this area.

7,10 Cllr Barry Stone to Cllr Greg Peck, Cabinet Member for Commercial Services and Asset Management

Cllr Barry Stone referred to the work that had been done on the Civic Suite which enabled Norfolk residents to watch Council proceedings in person and online and asked if the cabinet member wished to comment on this matter?

In reply Cllr Greg Peck said that he agreed with the comment made by Cllr Barry Stone and wished to place on record thanks to the Director of Property and all staff who had helped to complete a 20-months project in 8-months and under budget. This was particularly impressive in the middle of the Covid-19 pandemic and with staff and material shortages.

7.11 Cllr Terry Jermy to Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention

Cllr Terry Jermy said that the Government had mandated that staff who go in to CQC registered care homes must be double vaccinated. Any staff who had not yet had their first dose of vaccine would not be double vaccinated by the deadline. We were already in a social care staffing crisis. How many social care staff across Norfolk were not yet vaccinated, what would the impact be on continuity of care and what contingency was he putting in place to ensure there was no failure of care.

In reply Cllr Bill Borrett said that there were a few hundred people who had not had their vaccinations in time. The arrangements to deal with such situations were down to the employers of these people. The Council as one of the chief commissioners of services would do all it could to help facilitate that these people were double vaccinated.

7.12 Cllr Brian Watkins to Cllr Graham Plant, Deputy Leader and Cabinet Member for Growing the Economy.

Cllr Brian Watkins said that with rising food prices, increasing food shortages, energy firms collapsing, energy prices rising, petrol shortages, rising inflation and the huge number of job vacancies, do you agree with the comment by the Chief Executive of the New Anglia Local Enterprise Partnership at the Scrutiny Committee last week that Brexit has added to the economic problems caused by Covid?

In reply Cllr Graham Plant said that while there might be economic issues in the country in the lead up to Christmas the economy in Norfolk was going through a huge boost due to the influx of tourism. The Norfolk economy was in a strong position irrespective of Covid-19 and Brexit.

7.13 Cllr Ben Price to Cllr Andy Grant Cabinet Member for Environment and Waste

Cllr Ben Price said that nearly two years ago the County Council committed to become carbon neutral by 2030. At the Scrutiny Committee it had become apparent that the Council had not tracked the carbon emissions associated with the County Farms Estate and did not have a plan for reducing them. Why after 2 years did the Council not have a plan for meeting its carbon reduction targets?

In reply Cllr Andy Grant said that he would provide an answer outside of the meeting regarding the County Farms Estate and that the Council was dealing with the issue of carbon reduction in the way that it had said that it would.

7.14 Cllr John Ward to Cllr Greg Peck, Cabinet Member for Commercial Services and Asset Management

Cllr John Ward asked what the County Council position was about investing in commercial property outside of its geographical area which had achieved mixed results elsewhere?

In reply Cllr Greg Peck said that in recent years some Councils had made increased use of cheap borrowing to invest in this way even though the National Audit Office had warned that such income was high risk over the long term. The Government had recently changed the rules governing the purposes for which Councils could borrow money. Norfolk County Council had always only borrowed money for commercial investment that met its service requirements.

8 Committee Reports

Scrutiny Committee meetings held on meetings held on 23 June 2021 and 21 July 2021.

Cllr Steve Morphew, Chair, moved the report.

Following questions to the Chair of Scrutiny Council **RESOLVED** to note the report.

The Chair said that he would speak to the Leader outside of this meeting about the work of the Performance Review Panels that reported to the Scrutiny Committee.

Corporate Select Committee meetings held on 12 July 2021 and 13 September 2021

Cllr Kay Mason Billig, Vice Chair, moved the report.
Following questions, Council **RESOLVED** to note the report.

Infrastructure & Development Select Committee meetings held on 14 July 2021 and 15th September 2021

Cllr Barry Stone, Chair, moved the report.
Following questions, Council **RESOLVED** to note the report.

The Chair said that he would write to Cllr Kemp about when the next round of active travel funding would commence,

Cllr Osborn requested that the Committee consider the total inbuilt carbon emissions of the A47 and Norwich Western Link proposals at its next meeting. In reply Cllr Stone said that he hoped I&D would consider the total carbon emissions of these projects within the LTP4 policy before sending on to Cabinet and Council for approval.

People and Communities Select Committee meetings held on 16 July 2021 and 17 September 2021 (which was published with a supplementary agenda)

Cllr Fabian Eagle, Chair, moved the report.

Following questions, Council **RESOLVED** to note the report.

Health Overview and Scrutiny Committee meetings held on 15 July 2021 and 2 September 2021.

Cllr Alison Thomas, Chair, moved the report.

Following questions, Council **RESOLVED** to note the report.

Audit Committee meeting held on 29 July 2021

Cllr Ian Mackie, Chairman, moved the report.

In reply to questions Cllr Mackie said that he would take up with the Chief Internal Auditor after the meeting whether removing "RM028 - Risk of any failure to monitor and manage health and safety standards of third-party providers of services" was appropriate given the Cawston Park situation and report back to the Audit Committee on this matter.

Council **RESOLVED** to note the report.

Norfolk Records Committee meeting held on 23 July 2021

Cllr Chenery of Horsbrugh moved the report.

Council **RESOLVED** to note the report

Joint Museums Committee meeting held on 23 July 2021

Cllr John Ward, Chair, moved the report. Council **RESOLVED** to note the report.

Planning (Regulatory) Committee meetings held on 18 June 2021 and 30 July 2021

Cllr Brian Long, Chair, moved the report.

Council **RESOLVED** to note the report.

9 Proportional Allocation of Seats on Committees

9.1 The Leader of the Council, Andrew Proctor, moved the recommendation in the report.

9,2 Group Leaders commented on the report.

Council then AGREED

The allocation of Committee places set out in the report and noted that the Conservative Group had given up 1 place on the Pensions Committee to the Labour Group and 1 place on Planning (Regulatory) Committee to the Liberal Democrat Group.

10. Appointments to Committees, Sub-Committees and Joint Committees (Standard Item).

10.1 Council **RESOLVED** to note the following changes made under delegated powers since the last meeting:

a. To note any changes made under delegated powers since the last meeting:

(i) Cllr Brociek-Coulton to replace Cllr Rumsby on the Norfolk Joint Museums Committee.

(ii) Cllr Julian Kirk to replace Cllr Michael Chenery on Norfolk Health Overview and Scrutiny Committee

b. To consider any proposals from Group Leaders for changes to committee places or consequential positions:

**(iii) Cllr Robert Colwell to take up the vacancy on Planning
Regulatory Committee.**

11 Norfolk Youth Justice Annual Plan

- 11.1 Cllr John Fisher, Cabinet Member for Children's Services, introduced the Norfolk Youth Justice Annual Plan.

During discussion of the report the Cabinet Member agreed to provide detailed figures regarding numbers of ethnic minority young offenders and how they compared with the national situation.
Appendix C to the minutes refers.

- 11.2 Council **RESOLVED**

To approve the Norfolk Youth Justice Plan 2021-24.

12 Pay Policy Statement 2021-22

- 12.1 The Leader of the Council, Andrew Proctor, moved the recommendation in the report.

- 12.2 The Leader agreed to take up outside of the meeting how the Council applied the cost of living pay award for health workers who had moved employment from the NHS to the Council.

- 12.3 Council **RESOLVED by 49 votes in favour and 12 votes against and 4 abstentions:**

To agree the Pay Policy Statement 2021-22.

13 Local Government Boundary Commission Review

- 13.1 The Leader of the Council, Andrew Proctor, introduced the report.

- 14 It was noted that the Labour Group would be writing to the Boundary Commission separately to express their own views on this issue.

It was also noted that the Liberal Democrat Group did not support the Council's response.

Cllr Terry Jermy said that he did not support the Council response in relation to the village of Croxton in his own division.

Council RESOLVED

1. **Note the final recommended division boundaries as proposed by the Local Government Boundary Commission for England (LGBCE).**
2. **Note the response from the NCC Electoral Review Working Group (ERWG).**

15 **Motions**

15.1 **Protecting Norfolk Residents from Air Pollution from Incineration**

15.1.1 Cllr Kemp moved the amended version of the motion duly seconded by Cllr Jamie Osborn

15.1.2 The motion was then debated and put to a recorded vote (Appendix A).

With 21 votes in favour, 39 votes against and 7 abstention, the motion was LOST.

Chairman's Remarks—Duration of the Meeting

At this point in proceedings the Chairman pointed out that in accordance with the Constitution unless the Council passed a motion to extend the meeting beyond 3 hrs the meeting would end in 15 minutes time.

Cllr Steve Morphey moved duly seconded by Cllr Jamie Osborn that the meeting be extended for a further 1 hour.

On being put to the vote the motion was LOST, there were 20 votes in favour and 44 votes against.

The Chairman then said that the meeting would end at 1.35 pm.

15.2 **Footpaths**

15.2.1 Cllr Steffan Aquarone moved the motion as set out in the report duly seconded by Cllr Tim Adams.

15.2.2 **On being put to the vote the motion was LOST, there were 20 votes in favour and 44 votes against and 2 abstentions.**

15.3 **The Glasgow Food and Climate Declaration**

15.3.1 Cllr Emma Corlett moved the motion as set out in the motions report duly seconded by Maxine Webb.

15.3.2 Cllr Andy Grant moved as an amendment duly seconded Cllr Maxine Webb

To refer this matter for consideration at an Environmental Services Working Group in anticipation that it would be reported back to the next meeting of Council.

16 **Remaining Motions**

16.1 The Chairman asked the Council to agree whether to refer back the remaining motions on the agenda to the next meeting of the Council.

On being put to the vote this was LOST, there were 17 votes for, 43 votes

against and 5 abstentions.

Council noted that while the motions had not been held over to the next meeting they could be resubmitted.

17 To answer questions under Rule 8.3 of the Council Procedure Rules (if any received).

17.1 Council noted the following question which was submitted by Cllr Webb:

“I note the Department for Education’s “Skills For Jobs” consultation and a new Skills Fund proposal which will restrict funding to Adult Learning courses with an employment outcome only. With the potential in Norfolk for over 4,500 lost learner registrations per academic year in free courses such as Family Learning, Healthy lifestyle, mental wellbeing, living skills, Lipreading and British sign language, will the Cabinet Member for Communities and Partnerships submit a formal response to the consultation, write to the Secretary of State for Education to make clear the impact of these proposals on Norfolk’s most vulnerable residents and lobby all Norfolk MPs to raise this issue before the consultation closes on 7th October 2021?”

17.2 Cllr Margaret Dewsbury agreed to respond in writing to the question.

18 The Chair then ended by thanking everyone who had attended the meeting.

The meeting ended at 1.35 pm.

Chairman



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Motion 1: Protecting Norfolk Residents from Air Pollution from Incineration

Alteration to motion:

Proposer: Cllr Alexandra Kemp

Seconded: Cllr Jamie Osborn

65,000 West Norfolk Residents voted no to an incinerator in South Lynn in the Borough Council poll. Now Medworth (MVV UK) wish to build a Waste Incinerator Facility in Wisbech, just 13 miles upwind of King's Lynn and the Wash ~~triple SSSSI~~. It is outrageous and undemocratic that Medworth are refusing to consult with the people of King's Lynn, despite requests from local councillors. Air Pollution knows no boundaries.

~~Burning waste produces emissions and destroys precious resources like fossil fuels.~~
Burning waste produces CO2 emissions. Incineration of 1 tonne of municipal waste (MSW) is associated with the release of about 0.7 to 1.7 tonnes of carbon dioxide, on average, meaning it generates proportionately more CO2 pollution even than some fossil fuel sources. Reports have stated that continued promotion of "waste-to-energy" incineration is incompatible with the targets of decarbonisation set out in the Paris Agreement. Furthermore, the opening of the Wisbech Incinerator would mean at least 386 lorry movements to and from the site every day, locking-in carbon emissions from transport.

Incineration produces air pollution. Even the most advanced technologies cannot guarantee the capture of all particulate matter (fine pollutants) from burning waste, with the emissions of dioxins, heavy metals and particulate matter unavoidable. So air, soil and water can be contaminated and pollutants can enter the food chain.

Even if all recyclables like metals, wood, paper, glass are removed, incinerators still encourage the burning of plastics ~~and consequent depletion~~. More than half of finite oil resources, which waste that is currently incinerated could be prevented by alternative packaging recycled or reuse composted.

~~The incinerator will increase Climate Change as it will act as a perverse incentive not to reduce residual waste or carbon emission producing processes like crude oil extraction.~~

~~The World is embracing Zero Waste so~~

Incineration is a backwards step in regards to efforts to reduce waste. "Waste-to-energy" is often described as a good way to extract energy from resources, but this forgets that if the waste burnt is capable of being recycled, its destruction is contrary to the Circular Economy and the fundamental principles of the waste hierarchy, Prevent, Reduce, Reuse, Recycle.

Burning waste creates fewer employment opportunities than recycling Incinerators offer relatively few jobs when compared to recycling. The

large footprint of a huge Incinerator could produce more jobs if it were a manufacturing space.

1. This Council does not support the construction of an incinerator in Wisbech, because of its impact on West Norfolk and on Climate Change.

2. This Council will write to the Secretary of State to make clear our opposition to the plan.

Norfolk County Council
Date: 27 September 2021

AGENDA ITEM NUMBER 11: RECORDED VOTE

	For	Against	Abstain			For	Against	Abstain
ADAMS Timothy	x				MACKIE Ian		x	
ADAMS Tony		x			MASON BILLIG Kay		x	
ANNISON Carl		x			MAXFIELD Ed	x		
AQUARONE Steffan	x				MIDDLETON Graham			x
ASKEW Stephen		x			MORIARTY Jim	x		
BAMBRIDGE Lesley			x		MORPHEW Steve	x		
BENSLY James		x			NEALE Paul	x		
BIRMINGHAM Alison	x				OLIVER Rhodri			
BORRETT Bill		x			OSBORN Jamie	x		
BOWES Claire		x			PECK Greg		x	
CARPENTER Penny			x		PLANT Graham		x	
CLANCY Stuart		x			PRICE Ben	x		
COLWELL Robert	x				PROCTOR Andrew		x	
CONNOLLY Ed		x			RICHMOND Will		x	
CORLETT Emma	x				RILEY Steve	x		
DALBY Michael		x			ROPER Dan			
DARK Stuart			x		SANDS Mike	x		
DAWSON Chris			x		SAVAGE Robert		x	
DEWSBURY Margaret		x			SHIRES Lucy	x		
DIXON Nigel		x			SMITH Carl		x	
DUFFIN Barry		x			SMITH-CLARE Mike	x		
DUIGAN Phillip		x			STONE Barry		x	
EAGLE Fabian		x			STOREY Martin			
ELMER Daniel		x			THOMAS Alison		x	
FISHER John		x			THOMSON Vic		x	
FITZPATRICK Tom		x			VARDY Eric		x	
GRANT Andy		x			VINCENT Karen			x
GURNEY Shelagh		x			WALKER Colleen	x		
HEMPSALL Lana		x			WARD John		x	
HORSBRUGH Michael Chenery of		x			WATKINS Brian	x		
JAMIESON Andrew		x			WEBB Maxine	x		
JERMY Terry	x				WHITE Tony		x	
JONES Brenda	x				WHYMARK Fran		x	
KEMP Alexandra	x				WILBY Martin		x	
KIDDIE Keith		x						
LONG Brian			x					

For	21
Against	39
Abstentions	7

LOST / CARRIED

Appendix C Response to Questions at Full Council –Minute 11 refers

I would like to offer an opportunity to those Councillors who raised questions to join us for a session during which we can brief them on the YOT's work.

In response to specific questions:

Questions from Councillors Shires, Smith-Clare re: funding

Over a number of years an operational budget deficit has arisen due to;

1. Reduction in some partner contributions
2. Loss of time-limited external funding sources
3. No ongoing inflationary uplift from partners
4. Reductions in nationally determined contributions
5. A level of increased demand

At the Norfolk Youth Justice Board on 27 September 2021 a proposal was put to the Board that included some back-office efficiencies, change in some roles, request for a statutory partner cash uplift for 2022/23, and an ongoing percentage increase in funding from 2023/24. The proposal was accepted and will help to ensure the YOT can continue to operate whilst fulfilling its statutory obligations and focusing on diverting children from the Youth Justice system.

Questions from Councillors Shires, Smith-Clare re: data/throughput

The table (A) below shows the throughput of community cases since 2014/15. The table does not include the number of custodial cases (see Table B), pre-sentence support (bail /intensive support packages), Criminal Behaviour Orders and Sexual Harm Prevention Orders.

Table A also shows that our diversion activity has grown significantly since the implementation of our diversion project 'Challenge 4 Change' and statutory cases have reduced over time. The impact of our diversionary activity is smaller numbers of young people moving into the statutory system from which our reoffending rate is determined by the Youth Justice Board.

Every child who might have previously received a first youth caution is offered the opportunity to engage voluntarily with Norfolk YOT rather than receive a formal disposal outcome and therefore avoid having a criminal record. Without this initiative all of these children would become a first-time entrant to the youth justice system, which would impact adversely on their life opportunities and outcomes.

In the first three months of the 2021/22, the numbers of new cases suggest that the volume of work is beginning to return to pre-pandemic levels, and there are early indications that diversion work is increasing week on week with a potential higher level of demand to previous years.

Table B shows the numbers of children receiving custodial sentences including their ethnicity. This demonstrates that the number young people in custody has halved since 2017/18, and we will be undertaking a deep dive into any disparity based on ethnicity as a key priority in YOT's 2021-24 plan.

Table A: Voluntary and statutory interventions in the community

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21 (Covid)	2021/22 Q1
Early help	71	115	88	102	76	60	31	2
Diversion	N/A	246	290	318	382	420	264	78
Youth Caution	118	46	23	22	24	24	41	11
Youth Conditional Caution	104	111	63	65	46	50	41	
Referral Order	185	183	173	152	135	97	87	20
Youth Rehabilitation Order	111	95	80	95	81	52	36	4
Totals	589	796	717	754	744	703	500	123

Table B: Numbers of Children sentenced to custody including ethnicity

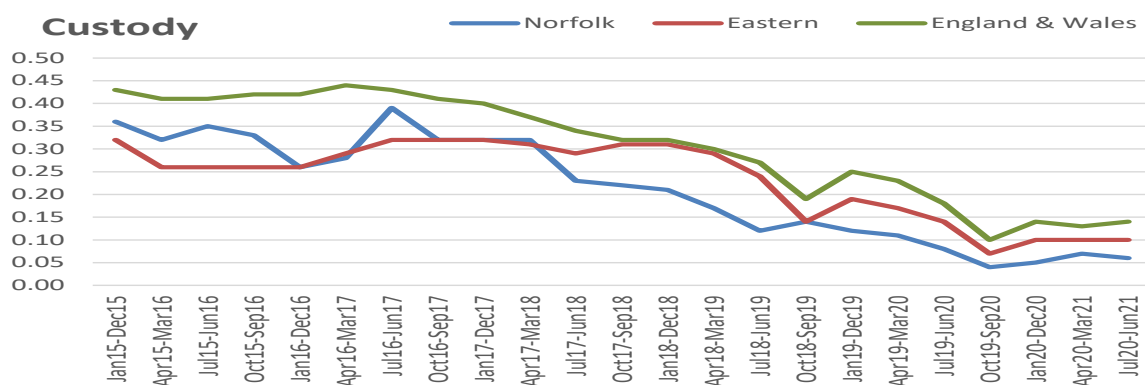
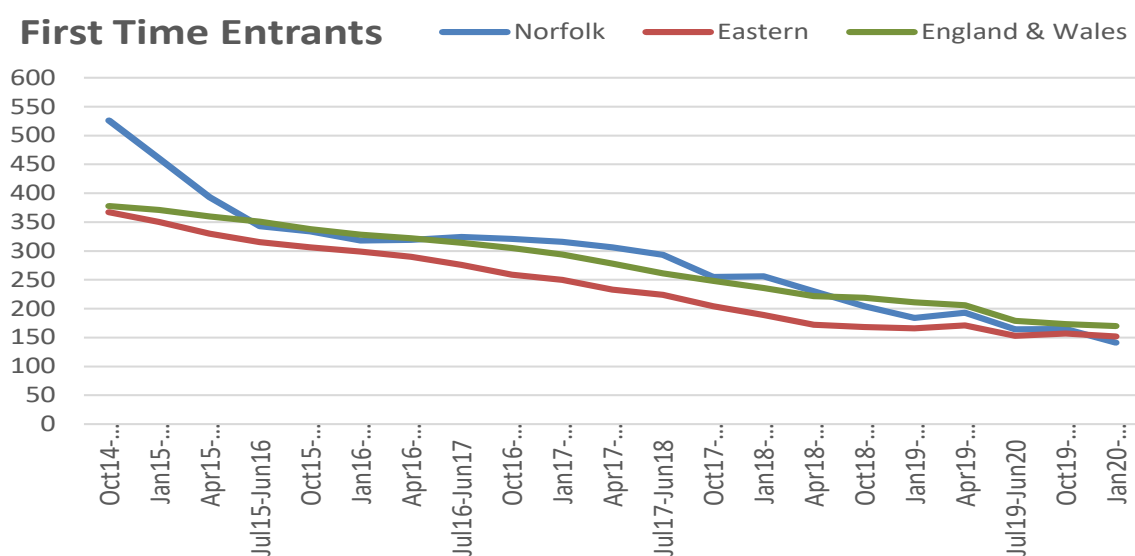
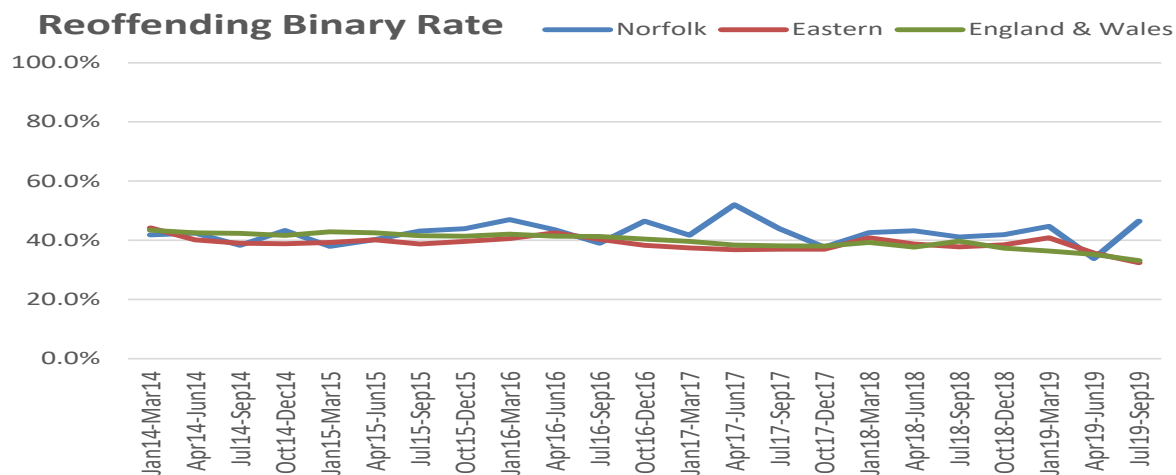
	Number of individual children						
Intervention v ethnicity 2017-18	Asian or Asian British	Black or Black British	Mixed	Unknown	White	Total	Total BAME
Detention and Training Order (DTO) / Custody	1	-	-	-	15	16	1
Percentage of Total %	6.25	-	-	-	93.75	100	6.25
	Number of individual children						
Intervention v ethnicity 2018-19	Asian or Asian British	Black or Black British	Mixed	Unknown	White	Total	Total BAME
DTO / Custody	-	-	1	-	6	7	1
Percentage of Total %	-	-	14.3	-	86.7	100	14.3
	Number of individual children						
Intervention v ethnicity 2019-20	Asian or Asian British	Black or Black British	Mixed	Unknown	White	Total	Total BAME
DTO / Custody	-	1	-	-	7	8	1
Percentage of Total %	-	12.5	-	-	87.5	100	12.5

Latest Performance Figures including reoffending.

Reoffending rates, whilst not where we would want them, it is worth noting that it includes those children who receive outcomes at Court such as Discharges and Fines. These children may not be involved with Norfolk YOT but if they commit a further offence, they are counted in the reoffending rate.

We are successful in avoiding sending children to custody and compare well with our family of YOTs and the region.

Our first-time entrant rate is continuing to reduce and also compares well with other YOTs. Our diversion work is the critical factor in this reduction. There is an associated impact on the level of children who go on to receive a statutory disposal.



Question from Councillor Kemp re: disparity

Understanding and addressing disparity in the Youth Justice System is a national and local priority and one of eight priorities in the 2021-24 plan. The paragraph below shows the high-level actions which will be supported by a more detailed delivery plan of activity and actions.

2021-24 Priority: Reduce disparity in the youth justice system

Purpose: Ensure that the 'child first' culture is built into the youth justice system, so that all agencies take responsibility for understanding every child's background and experiences and take appropriate actions to minimise disparity

Proposed Areas of Activity:

- To establish a multi-agency group responsible for the development of a local joint disparity protocol and scrutiny of outcomes and processes
- To ensure staff are skilled in identifying and eliminating bias in respect of all decisions (includes training, induction processes etc)
- Understand the terminology used and how we differentiate between groups (including Gypsy, Roma, Traveller) to help us understand any disparity
- Collect and analyse data to understand where disparity is occurring

Quarterly reports on progress/proposals will be presented to the Norfolk Youth Justice Board.

Procedure for Leader's Question Time

In order to give as many people as possible the opportunity to put a question to the Leader, questions should be asked succinctly and in a business-like manner. They should not be preceded by lengthy preambles. Similarly, answers should be given succinctly, to make sure there is sufficient time for a reasonable number of questions to be dealt with. The Chair will be prepared to intervene if they consider this principle is not being adhered to.

Agenda Item 5 – Questions to the Leader of the Council

Questions to the Leader will be a 15-minute session for questions relating only to the role of Leader.

1. Questions to the Leader must be relevant to matters for which the Council has powers or duties. Members do not need to give prior notice of what they plan to ask and the Chair's ruling as to relevance of questions will be final. If the Leader cannot give an immediate answer or feels that a written answer would be more helpful or appropriate, then the questioner will receive a written reply and this will be published to all members and to the public via the minutes. The Leader may ask Cabinet Members to answer questions where appropriate.
2. The Chair will begin Leader's Question Time by inviting the Leader of the Labour Group to ask the first question. All Group Leaders may delegate the asking of their question to another member of their Group. There is no right to ask a supplementary question.
3. After the first question has been answered, the Chair will invite the Leader of the Liberal Democrat Group to ask a question.
4. When the second question has been answered the Chair will invite the Leader of the Green Group to ask a question.
5. When the third question has been answered, the Chair will invite and select a member of the Independent Group to ask a question.
6. When the fourth question has been answered, the Chair will invite a Member of the Conservative Group to ask a question.
7. When the fifth question has been answered, the Chair will invite Cllr Alexandra Kemp (Non-aligned Member) to ask a question.
8. If the 15 minutes has not expired, the Chair will then invite questions from Group Members in the following order:

Labour Group
Liberal Democrat Group
Green Group
Independent Group

Conservative Group

Following round:

Labour Group

Liberal Democrat Group

Green Group

Conservative Group

9. The session will be timed by Democratic Services officers. If a question is being asked at the point time is up, the Chair will allow the question to be completed and the answer to be given.

Recommendations from the Cabinet Meetings held on 4 October and 8 November 2021

A: Meeting held on Monday 4 October 2021

1. Strategic Property Asset Management Framework 2021/22 – 2026/27

- 1.1 Cabinet received the report outlining the new Strategic Property Asset Management framework required to replace the Asset Management Plan; its adoption would meet the needs and requirements of the County Council by helping to establish the rules, culture, behaviours and key principles for the management and exploitation of the property portfolio.
- 1.2 Cabinet **RESOLVED** to recommend to Full Council the adoption of the Strategic Property Asset Management Framework as detailed in Appendix 1 of the report.

2. Annual Review of Norfolk Adoption Service 2020- 2021

- 2.1 Cabinet received the report updating Cabinet Members on the performance of and outcomes achieved by Norfolk's Adoption Service.
- 2.2 Cabinet **RESOLVED** to endorse the Statement of Purpose for the Norfolk Adoption Service for year 2020/21 and recommend it to Full Council for adoption as part of the Council's Policy Framework

3. Annual Review of Norfolk Fostering Service

- 3.1 Cabinet received the report updating Cabinet Members on the performance of and outcomes achieved by Norfolk Fostering Service.
- 3.2 Cabinet **RESOLVED** to endorse the Statements of Purpose for Norfolk Fostering Service and recommend it to Full Council for adoption as part of the Council's Policy Framework and to comply with the Care Standards Act 2000 and Fostering Regulations 2011.

4. Finance Monitoring Report 2021-22 P5: August 2021

- 4.1 Cabinet received the report giving a summary of the forecast financial position for the 2021-22 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2022, together with related financial information.
- 4.2 Cabinet **RESOLVED**
1. To recommend to County Council the addition of £3.952m to the capital programme to address the capital funding requirements as set out in detail in Capital Appendix 3, paragraph 4.2 in the report, as follows;
 - £3.952m for the 2021-22 Local Full Fibre Network funded by the Department for Culture, Media and Sport (DCMS)

2. Subject to County Council approval of recommendation 1 above, to delegate:
 - 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 2.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To note the update on the budget setting process for 2022-23 as set out in Appendix 4 of the reoprt
4. To agree in principle to submit a request to form a Business Rates Pool with Norfolk District Councils for 2022-23 as set out in Appendix 4 section 2.3 in the report, and delegate a final decision on pooling for 2022-23 to the Leader in consultation with the Executive Director of Finance and Commercial Services.
5. To note the period 5 general fund forecast revenue **balanced position**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;

6. To note the COVID-19 funding available of **£72.466m**, including £19.274m brought forward from 2020-21;
7. To note the period 5 forecast 95% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
8. To note the forecast General Balances as at 31 March 2022 of **£23.763m**.
9. To note the expenditure and funding of the revised current and future 2021-25 capital programmes, including the update from the Better Broadband project in Appendix 3, section 1.11 in the report; highlighting the receipt of rebates to date which will effectively remove the need for the £11m external borrowing earmarked to fund this project. Next month's report will reflect this reduction in external borrowing requirement in Appendix 3 of the report.

[Please click here to view the reports considered by Cabinet at its meeting on 4 October 2021 and the minutes of that meeting](#)

B: Meeting held on Monday 8 November 2021:

1. Better Together, for Norfolk 2021-25

- 1.1 Cabinet received the report introducing the refreshed Norfolk County Council strategy "Better Together, for Norfolk 2021-2025" which made clear the Council's intent and represented the Council's strategic priorities.

1.2

Cabinet RESOLVED

1. To approve the Norfolk County Council strategy "Better Together, for Norfolk 2021-2025" as set out in Appendix 1 of this report
2. To recommend the strategy to Full Council, to be adopted as part of the County Council Policy Framework.

2. Finance Monitoring Report 2021-22 P6: September 2021

- 2.1 Cabinet received the report giving a summary of the forecast financial position for the 2021-22 Revenue and Capital Budgets, General Balances, and the Council's Reserves as at 31 March 2022, together with related financial information.

2.2

Cabinet RESOLVED

1. To recognise the approval by County Council of the recommendation to fund the following Highways projects:
 - £10m for the new Pot Hole Fund for Highways spread across 4 years (as set out in Appendix 3 – Table 1)
 - £1m for the Road Safety Community Fund to be funded by the County Council (as set out in Appendix 3)

2. To recommend to County Council the net addition of £1.724m to the capital programme to address capital funding requirements as set out in detail in capital Appendix 3, paragraph 4.1.
3. Subject to County Council approval of recommendation 2 and given County Council approval of recommendation 1, to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
4. To recognise the period 6 general fund forecast revenue **net overspend of £3.379m**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
5. To note the COVID-19 funding available of **£84.027m**, including £23.381m brought forward from 2020-21;
6. To recognise the period 6 forecast of 95% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
7. To note the forecast General Balances as at 31 March 2022 of **£23.763m**.
8. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

[Please click here to view the reports considered by Cabinet at its meeting on 8 November 2021 and the minutes of that meeting](#)

**Cllr Andrew Proctor
Chairman, Cabinet**

County Council

Item No:6.1.1

**Report Title: Strategic Property Asset Management Framework
2021/22 - 2026/27**

Date of Meeting: 29 November 2021

**Responsible Cabinet Member: Cllr Peck (Cabinet Member for
Commercial Services & Asset Management)**

Responsible Director: Simon Hughes, Director of Property

Executive Summary

A new Strategic Property Asset Management Framework is required to replace the Asset Management Plan and its adoption will ensure it meets the needs and requirements of the County Council by helping to establish the rules, culture, behaviours and key principles for the management and exploitation of the property portfolio.

Recommendation

County Council is asked to adopt the Strategic Property Asset Management Framework 2021/22 - 2026/27 as detailed in Appendix 1.

1.0 Background and Purpose

- 1.1. The County Council's current constitution recognises the value of an asset management plan and notes it is part of the council's policy framework (Constitution Article 4). The Executive Director of Finance and Commercial Services is responsible for preparing the asset management plan (Appendix 15: Financial regulations). The actual work to prepare, update and annually review the plan is the responsibility of the Director of Property.
- 1.2. The current asset management plan covers 2016 - 2019 and was approved by Policy and Resources committee at their meeting on 31 May 2016 and endorsed by the County Council on 25 July 2016. Business and Property committee subsequently reviewed the plan at their meeting on 20 June 2017.
- 1.3. The council continued to follow the asset management plan's principles, which remain relevant until a replacement was put in place.

- 1.4. The term “Asset Management Plan” is now replaced by the term Strategic Property Asset Management Framework, as the concept of a framework is now considered best practice.
- 1.5. At the Corporate Select Committee in January 2020 it was agreed to form a task and finish Member working group to assist officers in developing a new Strategic Property Asset Management Framework.
- 1.6. Several workshops were held with the working group in 2020, supported by The Chartered Institute of Public Finance and Accountancy (CIPFA). These workshops examined best practice in creating a framework and enabled the working group to shape the themes to be included.

2.0 Proposals

- 2.1. To build on previous good practice and to ensure the County Council can continue to deliver best value in its property assets, it is proposed that a new 5-year (2021/22 - 2026/27) Strategic Property Asset Management Framework is adopted (see **Appendix 1** for the proposed framework).
- 2.2. The framework has a strong link to the county council’s priorities and its business plan. The Action Plan that will follow adoption of the framework by the County Council will be regularly reviewed and will form the basis for reporting performance and regularly updated to reflect the Council’s prevailing requirements.

3.0 Impact of the Proposal

- 3.1. Whilst it is true a good asset management framework does not necessarily make an organisation good at asset management, Norfolk County Council (NCC) has a good record of having robust property policies, strategies, processes and systems in place that has guided the use and exploitation of the whole of the property estate.
- 3.2. Asset management is about supporting the delivery of the council’s strategic goals and objectives using property assets which is a key resource.
- 3.3. The following is some advice from the Chartered Institute of Public Finance Accounting:

“Asset management is a part of resource and business planning. It is setting a vision of where you want to be, and mapping out the journey to that place, identifying where value can be added and where investment is needed to achieve objectives. For most organisations this involves the adoption of a written asset management framework”
- 3.4. This is further supported by The Royal Institution of Chartered Surveyors (RICS Strategic public sector property asset management, 3rd edition, September 2021) who provide this additional definition:

“Strategic asset management can be defined as the activity of aligning property assets with the strategic aims and direction of the organisation and adding both financial and non-financial value to the organisation as a result.”

- 3.5. There is continual engagement with services to understand their property requirements and much of the framework reflects ‘service needs’, where the property helps to deliver critical service functions across the County. For example, the framework will help in the delivery of Children’s Services and Supported Housing for Adults Services.

4.0 Evidence and Reasons for Decision

- 4.1. The County Council’s current constitution recognises the value of an asset management plan and notes it is part of the council’s policy framework (Constitution Article 4).
- 4.2. The current asset management plan is now out of date and the Council requires a new framework.

5.0 Alternative Options

- 5.1. An asset management plan (now called Strategic Property Asset Management Framework) is a requirement of the County Council’s constitution.
- 5.2. An alternative option course would be to ask officers and Members of the Corporate Select Committee to produce an alternative draft strategic property asset management framework.

6.0 Financial Implications

- 6.1. The framework’s overarching aim is to maintain and develop an economic, efficient, and effective property and land portfolio.
- 6.2. The development of new strategies contained within the framework will be fully costed and met through general expenditure or through funding requests.

7.0 Resource Implications

- 7.1. **Staff:** There are no staff implications on adopting the framework.
- 7.2. **Property:** As described in the earlier parts of this report and in the new Strategic Property Asset Management Framework 2021/22 - 2026/27.
- 7.3. **IT:** There are no implications on adopting the framework.

8.0 Other Implications

- 8.1. **Legal Implications:** The framework will become part of the policy framework for the council following adoption by the County Council.

- 8.2. **Human Rights implications:** There are no implications on the adoption of the framework by the County Council
- 8.3. **Equality Impact Assessment (EqIA):** The Strategic Asset Management Framework ensures that the County Council will meet its statutory responsibilities including the Equality Act.
- 8.4. **Data Protection Impact Assessments (DPIA):** There are no implications on the adoption of the framework by the County Council.
- 8.5. **Health and Safety implications:** The Strategic Asset Management Framework ensures that the County Council will meet its statutory responsibilities regarding health and safety and property.
- 8.6. **Sustainability implications:** The Strategic Property Asset Management Framework outlines strategies on how sustainability will be improved across the property portfolio.

9.0 Risk Implications/Assessment

- 9.1. Although the current asset management plan is out of date, the majority of the principles of asset management remain current.
- 9.2. However, a new framework better articulates how the Council will meet its objectives in its current business plan through the management of its property assets.

10.0 Select Committee comments

- 10.1. The Corporate Select Committee resolved to endorse the draft Strategic Property Asset Management Framework and recommended that it was developed into a final draft and submitted to Cabinet. Cabinet subsequently recommended adoption of the Framework by the County Council.

11.0 Recommendation

- 11.1. County Council is asked to adopt the Strategic Property Asset Management Framework 2021/22 - 2026/27 as detailed in **Appendix 1**.

Officer Contact

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

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\\norfolk.gov.uk\ncodfs1\CorporateProperty\CPT ADMIN & MANAGEMENT\Meetings & Groups\Committees\Full Council\21.11.29\29.11.21 Full Council Strategic Property Asset Management Framework (JB) FINAL 1.0.docx

**Appendix 1 - Strategic Property Asset Management Framework
2021/22 - 2026/27**

Appendix



Norfolk County Council

Strategic Property Asset Management Framework 2021/22 to 2026/27

Introduction

Greg Peck - Cabinet Member for Commercial Services and Asset Management

I am delighted to present this Strategic Property Asset Management Framework which officers have developed to provide direction for the management of our land and property portfolio.

The County Council is focused on ensuring our land and property assets are used to support our vision for Norfolk working with our partners by:

- Focusing on inclusive growth and improved social mobility.
- Encouraging housing, infrastructure, jobs, and business growth across the county.
- Developing our workforce to meet the needs of the sectors powering our local economy.
- Working to reduce our impact on the environment.



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1. Introduction to the Strategic Property Asset Management Framework

1.1 What is strategic property asset management?

The Royal Institution of Chartered Surveyors published in September 2021 a 3rd edition of their guidelines for public sector asset management. In the guidelines they have provided the following updated definition:

“Strategic asset management can be defined as the activity of aligning property assets with the strategic aims and direction of the organisation and adding both financial and non-financial value to the organisation as a result.”¹

There are variations of this definition but generally the theme is always the use of property assets to support what an organisation or company does.

In Norfolk County Council's setting, the Strategic Property Asset Management Framework supports it to deliver the priorities and outcomes detailed in its corporate plan Together, for Norfolk.

1.2 The Strategic Property Asset Management Framework

This framework uses a best practise approach developed by the Chartered Institute of Public Finance and Accountancy (CIPFA) and was developed through a Member working group.

There are three elements to the framework:

The property asset management policy	this identifies the policy objectives
The property asset management strategies	this sets the direction for delivering the objectives
The property asset management action plan	this sets out how that objectives will be delivered

It is expected that the policy and strategies will remain constant for the lifetime of the current framework, adapting to any changes to the Councils overall objectives and corporate plan.

The annual action plan will be a separate document that will be regularly reviewed and will form the basis for reporting performance and regularly updated to reflect the Council's prevailing requirements.

¹. RICS Strategic public sector property asset management, 3rd edition, September 2021

2. Norfolk County Council – Overview

- 2.1** The Council plays a leading role in ensuring that Norfolk has a growing economy, thriving people, and strong communities.
- 2.2** In June 2019, the Council launched Together, for Norfolk, the County Council's business plan for 2019-2025. It outlines our priorities and how we will work with partners to boost the economy, support our communities and protect our environment.
- 2.3** In February 2018, the Council adopted a vision, Caring for our county: A Vision for Norfolk in 2021, which sets out the Council's commitment to playing a leading role in:
- Building communities we can be proud of;
 - Installing infrastructure first;
 - Building new homes to help young people get on the housing ladder;
 - Developing the skills of our people through training and apprenticeships;
 - Nurturing our growing digital economy; and
 - Making the most of our heritage, culture and environment

3. The Property Portfolio

- 3.1** Norfolk County Council owns and occupies a large and diverse property portfolio that is held principally to support service delivery and policy objectives. Property is acquired or disposed of based on changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 3.2** In terms of size the portfolio consists of 1502 sites (as defined by a unique property reference number) where the County Council has a property interest ranging from small easements, through to leasehold and freehold ownership.²
- 3.3** As would be expected with a portfolio held to support service delivery, the majority of land and buildings within the portfolio are operational sites, such as:
- Adult Education Centres
 - Adult Social Care
 - Children's Services – schools, homes and centres
 - Fire Stations
 - Registrars' offices
 - Libraries
 - Norfolk Record Office
 - Museums
 - Economic Development
 - Public Transport sites
 - Waste Management sites
 - Highways Depots
 - Historic Buildings
 - Norfolk Trails
 - County Farms Estate
- 3.4** For capital accounting purposes the net book value of the portfolio as at 31 March 2021 is £649,869,000³, which includes assets under construction and surplus assets. The value is based on current use of those assets and represents a value for accounting purpose, rather than the value that might be realised from sales.

² Source: C2 property data base. Maintained by NPS on behalf of the County Council, as of 18 August 2021

³ Source: Draft Statement of Accounts 2020-21, NCC website as of 18 August 2021

4. Overall management arrangements

- 4.1** The NCC Corporate Property Team (CPT), part of the Finance and Commercial Services Directorate, is in the main responsible for the overall management of the County Councils property portfolio. CPT plan, organise and manage the property portfolio providing a strong corporate focus on achieving savings in property running costs, establishing the strategic direction, reporting to members and liaising with services.
- 4.2** Internally CPT is the corporate landlord managing buildings to an agreed corporate specification and taking overall responsibility for operational buildings. CPT is also responsible for all tenanted property, including the management and development of the County Farms estate.
- 4.3** The Corporate Property Team use a “single estate” approach to the property portfolio. There are continual reviews and updating of processes to support efficient property management across the Council, including commissioning of property services and using property data to improve performance. A significant amount of partnership working is undertaken, either through bilateral arrangements or through the One Public Estate (OPE) Programme. The County Council is a key partner in Norfolk OPE providing support to the OPE Partnership Board and the OPE projects being taken forward.
- 4.4** The effective management of the portfolio also delivers housing growth through the sale of appropriate surplus land and through its house building company Repton Property Developments Ltd.
- 4.5** Professional property services and the day-to-day management of buildings is carried out by the Council's strategic partners NPS Property Consultants and Norse Commercial Services. CPT provides the direction for NPS to ensure all commissioning of property services is controlled so it is aligned to corporate objectives and service priorities.

5. Roles and responsibilities

- 5.1** The Corporate Property Strategy Group (CPSG) is responsible for setting the broad strategy in asset management, with oversight of all strategic initiatives and the use of property. It has senior corporate and service representation; meets bi-monthly and is chaired by the Council's Corporate Property Officer (Director of Property).
- 5.2** Member input and engagement is critical, and the Director of Property has direct interaction with Members and is advised by the Cabinet Member for Commercial Services and Asset Management. This allows members to be kept informed of emerging property policy whilst also enabling them to challenge and steer issues. Full decision-making authority on all property matters is by the Council's Cabinet.

6. Strategic property asset management at Norfolk County Council

- 6.1** The County Council has adopted a “single estate” approach, whereby all property assets are identified as a corporate resource used for the benefit of the citizens of the County of Norfolk.
- 6.2** Property is an enabler for the delivery of effective services and as such requires on-going management and investment to ensure it remains fit for purpose. The overriding aim is to get the best value from the property estate. When property becomes an impediment to delivering quality services then it will be improved, re-used, or disposed of.
- 6.3** The overall public sector property portfolio in Norfolk is extensive and there is continued scope for working with partners across Norfolk to collaborate and optimise its use.
- 6.4** For some operational portfolios (such as, schools, libraries, fire stations etc.) the current footprint will be inherently connected to the service and this framework will support the ongoing reviews of service delivery in the county.
- 6.5** The County Council challenges the use of its property on an ongoing basis, reviewing the use and future needs of property assets for service delivery and there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to deliver its aims.
- 6.6** In the event of a property asset becoming surplus to an individual service need the Director of Property working with the Corporate Property Strategy Group (a Director led senior Officer Group representing all directorates) ascertains whether other service areas have an unmet need that could be addressed by re-using the property asset for that service. Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus and then they are disposed of. All capital receipts are allocated within the capital programme according to the Councils priorities or used to reduce debt.
- 6.8** For all disposals the Director of Property reviews options for maximising the receipt taking in to account the resources required, risks such as obtaining an alternative use in planning terms, possibly strategic retention for a longer-term benefit or direct sale to County Council owned companies for redevelopment in the expectation of enhanced income for the Council.
- 6.9** Once a disposal route has been selected this will be mainly through tender or auction. On rare occasions direct sale other than to a council owned company may be pursued, if there are demonstrable additional benefits to the County Council and helps it meet its objectives and policies.

Appendix A: Policy

To maintain and develop an economic, efficient and effective property and land portfolio which will:						
Policy aims	Be managed corporately to deliver the County Council's priorities	Support strong communities	Drive out inefficiencies and deliver value for money	Support housing, infrastructure, jobs and business growth	Reduce our impact on the environment	Join forces with our partners
Policy objectives	1.0 To manage property as a corporate resource to deliver the County Council's priorities	2.0 To provide the right property, fit for purpose, in the right place, to meet current service needs and to plan for the future	3.0 To provide a property portfolio that is, effective, efficient and economic; that optimises financial returns and commercial opportunities	4.0 To use land and buildings to stimulate housing, economic development and growth	5.0 To use and exploit the property portfolio sustainably	6.0 To promote partnership joint working where it will provide benefits for service delivery and in securing efficiencies
Behaviours	<p>Recognising that property is a corporate resource</p> <p>Managing all NCC properties through the Corporate Landlord</p> <p>Ensuring an effective balance between financial, commercial and service priorities</p> <p>Using property information to support evidence - based decision making</p> <p>Managing capital projects efficiently and effectively, and prioritised to support the Council's priorities</p> <p>Ensuring property is kept secure, safe to use and fulfils statutory requirements</p>	<p>Working with services to ensure that property is suitable and sufficient for service delivery and identify future needs</p> <p>Designing property space to be flexible and planned to respond to future need</p> <p>Hearing community views through service consultations, the local planning process, development control and Divisional Councillors</p>	<p>Managing property in accordance with corporate governance</p> <p>Managing and maintaining within budget constraints to ensure value for money</p> <p>Harness new ways of working and technology to deliver efficiencies</p> <p>Constantly seeking to optimise financial return and commercial opportunities</p> <p>Challenging the cost of property management activities to drive performance improvement</p>	<p>Using suitable surplus property assets to stimulate and support regeneration and inward investment</p> <p>Using suitable surplus property assets to support housing growth</p>	<p>Managing and improving retained property to reduce energy consumption</p> <p>Acquiring property to meet prevailing insulation standards.</p> <p>Ensuring new builds and developments meet the needs of the present without compromising the ability of future generations to meet their own needs</p>	<p>Working with other public services, voluntary and not for profit organisations to promote co-location and joint service delivery</p> <p>Working closely with all levels of local authorities in Norfolk to optimise the use of assets and drive savings</p>

Appendix B: Strategies

Strategic property asset management objective:

1.0 To manage property as a corporate resource to deliver the County Council's priorities.

How we will achieve this:

1.1 Continue to manage NCC properties through the corporate landlord model.

The Asset management plan 2016-2019 continued the concept of the corporate landlord model which has successfully centralised the majority of non-school estate related budgets, operational property management and activities within a central team – the Corporate Property Team. The corporate landlord model has reduced costs and ensured statutory compliance.

1.2 Provide a facility management regime that assures safety, statutory compliance and supports front line service delivery.

The corporate landlord model has provided a consistent proactive facilities management regime, focused resources on essential repairs and maintenance and provided a facilities life cycle replacement programme. The facilities management regime requires the support of an adequate building maintenance fund (BMF) to maintain statutory compliance and quality.

1.3 Ensure effective data for the entire property portfolio and develop key metrics to measure the performance of the property portfolio.

To ensure we fulfil our statutory obligations and actively manage the portfolio of properties efficiently, we will ensure effective and up to date data is maintained and utilised. Key metrics will be developed to help us further maximise the utilisation of the portfolio, to drive out cost and reduce our environmental impact.

1.4 Ensuring property capital projects are efficiently and effectively delivered and support the Council's priorities.

The Capital Strategy provides a framework for the allocation of resources to support the council's objectives. It gives a high-level overview of how capital expenditure and financing contribute to the provision of services and demonstrate that expenditure decisions are in line with service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. The Corporate Property Team will support the Corporate Accounting Team in the development of the council's capital strategy. We will also use industry standard programme and project management techniques to deliver capital projects.

Strategic property asset management objective:

2.0 To provide the right property, fit for purpose, in the right place, to meet current service delivery needs and to plan for the future.

How we will achieve this:

2.1 Lead property reviews with services to plan and deliver the properties they need to meet their policy objectives.

It is vital that the council's portfolio of land and buildings actively supports the delivery of services. A strategy of undertaking regular property reviews with services will help to ensure services have access to the buildings they require to deliver services and to support an effective balance between the council's financial, commercial and service priorities.

2.2 Work with Members and partners to identify opportunities for collaboration in the use, reuse and potential for meanwhile use of property.

Communities, through their locally elected councillors, often identify how council property and land can be used collaboratively to support the council's priorities. By providing publicly accessible data on the council's land and buildings we can help identify opportunities to utilise assets to further support the council's priorities.

Strategic property asset management objective:

3.0 To provide a property portfolio that is effective, efficient and economic; that optimises financial returns and commercial opportunities.

How we will achieve this:**3.1 Consolidate our office rationalisation to focus on key office hubs in the county.**

The Asset Management Plan 2016-19 outlined how the council was reducing the cost of its accommodation by rationalising the number of offices it needs, to focus on key hubs. The accelerated roll out of technology during the COVID 19 pandemic has fundamentally changed the way our staff work and their ability to work from home and other locations. The aim is to now consolidate the office rationalisation programme by vacating ancillary office accommodation, whilst fully utilising the key hubs.

3.2 Develop design principles for accommodation to ensure they support new ways of working and the flexible use of space.

With the adoption of new ways of working and new technology, the Corporate Property Team will work with services to develop design principles that ensures all our buildings and workplaces delivering front line services can support collaboration and effective service delivery.

3.3 Maintain an efficient and effective disposal programme of surplus land and buildings that realises the real value (best consideration) of the assets.

The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary to meet service and council priorities.

Once it is confirmed there is no further council requirement for a particular property, Cabinet is asked to formally declare it surplus to council use. Any surplus land and property is then marketed for sale through a disposal programme, generating a capital receipt or rental income. This process also provides reductions in the overall revenue cost of the operational property portfolio.

The process for disposing of surplus property and land is governed by the Council's constitution and financial regulations.

3.4 Undertake strategic management reviews of county farm estates

The County Farms team will review county farm estates to identify opportunities to consolidate holdings to provide viable farms of different sizes, to work with tenants to identify the contribution a farm can make to the council's wider policy objectives and to enable tenants to plan and invest in their businesses for the future. These reviews will identify any investment required to improve the infrastructure, buildings and storage capacity for crops as well as the potential for development land.

Strategic property asset management objective:

4.0 To use land and buildings to stimulate housing, economic development and growth.

How we will achieve this:

4.1 Support delivery of the 'Living Well: Homes for Norfolk' and supported living programme to accelerate extra care and specialist housing development across Norfolk.

By working closely with Adult Services, appropriate surplus council land will be proactively identified for disposal to provide for Independent Living (extra care accommodation) and specialist housing.

4.2 Facilitate housing growth by releasing public land and working with our partners to develop new sites for development.

Where land has been declared surplus, the Corporate Property Team will work closely with partners to dispose of the land to support local housing development. The one public estate strategy and central government initiatives, such as the land release fund, will be utilised to rationalise the councils' portfolio and release land for housing.

4.3 Continue to provide incubation and grow on space at council-owned sites at Scottow. Explore the opportunities for further incubation space on existing council-owned sites.

Scottow successfully provides business incubation and grow on space to support small business to grow and to succeed. When land and property is no longer required by services, the Corporate Property Team will work with Economic Development to consider whether sites can be used to provide additional incubation and grow on space to support small businesses.

4.4 Through our property development company "Repton Property Developments Ltd" we will support housing growth through the reuse of council assets.

Where surplus land is deemed viable, the council will sell land to its development company to build new homes.

4.5 Utilise NCC land and property to support the delivery of the council's Digital Norfolk Strategy.

We will work closely with Information Management Technology to assist in delivering their 10-year Digital Norfolk Strategy, utilising NCC property to enhancing service delivery through improved broadband and mobile coverage.

4.6 Review the use of Council owned land/property for green energy generation and storage.

As grid connections continue to improve in Norfolk, we will review the opportunity for green energy generation and storage on council owned land and property.

4.7 Promote the adoption and development of agricultural technology (Agri-Tech) across the County's Farms estate.

By working closely with partners such as New Anglia Local Enterprise Partnership and Agri-tech we will promote the adoption of agricultural technology amongst tenants of our county farms; supporting them to access opportunities to improve yields, the sustainable management of their farms and improving efficiencies.

4.9 Provide a means of entry and progression in farming for those who may not otherwise have the opportunity to farm on their own account.

The County Farms estate will provide a range of farm sizes, from smaller holdings to support new entrants, to larger estates to support progression and to encourage a variety of business models to support rural development and economic regeneration. New tenancies will be typically based on a period of 10 years (with breaks for appropriate cases), with preference given to applicants who meet the Council's tenant selection criteria whilst generating a return to the County Council.

Strategic property asset management objective:**5.0** Reduce our impact on the environment.**How we will achieve this:****5.1 Review the County Farm Estate considering the Agriculture Act 2020.**

The Agriculture Act 2020 replaces European Union subsidies with the Environmental Land Management Scheme (ELMS). We will review the management of the estate considering the changes introduced by the Act to ensure compliance, support for tenants to operate in the scheme and to identify opportunities to reduce our impact on the environment.

5.2 Develop an energy strategy for the council's property portfolio.

To help the council to achieve our aim of 'net zero' carbon emissions from the council's property portfolio by 2030, we will develop an energy strategy that will include implementation of energy efficiency measures, transitioning to fossil fuel free environments and carbon offsetting technologies.

Strategic property asset management objective:

6.0 To promote partnership joint working where it will provide benefits for service delivery and in securing efficiencies.

How we will achieve this:**6.1 Continue our delivery of 'One Public Estate'.**

The 'One Public Estate' concept has supported Norfolk local authorities and the National Health Service to come together to identify ways to share accommodation, release land and property, improve service delivery and to reduce costs. We shall continue with the strategy of delivering 'One Public Estate'



Norfolk County Council

County Council

Item No:6.1.2

Report Title: *Better Together, for Norfolk 2021-2025* – our Council strategy

Date of Meeting: 29 November 2021

Responsible Cabinet Member: Cllr Andrew Proctor (Leader and Cabinet Member for Strategy & Governance)

Responsible Director: Paul Cracknell, Executive Director for Strategy & Transformation

Executive Summary

Our corporate plan, ***Together, for Norfolk 2019-2025*** was launched in June 2019 and outlined our ambitions for the County and the plan that would deliver them. Aspects of the implementation of the council plan were impacted by the Covid pandemic, which led to a number of national lockdowns and during which the Council focused on responding to the crisis and providing direct support to individuals, families, communities, schools and businesses.

Through our experience in responding to the COVID-19 pandemic, our interaction with residents and partners, and analysis of the latest data, we know that our broad ambitions remain the same, but that we need a sharper focus on a specific set of critical priorities that will enable us to prioritise our activities. The strategy however, isn't simply about responding to issues and threats, but also about identifying opportunities and anticipating change, to create a competitive advantage for Norfolk.

The attached strategy, ***Better Together, for Norfolk 2021-2025***, does not even attempt to describe everything we do. It is a high level document, which makes clear our intent and represents the Council's strategic priorities. It will underpinned by a Corporate Delivery Plan, to be developed over the next 3-6 months and aligned to our Medium Term Financial Strategy.

Recommendations

To:

1. Adopt the refreshed strategy *Better Together, for Norfolk 2021-25* as part of the Council's Policy Framework

1. Background and Purpose

- 1.1. Norfolk County Council has traditionally developed a series of strategic plans which set out the administration's ambitions and priorities. The county plan is a part of the Policy Framework in NCC's Constitution and is underpinned by our budget, commissioning and service delivery.
- 1.2. The previous county plan Together, for Norfolk 2019-25 was endorsed by Full Council on 7 May 2019 and formally launched at the Norfolk Show on 26 June 2019. Its implementation however was interrupted by the pandemic with the country going into lockdown in March 2020 and services refocusing their activities and plans to respond to the crisis.
- 1.3. As the crisis developed, it became clear that its impacts would be significant, and a new plan would be needed in due course to respond to this in the medium-term. Norfolk County Council launched a number of initiatives to support businesses and people, such as the Norfolk Delivery Plan in July 2020 and the Hardship Plan in November 2020. As the country entered further lockdowns, and faced ongoing uncertainty, the council continued to focus on responding to the needs of the county.
- 1.4. In February 2021, the roll-out of a large-scale vaccination programme enabled the government to implement a phased approach to recovery. The local elections in May 2021 provided a further opportunity to refresh and reset our priorities for recovery and renewal, building on longer term ambitions.
- 1.5. This report introduces the refreshed Norfolk County Council strategy "*Better Together, for Norfolk 2021-2025*" which makes clear our intent and represents the Council's strategic priorities.

2. Proposal

- 2.1 The draft strategy is attached as **Appendix A**.
- 2.2 While the challenges facing the county are significant, there are also important opportunities presented at this time: to redefine the role of the council as a leader in the local system; to change the relationship between public services and communities; and to improve the services we provide and the way we provide them. The priority objectives and actions set out in this strategy seek to address these challenges and opportunities, support the county to emerge from the pandemic stronger and more sustainable, meet people's needs, and seize opportunities to embed positive change for the future. The strategy also seeks to respond to the government's policy agenda and priorities as outlined below .
- 2.3 The strategy is structured around these five key strategic and interlinking priorities:
 - A vibrant clean and sustainable economy
 - Better opportunities for children and young people
 - Healthy, fulfilling and independent lives
 - Strong, engaged and inclusive communities
 - A greener, more resilient future

- 2.4 It provides a clear roadmap, with a set of guiding principles, that defines the actions we will take and what we will prioritise to achieve our desired goals. It does not seek to describe everything we do, as our operating environment and financial management frameworks require us to continuously re-evaluate our options, plans and investment choices. It is however important to outline our ambition and priorities for the county, based on the challenges and opportunities that the pandemic has created.
- 2.5 The strategy will form the basis of developing a corporate delivery plan – a detailed internal plan which will identify the critical activities that will deliver the strategy, be aligned to the administration’s manifesto pledges and outline the resources and timescales for delivery.
- 2.6 In addition to corporate planning, the strategy will shape a Communications and Public Affairs Strategy and a strategic influencing plan, as well as inform our workforce plans.
- 2.7 Finally, we will use this as a basis for conversations with partners and communities across the county, through further Rising to the Challenge events, to mobilise around shared priorities and develop practical actions.

3. Impact of the Proposal

- 3.1. The strategy builds on our previous council plan, sharpening our direction of travel for the next 4 years. It is a clear statement of our intent to focus on recovery, and on achieving the renewal and resilience our county needs to be successful.
- 3.2. Within NCC, this refreshed strategy offers the opportunity for the leadership to agree common priorities and objectives, achieve organisational alignment against those, inform our investment choices and develop clear plans with meaningful metrics and performance indicators.
- 3.3. Outside of NCC, this strategy provides the platform and opportunity for further conversations with our partners and government on how we might work better together to achieve common goals, and action planning to deliver a better future for Norfolk.

4. Evidence and Reasons for Decision

- 4.1. There is significant evidence nationally of the impact of Covid-19 on individuals, communities and businesses. In Norfolk, the strategy and priorities are informed by:
 - National and local evidence on issues arising from the crisis
 - ONS and Public Health data on different impacts of Covid-19
 - Economic analysis by the Office of Budget Responsibility and the Bank of England
 - Strategic foresight analysis of future impacts of Covid based on emerging forecasts
 - Outputs of engagement events, such as the *Rising to the Challenge Together*, setting common priorities

- Feedback from nearly 1000 members of the Norfolk residents' panel survey
- Priorities and outcomes identified through strategic partnerships
- Priorities identified within departments and reflected in "plans on a page" developed in April 2021, and engagement with Department Leadership Teams
- The ambitions and goals defined by Cabinet and Executive Directors

The strategy also seeks to respond to the government's policy agenda, with, among others, a particular focus on:

- Levelling Up
- "Build Back Better: a plan for growth"
- Health & Care Bill 2021-22
- Net Zero emissions

5. Financial Implications

5.1. The financial context for the strategy will be set through our annual budget planning process and Medium Term Financial Strategy.

6. Resource Implications

6.1. **Staff: N/A**

6.2. **Property: N/A**

6.3. **IT: N/A**

7. Other Implications

7.1. **Legal Implications: N/A**

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

7.3. **Equality Impact Assessment (EqIA) (this must be included):**

A core purpose of ***Better Together, for Norfolk*** is to 'level up', to ensure that 'no community is left behind'. In compiling the strategy, a wide range of evidence was reviewed, to ensure that ***Better Together, for Norfolk*** gives due regard to equality, in relation to:

- Eliminating discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- Advancing equality of opportunity between people who share a relevant protected characteristic and people who do not share it;
- Fostering good relations between people who share a relevant protected characteristic and people who do not share it.

The priorities in ***Better Together, for Norfolk*** reflect the conclusions drawn from this analysis. The strategy is informed by the Council's Equality, Diversity and Inclusion Policy and the Digital Inclusion equality impact assessment.

A key delivery plan for ***Better Together, for Norfolk*** will be the Council's Equality, Diversity and Inclusion Plan, which sets out more detailed work to deliver actions to promote equality and tackle disadvantages in Norfolk.

7.4. **Data Protection Impact Assessments (DPIA): N/A**

7.5. **Health and Safety implications (where appropriate): N/A**

7.6. **Sustainability implications (where appropriate): N/A**

7.7. **Any Other Implications: N/A**

8. Risk Implications / Assessment

8.1. Without a coherent strategy and plan, the Council will not have a set of overarching corporate objectives to shape direction, financial choices, and activities. A strategic plan will further enable the Council to align its operating model to the longer term objectives, reducing the risk of silo working and allowing a smarter and more efficient deployment of resources.

9. Recommendations

To:

1. **Adopt the refreshed strategy *Better Together, for Norfolk 2021-25* as part of the Council's Policy Framework.**

10. Background Papers

10.1 [Together, for Norfolk - an ambitious plan for our County 2019-2025](#)

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

Appendix



Norfolk County Council

► BETTER TOGETHER, FOR NORFOLK.

NORFOLK COUNTY COUNCIL STRATEGY 2021-25

WWW.NORFOLK.GOV.UK/BETTERTOGETHER



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A MESSAGE FROM THE LEADER OF NORFOLK COUNTY COUNCIL



In June 2019, we launched our strategic plan Together, for Norfolk, outlining our ambitions for our county, its people, its communities and its businesses. When the country went into lockdown in March 2020, we had to put many of our plans on hold.

However, our long-term ambitions and aspirations for the county never changed, and we continue to strive to be one of the highest performing counties in the country, overseeing economic growth, creating jobs and opportunities for the people of Norfolk, while maintaining and cherishing our environment, countryside and heritage.

For a number of years a higher demand for services and changes to how local government is funded has created many challenges for us. Since I became Leader in 2018, despite those challenges we have made good progress in transforming services across the council and ensuring financial stability and sustainability. But given the current financial climate we must continue to look for savings and efficiencies where we can.

Along with the rest of the UK, we now face an even more challenging future as a result of the Covid-19 pandemic. The crisis took its toll on the people and businesses across Norfolk, with many families losing loved ones, children falling behind in their education, our economy shrinking, and many small and medium sized businesses and workers facing an uncertain future. We have seen hardship, insecurity, mental health worsen, and the learning gap for disadvantaged children and health inequalities highlighted more starkly than ever before.

But ours is a strong, resilient county, awash with potential, and set for growth. Alongside the difficulties, we have also seen a number of opportunities emerge: how different communities can come together to help each other and those in need;

the strength of our partnerships across local government and the voluntary, community and faith sectors; how we can better engage with and listen to our residents, communities and businesses; and ultimately how the council, and local government as a system, works and delivers services.

As we reflect on the past, now is the right time to look to the future. We are at a pivotal point in time, and with such a fundamental shift in our operating context, it is essential that we now update our strategic plan to reflect how our ambitions and priorities, and those expressed by our partners, have evolved to take this into account.

It's our job to lead recovery and renewal and build resilience for the future. The government's Levelling Up agenda and transition to Net Zero recognises ambition for the future and we will take every opportunity offered to promote Norfolk's case everywhere we can to ensure a good deal for Norfolk. We have a once-in-a-generation opportunity to seize the prospects for long-term change now, so that we can grow our economy to build a stronger, greener, fairer, more inclusive and more sustainable future for Norfolk.

Andrew Proctor
Leader of Norfolk County Council



OUR REFRESHED STRATEGY

Between November 2020 and April 2021, we ran a survey through our Norfolk Residents' Panel to understand the impact of Covid-19 on their lives and work, and to identify where they would want us to focus as we recover. Nearly one thousand people responded to tell us their main worries were for small local businesses, unemployment, social care and health, as well as investment in community infrastructure and hubs.

In July 2021, we convened **Rising to the Challenge Together**, which brought together over 100 partners from across all sectors, including local and national thought leaders, to look at the impact of Covid-19 on Norfolk and the opportunities for long-term economic and social recovery.

As an organisation, we committed to using the **common priorities** identified during the event to inform our strategic planning, and to continue our conversations through similar events, thus enabling the environment for actions to happen.

This document identifies the strategic objectives which are our contribution to the above common priorities. It builds on our previous **council plan**, sharpening our focus for the next 4 years. It is a clear statement of our intent, focusing on recovery, and on achieving the renewal and resilience our county needs to be successful.



OUR VISION

In Norfolk, we cherish our heritage, we embrace opportunity, and offer an extraordinary place in which to spend a lifetime.



We want Norfolk to be the place where everyone can start life well, live well and age well, and where no one is left behind.



We want our economy to be vibrant, entrepreneurial and sustainable, supported by the right jobs, skills, training and infrastructure.



We want our communities to feel safe, healthy, empowered and connected, their individual distinctiveness respected and preserved.



OUR ROLE

As the largest democratic body in Norfolk, we have an important role - to give the people we serve every opportunity to improve their lives. The government's ambitious programme to "level up" aims to boost living standards and improve opportunities across the UK.

For us, levelling up is about creating the conditions for people to have good and healthy lives, regardless of who they are or where they live. It is about removing discrimination and barriers to equal lives and enabling all people to participate in their communities. And it is about ensuring that Norfolk claims its fair share of investment to drive growth, prosperity and higher skills so we are not left behind.

Levelling up puts local government centre-stage in delivering these better outcomes, and we are keen to pursue the prize of a deal with government, to leverage more money and powers into the county, for the benefit of the county.



We believe that to truly deliver on levelling up, we also have a central and critical role in championing prevention across our local health and care system, building stronger partnerships with community services to improve health outcomes and quality of life, and to ensure that people remain healthy and independent for as long as possible. To that aim, we want to strengthen the council's role in the Integrated Care System and embed prevention across all our work.

We will also actively champion and contribute to the government's ambition to place the UK as the global leader of accessibility for disabled people, building on the knowledge we have developed through our award-winning Disability Confident Leader status. Disabled people can only be independent if they can access services, facilities and the virtual environment by themselves without the help of others. Some barriers will be challenging to address and may be the responsibility of different agencies. So we will strive to work across all sectors and all willing partners to lay foundations for future solutions, and create a more accessible Norfolk.

We led the response to the pandemic, and mobilised the local system to support those most in need among us. We are now ready to mobilise around our recovery and renewal. Whether it is through convening partnerships such as the Norfolk Strategic Flooding Alliance, engagement events such as Rising to the Challenge or drawing down large scale investment such as the £100m+ investment in digital connectivity, we have a track record of ambition and delivery and we want to lead on unlocking the county's potential.

We believe that, building on our county's identity, our size, scale and influence, the council can play a significant and strategic role in delivering growth, opportunities and good quality of life across Norfolk. And we will use our assets, resources and leadership to continue to impact positively on our residents' wellbeing and prosperity.



OUR STRATEGIC PRIORITIES FOR THE NEXT 4 YEARS

To effect sustainable change in Norfolk, we must work across the council and with our partners to take a whole-system approach to our collective challenges and the levelling up agenda.

We do not believe we have to choose between a vibrant economy, healthy people or resilient communities – they are all interconnected. It is not the individual parts of the system that make it successful, it is the quality of the interaction between them. We want our strategy to make a difference to our county's social infrastructure, economic infrastructure and physical infrastructure.

It is through improving educational outcomes, growing the skills our key sectors need, helping to create good quality jobs, and putting in place affordable housing and the appropriate infrastructure that we will improve the life-chances of our residents and strengthen our economy. Our priorities are:

- A VIBRANT AND SUSTAINABLE ECONOMY
- BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE
- HEALTHY, FULFILLING AND INDEPENDENT LIVES
- STRONG, ENGAGED AND INCLUSIVE COMMUNITIES
- A GREENER, MORE RESILIENT FUTURE



A VIBRANT AND SUSTAINABLE ECONOMY

Economic growth, which creates quality jobs with good wages and delivers benefit back into local communities, has a vital role to play in improving the health and wellbeing of residents.

The council has a key leadership role to ensure the local economy can adapt and benefit all. We want to move from being a low-skill, low-wage and low-productivity economy, to high-skill, high-wage, high-value businesses, which are innovative and can capitalise on our strong digital connectivity. We will work closely with our partners and the business community to ensure that growth is inclusive and builds investment and social value into the local economy.

That way we can support people, businesses and our key industries in Norfolk to recover following the Covid-19 pandemic, and to turn recovery into growth, developing their potential for innovation and increasing their productivity.



SKILLS AND HIGH-VALUE JOBS

- We will work hard to address the impacts of the Covid pandemic on unemployment by supporting business recovery, enabling people to reskill for new jobs, start their own business, and by developing clear pathways to employment.
- We will level up our economy by addressing the drivers of socioeconomic inequality based on the foundation of good jobs and a higher skilled and healthier workforce.
- We will work with our partners to increase qualifications and build the skills that meet the needs of the green, high-value and transformational businesses we are aiming to develop and attract.

GROWTH AND INVESTMENT

- We will continue to roll out our economic plan for recovery and growth offering programmes of support for business planning and development, innovation, digitalisation and business incubation, particularly with smaller companies in rural and coastal communities.
- We will develop Norfolk as a centre for innovation in life sciences and supporting new technologies and development of sites supporting new technologies (such as O&M campus in Great Yarmouth) with a strong inward investment proposition that promotes our county as a place to invest.

- We will enable our economy to transition to Net Zero, help businesses decarbonise and secure green jobs for the future, including those relating to Norfolk's sustainable tourism offer, supported by a 5-year investment framework to draw out our priorities and enable us to compete nationally for funding to support growth.

INFRASTRUCTURE AND DIGITAL CONNECTIVITY

- We will continue to implement our Strategic Delivery Infrastructure Plan, ensuring that the county's priority programmes for growth and housing are on track.
- We will continue to improve connectivity across Norfolk, so that all Norfolk residents and businesses have access to high quality fixed and wireless broadband and Internet of Things/sensor networks, and harness that connectivity to shape local markets, increase access to services and information, and reduce social isolation.
- We will continue to work with partners across Norfolk to lobby government for powers and investment in critical infrastructure for our county such as dualling the A47 and completing the Norwich Western Link.





BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE

The impact of Covid-19 on children, young people, and their families is well documented. Disrupted learning, reduced earnings and isolation during lockdown all increased strain and conflict within many families.

Norfolk's children and young people are the future of the county and we would not want to see them labelled as "the Covid generation". We are ardently ambitious for them and want to ensure that this generation of children do not have to live with the knock-on effects of the pandemic for the rest of their lives, either in terms of their own wellbeing or aspirations for the future.

We want all children and young people in Norfolk to flourish, have a safe and supportive home, high aspirations, better educational outcomes and access to well-paid jobs. It is by investing in them to achieve their full potential and develop skills which prepare them for life and work, that we lay the foundations for a more resilient future for them and for our county.



LEVELLING UP OUTCOMES FOR FAMILIES

- We will work across our whole system to focus on recovery from the pandemic, emotional wellbeing and health, carer support and active lifestyles, making sure we reach those who need support the most.
- We will work to improve our young people's mental health and resilience so they can better engage with education and work opportunities.
- We will collaborate with our partners to strengthen family resilience by tackling the causes of instability such as worklessness, domestic abuse, substance misuse, and support vulnerable or struggling families.

RAISE EDUCATIONAL ATTAINMENT FOR CHILDREN AND YOUNG PEOPLE

- We will implement a programme of work to support learning recovery in all age groups, to address disruption to learning caused by Covid-19.
- We will work with schools and other educational settings, and build on improved connectivity to support better outcomes for children and young people who face additional barriers, and those who are disadvantaged.

- We will achieve educational excellence and high standards for all children and young people by working in partnership with early years providers, schools, colleges and universities.

CREATE BETTER EMPLOYMENT OPPORTUNITIES FOR YOUNG PEOPLE

- We will encourage schools and further education providers to develop programmes, curriculum activities and to upskill, reflecting changes in employment opportunities and skills needs.
- We will work hard with employers to increase the number of supported internships, traineeships and apprenticeships for all young people, and to promote and deliver an increased uptake of apprenticeships.
- We will strive to better engage with and provide skills, careers guidance and employment support for those young people a long way from the job market, those leaving care and those with learning or physical disabilities.



HEALTHY, FULFILLING AND INDEPENDENT LIVES

We want Norfolk to be a place where everyone has the opportunity to live their lives to the full, with independence and access to the right support at the right time.

We know this isn't the case for everyone. People from some ethnic backgrounds, those with pre-existing health conditions, older people, people with caring responsibilities, those who are disabled or have a learning disability, can be at greater risk of ill health, isolation and poor wellbeing, as seen during the pandemic, the impact of which has both highlighted and widened existing inequalities across physical, mental and social health.

We want to lead the system in Norfolk to focus on prevention and early help, to improve and sustain good health and wellbeing, as well as work with willing partners to create a more accessible Norfolk. We will strive to accelerate health and social care integration to respond to new demands and remove barriers to equal lives, tackling the issues which contribute to widening health inequalities.



LEVELLING UP HEALTH

- We will take a proactive approach to prevention and early help for people at risk of vulnerability, to support them to make positive choices and ensure they do not fall into crisis, while continuing to be the safety net for the most vulnerable people.
- We will explore new ways of working with communities and our partners, to protect and promote good health and inclusion, taking a place-based approach to tackling the causes of poor health outcomes, such as economic insecurity and low skills, quality of housing and lack of quality and access to green spaces.
- We will focus on the personal wellbeing of people of all ages living in Norfolk, in particular those who are lonely or isolated, homeless, have mental illness, or a disability, and those who struggle to be in employment.

LIVING WELL

- We will work to improve our population's health by promoting healthy lifestyles, supporting people to make healthy choices and providing public health services such as health visitors, NHS health checks, stop smoking, mental health support and substance misuse treatment.

- We will build on people's strengths and enable them to live independently in their own home, and will continue to invest in our local independent living housing programme, and our strategic housing partnership to tackle homelessness.
- We will champion and actively contribute to the government's ambition to place the UK as the global leader of accessibility for disabled people, building on the knowledge we have developed through our award-winning Disability Confident Leader status.

BETTER LOCAL SERVICES

- We will work with providers to further improve the quality of the care market in Norfolk, and ensure a range of flexible and diverse services are available in local communities to meet need.
- We will seek to accelerate the integration of health and social care services in Norfolk, taking a lead role on prevention, so residents are served by effective services that improve their lives wherever they live.
- We will work with our partners in the public and voluntary sectors to create joined up networks of information and advice so people can access the services they need, when they need them and where they need them.



STRONG, ENGAGED AND INCLUSIVE COMMUNITIES

Norfolk has a strong sense of identity and place. With a mix of urban, rural and coastal communities, each place has its own character, distinctiveness and needs, reflecting Norfolk's rich cultural heritage.

Individuals, families and communities are the best guardians of their own interests. We want to deliver a fundamental shift in how we work in partnership, supporting, facilitating and empowering our many diverse communities to help themselves, building capacity and capability, while improving participation in each place.

We want to change the relationship between public services and the people who use them to allow people to take greater control of their lives, as well as ensuring that we identify those most at need and requiring protection. At the same time, we will work with our partners in the public and voluntary sector and other key stakeholders, such as our armed forces community, to ensure that all our residents have access to good services, information, advice and guidance which enables them to always be in control of their lives.



INVOLVEMENT AND PARTICIPATION

- We will develop a clear framework for co-production to increase opportunities for individuals, organisations and communities, particularly seldom-heard communities, to participate and engage in public life and in developing our services and projects.
- We will review our strategy to support inclusion and community development focusing on engaging proportionately with all our communities and taking steps to seek the views of people who are under-represented.
- We will continue to develop the way we engage and communicate with people, including the better use of digital tools and social media, to make it easier for people to have an active role in the decisions that shape Norfolk's future.

BUILDING CAPACITY

- We will continue to develop the way we work with the voluntary and community sector, collaborating to improve infrastructure support such as providing training, volunteer recruitment and everyday practical advice.

- We will back local community or voluntary sector initiatives through discretionary funding programmes such as our Social Infrastructure Fund, and offer support for grassroots organisations to grow and develop.
- We will strengthen our relationship with Town and Parish Councils, via the Norfolk Association of Local Councils, to ensure we understand what's important to people, and to support local solutions to local issues.

EMPOWERING OUR COMMUNITIES

- We will work with community and voluntary sector partners to join up information and services where it makes sense to do so and to share data, learning and expertise to improve local offers and experiences.
- We will actively promote volunteering opportunities within communities as a way of enabling participation, giving back to communities and developing skills in life and work.
- We will seek to devolve powers down to a local level where possible, enabling communities to use their assets to meet their needs.



A GREENER, MORE RESILIENT FUTURE

Norfolk has many areas of outstanding beauty, and it is a clean and safe place to live for our residents. It is also a county with a nationally-important heritage, both natural and in terms of historic buildings and scheduled monuments.

We want to keep it that way and to preserve its quality and integrity for future generations. Over the past year our county has experienced severe localised flooding and rising summer temperatures, highlighting the dangers of poor infrastructure and climate change. Throughout lockdown, we also observed the adverse effects on people's mental health, wellbeing and sense of connection that the absence of quality outdoor spaces and social and cultural interaction had.

We want our communities to be resilient, able to enjoy and benefit from sustainable, inclusive and accessible social infrastructure, including high-quality local facilities, which go beyond basic economic functions like the branch of a bank or a local shop, to make our communities resilient and rewarding places to live.



PROTECTING AND ENHANCING OUR ENVIRONMENT

- We will continue to implement our Environmental Policy, to protect our county's rich biodiversity, conserve areas of natural beauty such as the Norfolk Broads and Norfolk Coast, promote the efficient use of our natural resources and, working with our partners, achieve 'Net Zero' carbon emissions across our estates by 2030.
- We will accelerate infrastructure that supports clean growth, sustainable housing, electric vehicles charging and the decarbonisation of transport, enabling businesses and people to make choices which build climate resilience.
- We will ensure that each project the council undertakes is assessed for the contribution it will make towards achieving our environmental targets, and work with our providers to put in place measures that, together, achieve the overall targets for Norfolk.

ACCESS TO QUALITY SPACES

- We will continue to improve access to our natural and cultural landscapes, while encouraging residents to use green spaces and cultural assets to improve their mental health and emotional well-being.

- We will deliver our major projects including EXPERIENCE, the Gressenhall Environmental Hub, and the Norwich Castle Gateway to Medieval England project, to enhance our offer to the people of Norfolk, maintaining the major investment in Norfolk by national organisations such as Arts Council England and Sport England.
- We will deliver a step change in sustainable travel across the county, by growing passenger transport and active travel to keep our communities connected and improve access to activities and services across the county.

COMMUNITY RESILIENCE

- We will continue to support the delivery of the Norfolk Strategic Flooding Alliance Strategy to protect Norfolk from the threats of flooding and coastal erosion, through local collaboration and a collective approach to national funding opportunities.
- We will work more effectively with partners to further develop community facilities, libraries, schools, high streets, and arts and culture, for the benefit of local communities.
- We will lead the work of the council's Culture, Health and Wellbeing Group, and continue to identify investment and funding opportunities to develop new Culture, Health and Wellbeing initiatives to combat loneliness and isolation.



OUR GUIDING PRINCIPLES

NO ONE LEFT BEHIND

There is now little doubt that the impacts of Covid-19 and lockdown measures have widened social, economic and health inequalities. Inequality exists between places, such as the economic disparity between different parts of our county, as well as between and amongst communities, with people's life chances and quality of life affected by different factors. In response to this and looking forward, Better Together, for Norfolk sets out an aspiration to improve social mobility through inclusive growth. As a council, we think it's critical that no one is left behind, so that all people can prosper no matter who they are or where they live.

PREVENTION OVER CURE

We want to see a focus on prevention and early help as fundamental in tackling the root causes or emerging issues that create adversity in people's lives. We'll pay particular attention to the factors that promote health and wellbeing. Getting these factors right, will create the conditions to improve people's quality of life, breaking down intergenerational cycles of poor outcomes, reducing the impact of life changing events and ultimately safeguarding good physical and mental health.

A LOCAL APPROACH

We do not believe that one size fits all. Meeting the needs of people in the place they live, means understanding the people and the place. We will deliver better services that meet the needs of residents by joining up care and support with local partners in a place, including with district councils, health partners and the local voluntary and community sector, and targeting support where it is most needed.



OUR COMMITMENTS

We are steadfast in our desire to improve the real-life experiences of people in Norfolk. In delivering our objectives we commit to being:

-  **Forward looking:** growing Norfolk's economy and improving skills to create better opportunities for all, as a thriving economy brings about better social value.
-  **Innovative:** we want Norfolk to be ahead of the curve, so we will harness the power of innovation, life sciences and digital technology to improve the way we deliver for our residents.
-  **Empowering:** we want to build confidence and trust with people and communities, promoting equality, diversity and inclusion, so we will enable them to express the issues that matter to them and to take advantage of their strengths and assets.
-  **Collaborative:** we don't pretend to have all the answers, so we will work with willing partners across all sectors, with experts and thought leaders, with communities and individuals to develop solutions to real problems - and make them last.
-  **Evidence driven:** we want to achieve impact, so we will turn our data into rich insights and intelligence to inform our decisions and choose the approach which will make the greatest difference.
-  **Prudent:** we cannot afford to do everything, so we will operate efficiently, using our resources wisely to ensure we can make investments where they are most needed.
-  **Developmental:** we can only succeed through our people and we will continue to support them to build the skills needed for the future, as well as attract and retain the best, to be a modern and successful employer of choice.



OUR PLANS FOR DELIVERY

This is a high-level strategy. Rather than describe everything that we do, it sets out what we are focused on and the approaches we will take.

We commission or provide a number of services to our residents delivered in homes, communities and towns. Many of these are universal, provided to all members of the public, such as libraries, public health, the fire service, local roads, public transport, broadband, education services and recycling centres. Others are targeted at specific groups, individuals and families who need different types of support. These include children's social care, services to older people and younger people with learning or physical disabilities, or poor mental health, fostering and adoption services, youth offending services, and drug and alcohol recovery services.

Delivering our strategic priorities requires whole organisation alignment and effort. Our next steps will be to develop our corporate delivery plan, containing the projects that will move us towards our objectives, and the measures to track our progress. We are strengthening our planning and performance mechanisms to boost collaboration on our strategic priorities, and create clear accountability for our cross-cutting objectives including levelling up and action to improve our environment as we transition to Net Zero.

The principle of working in this way will go across all our priorities, across the whole council and across all our partnerships.

WE WILL WORK TIRELESSLY FOR THE PEOPLE OF NORFOLK AND PLAY OUR PART IN DELIVERING A BETTER FUTURE FOR EVERYONE.



 **BETTER TOGETHER,
FOR NORFOLK.**

**NORFOLK COUNTY
COUNCIL STRATEGY
2021-2025**

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County Council

Item No:6.2

Report Title: Local Transport Plan

Date of Meeting: 29 November 2021

Responsible Cabinet Member: Cllr Wilby (Cabinet Member for Highways, Infrastructure & Transport)

Responsible Director: Paul Cracknell Executive Director of Transformation and Strategy

Executive Summary

The Local Transport Plan is a statutory document required by the Transport Act 2000 (as amended by the Local Transport Act 2008). The plan sets out the county council's overall approach to transport, including development and delivery of schemes as part of the council's capital programme.

Members agreed to refresh Norfolk County Council's plan in 2019. The plan is being developed in two stages: a transport strategy and an implementation plan. This report asks Full Council to adopt the transport strategy. Preparation of the implementation plan will follow after adoption of the strategy. The strategy's development was overseen by a cross-party Member Task and Finish Group established by the Select Committee, been the subject of consultation and is underpinned by technical, evidence-based work including Strategic Environmental Assessment.

The plan was considered by Cabinet in August, which agreed to recommend adoption of the final plan to Full Council. However, during the adoption process government issued relevant guidance, particularly *Decarbonising Transport A Better, Greener Britain*, its transport decarbonisation plan. Given the timing of the release of the guidance the motion to adopt was not moved at Full Council in September so as to enable officers to consider the relevant policies and guidance to enable any necessary adaptations to LTP4 Strategy. It was considered important that the matter was given proper consideration and any changes needed incorporated into the strategy before its adoption was recommended to Full Council.

This process has now been completed. Council is being asked to adopt LTP4, incorporating relevant changes required since the draft was presented to Select Committee and Cabinet in the summer. These are shown as tracked changes in Appendix 1 and an overview given in Section 1.5 below. An Implementation Plan will be developed following adoption of the strategy, which will come forward for adoption in autumn 2022.

The Local Transport Plan being put forward for adoption sets out an ambitious and forward-looking strategy for transport. It includes a commitment to carbon reduction in line with the adopted targets in the environmental policy as well as air quality improvements. The strategy is that these objectives will be achieved through measures including reducing the need for people to travel, a shift towards active travel and public transport, and through a shift towards cleaner fuels such as electric vehicles. The plan also recognises the importance of transport to wider objectives around well-being and the economy of the county, recognising that people need to make vital connections, with an emphasis that these are made in a way that meets carbon reduction commitments. The strategy is future focussed, capturing the opportunities that innovation and technology can deliver in improving both how people connect and how the council monitors, maintains and manages the transport network.

Recommendations

To: Adopt Local Transport Plan 4 as shown in Appendix 1.

1. Background and Purpose

- 1.1 On 2 August 2021, Cabinet received a report on the Local Transport Plan, a statutory document required by the Transport Act 2000 (as amended by the Local Transport Act 2008), setting out the county council's overall approach to transport, including development and delivery of schemes as part of the council's capital programme. As reported to Cabinet, Members agreed to review Norfolk County Council's current plan, which dates from 2011, at Environment, Development and Transport Committee on 18 January 2019. Review of the plan has been overseen by a Member Task and Finish Group comprising Members from the three main political parties representing a geography of both rural and urban areas across the county. A draft of the Local Transport Plan, referred to in the report as LTP4, was reported to Infrastructure and Development Committee 14 July and Cabinet 2 August 2021.
- 1.2 LTP4 is being prepared in two parts: the council's strategy and policies are within LTP4 Strategy 2021 – 2035 (the document which is the subject of this report and which members are being asked to adopt); its proposals for the implementation of those policies will be found within its LTP4 Implementation Plan, to be prepared subsequently. This will be over the course of 2022 and come forward for adoption in the late autumn (see 1.8 for further detail).
- 1.3 In development of LTP4 strategy, the council is required – amongst other things – to take account of relevant policies and guidance as issued by government. As part of development of LTP4, this has been completed. However, as the Local Transport Plan strategy was going through its adoption process, government issued further relevant guidance, particularly *Decarbonising*

Transport A Better, Greener Britain, its transport decarbonisation plan. More recently it published its *Net Zero Strategy: Build Back Greener*.

- 1.4 Therefore the motion to Full Council in September that the plan be adopted was not moved so as to enable officers to consider the policies and guidance included within relevant government publications, and to enable the making of any necessary adaptations to LTP4 Strategy considered appropriate.
- 1.5 The proposed final LTP4 strategy is shown in Appendix 1 with a number of tracked changes. Council is being asked to adopt LTP4, incorporating the relevant changes required since the draft was presented to Select Committee and Cabinet in the summer. The main points are that they: recognise the publication of the transport decarbonisation plan; reflect that over the course of LTP adoption a number of projects have progressed (eg the Electric Vehicle strategy was considered by Cabinet and adopted on 4 October); and revise the programme for development of LTP4 Implementation Plan to reflect the longer timescales of strategy adoption and to provide sufficient time to consider and take the necessary actions in respect of the transport decarbonisation plan statements concerning government guidance for LTPs.
- 1.6 In reference to the last point, *Decarbonising Transport A Better, Greener Britain* states: “We will drive decarbonisation and transport improvements at a local level by making quantifiable carbon reductions a fundamental part of local transport planning and funding...Going forward, LTPs will also need to set out how local areas will deliver ambitious quantifiable carbon reductions in transport, taking into account the differing transport requirements of different areas. This will need to be in line with carbon budgets and net zero.”
- 1.7 These are matters for the LTP4 Implementation Plan. The strategy sets out ambitious targets for carbon and a strategy for how these will be achieved. The Implementation Plan will provide the detail of schemes and measures, and will need to take account the transport decarbonisation plan’s statement that it will need to show how it delivers quantifiable carbon reductions. It is considered appropriate that the implementation plan deals with quantifiable carbon reductions since it is this, rather than the strategy, that deals with programmes of measures.
- 1.8 In summary, the council’s policies are within LTP4 Strategy 2021 – 2035, which Council is being asked to adopt. The proposals for the implementation of those policies will be found within its LTP4 Implementation Plan, which is to be developed. The county council’s statutory duty when preparing its local transport plan encompasses the possibility of it being prepared in two documents or parts.

- 1.9 Public consultation is proposed on the Implementation Plan. The Implementation Plan will also be the subject of relevant and required appraisal including strategic environmental assessment. This process itself involves consultation. Taking all of this into account, production of the Implementation Plan – which will be put underway on adoption of the strategy – is programmed to take the best part of 2022, with adoption coming forward in the autumn.
- 1.10 Although the timetable elongates the original programme, it is important to address the relevant points and requirements. Development of associated projects and programmes will continue in tandem.

2. Proposal

- 2.1 At its meeting of 2 August 2021 Cabinet received a report setting out the Local Transport Plan. Cabinet resolved to recommend to Full Council that the Local Transport Plan (as was set out in Appendix A of the Cabinet report) be adopted.
- 2.2 Full Council is asked to adopt the Local Transport Plan as set out in Appendix 1 to this report. The Appendix shows – in tracked changes – the amendments made to LTP4 since its consideration by Cabinet. Full Council is being asked to agree LTP4 with all changes being agreed.

3. Impact of the Proposal

- 3.1 Impacts are described in Section 3 of the report to Cabinet 2 August 2021.

4. Evidence and Reasons for Decision

- 4.1 As set out in Section 4 of the report to Cabinet 2 August 2021.
- 4.2 Appropriate changes have been made to LTP4 since its consideration by Cabinet. The reason for these changes is set out in Section 1 of this report. Of particular note is that government published *Decarbonising Transport A Better, Greener Britain* in July 2021, during the adoption process for LTP4. Appendix 2 to this report sets out some of the relevant policies and guidance that has been taken into account in development of the plan including further relevant guidance issued by government as LTP4 strategy was going through its adoption process. This list is not exhaustive, but is prepared to show Members the broad range of documents considered in the plan's preparation.
- 4.3 Given the extensive public interest in LTP4 officers have taken advice on its preparation in particular to verify that the council has met all of its obligations in respect of its development. This has concluded that the authority can be confident it is able to adopt LTP4 strategy. Its preparation has not, as some commentators have suggested, involved legal error on the part of the council.

LTP4 meets legal duties to take into account any policies announced by HM Government and have regard to any guidance issued by the Secretary of State concerning mitigation of, or adaption to, climate change or otherwise about the environment. More detail is set out in the legal implications section, paragraphs 8.1-8.8.

5. Alternative Options

5.1 As set out in Section 5 of the report to Cabinet 2 August 2021.

6. Financial Implications

6.1 As set out in Section 6 of the report to Cabinet 2 August 2021.

7. Resource Implications

7.1 Staff:

As set out in Section 7.1 of the report to Cabinet 2 August 2021.

7.2 Property:

As set out in Section 7.2 of the report to Cabinet 2 August 2021.

7.3 IT:

As set out in Section 7.3 of the report to Cabinet 2 August 2021.

8. Other Implications

8.1 Legal Implications:

Under Part II of the Transport Act 2000 (as amended by the Local Transport Act 2008) Norfolk County Council (NCC), as a local transport authority, has a statutory duty [s. 108 Local transport plans] to: (a) develop local transport policies which promote and encourage safe, integrated, efficient and economic transport to, from and within the county, and (b) carry out its functions so as to implement those policies. This duty defines “transport” as that required to meet the needs of people living or working in Norfolk, or visiting or travelling through the county; for the transportation of freight; and facilities and services for pedestrians. The report: Local Transport Plan contains the detail of the proposed policies, together with the rationale for each.

8.2 Secondly, in both developing its local transport policies, and in carrying out its functions so as to implement those policies, NCC is under a duty to: (1) take into account any policies announced by HM Government; and (2) have regard to any guidance issued by the Secretary of State concerning mitigation of, or adaption to, climate change or otherwise about the environment. The report sets out the details of the Strategic Environmental Assessment (SEA); Sustainability Appraisal (SA); and Habitats Regulation Assessment (HRA) work

previously carried out. The key elements of NCC's obligations with regard to SEA/SA are: (i) the legal requirement to assess the environmental effects of a draft plan (an SEA); (ii) the environmental assessment may be encompassed within a sustainability appraisal; (iii) Both SEA and SA require assessment of reasonable alternatives; (iv) the range of reasonable alternatives is both case sensitive and a matter for the judgment of NCC; (v) for both the plan and the reasonable alternatives, the likely significant effects on the environment must be identified, described and evaluated; (vi) it is necessary that likely significant effects are identified, described and evaluated in a comparable manner; (vii) it is essential that an accurate picture is presented of what reasonable alternatives there are, and why they are not considered to be the best option; (viii) the sustainability appraisal should outline the reasons the alternatives were selected, the reasons the rejected options were not taken forward, and the reasons for selecting the preferred approach in light of the alternatives. Again all of the above appears within the report at pages 84-93.

- 8.3 Thirdly, NCC is required to prepare a document (or two or more documents) called "the local transport plan" (LTP) containing: first, the Council's policies and second, its proposals for the implementation of those policies. NCC intend adopting its LTP 4 in two parts: (i) LTP 4 Strategy 2021 – 2035; and (ii) its LTP Implementation Plan in autumn 2022. Beneath the strategic level LTP 4 will sit other documents, including the Transport for Norwich Strategy. The explanation is in the report.
- 8.4 Fourthly, NCC is also required, when carrying out its functions, to have regard to the proposals contained in its LTP.
- 8.5 Fifthly, NCC is required [s. 109] to keep its LTP under review and alter or replace it if considered appropriate to do so. In preparing its LTP, and in keeping it under review, NCC is obliged to consult: (1) the Secretary of State as highway authority [HA 1980, s.1] and (ii) as traffic authority [RTRA 1984, s. 121A]; (2) the councils of the Norfolk districts; and (3) such of the following as NCC consider appropriate – (a) rail operators; (b) operators of transport services, or organisations representing the interests of such persons; (c) transport users' organisations; and (d) any other persons whom NCC consider appropriate. Details of the consultation process undertaken as part of the formulation of LTP 4 are explained in the report.
- 8.6 Sixthly, as soon as practicable after having prepared LTP 4 NCC is required to: (a) publish it in such manner as the Council think fit; (b) send a copy to the Secretary of State; and (c) to others specified in s. 112(1) guidance. Further, NCC must also: (i) make a copy of LTP 4 available for inspection at such places as the Council think fit; (ii) give notice to bring to public attention places where it may be inspected; and (iii) supply a copy (or part) on request either free, or at a charge only of the cost of providing it.

8.7 Seventhly, in carrying out their functions under ss. 108/109B, NCC is obliged to have regard to any guidance concerning: (a) the content and preparation of LTP 4; and (b) the publication and making available of such plans (made or altered) issued by the Secretary of State [s. 112].

8.8 Lastly, in developing and implementing its local transport policies NCC is under a statutory obligation to have regard to the transport needs of disabled people (Equality Act 2010); together with those of the elderly and those with mobility problems. The detail of the Equality Impact Assessment undertaken is in the report.

8.9 Human Rights Implications:

As set out in Section 8.2 of the report to Cabinet 2 August 2021.

8.10 Equality Impact Assessment (EqIA) (this must be included):

As set out in Section 8.3 of the report to Cabinet 2 August 2021.

8.11 Data Protection Impact Assessments (DPIA):

Not applicable.

8.12 Health and Safety implications (where appropriate):

As set out in Section 8.4 of the report to Cabinet 2 August 2021.

8.13 Sustainability implications (where appropriate):

As set out in Section 8.6 of the report to Cabinet 2 August 2021.

8.7 Any Other Implications:

Not applicable.

9. Risk Implications / Assessment

9.1 As set out in Section 9.1 of the report to Cabinet 2 August 2021.

10. Select Committee Comments

10.1 As reported orally to Cabinet 2 August 2021.

11. Recommendations

To: Adopt Local Transport Plan 4 as shown in Appendix 1

12. Background Papers

12.1 Local Transport Plan: Report to Cabinet 2 August 2021

12.2 Sustainability Appraisal and relevant appendices: Available to download on [this](#) link

12.3 Habitats Regulation Assessment: Available to download on [this](#) link

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Appendix 1: LTP4

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Norfolk County Council

Local Transport Plan 4 Strategy 2021-2036

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Executive Summary

The Local Transport Plan sets out Norfolk County Council's plans, policies and programmes on transport and transport infrastructure. The plan details how we will deliver a transport network in Norfolk through identifying the projects and programmes important to us, and in their design and direct delivery. The plan also shows how we will seek to influence our key partners in government, communities, the commercial sector and the third sector.

This plan is important because transport is important. Transport enables people to get to work and education. It allows us all to visit friends and relatives. We rely on it for days out, for leisure outings and shopping trips. As such, good transport helps people to improve their skills and qualifications. It allows Norfolk's economy to flourish and ensures that we get good delivered to our factories and our doorsteps. People's physical and mental health can be improved, and social isolation reduced, through good transport, especially if people can be given confidence to walk or cycle, and if we can improve our bus and rail links. The plan will set out how we make sure that transport's impacts are minimised; how we will improve the air quality in our towns and built up areas; and how we plan to reduce carbon emissions.

This draft plan contains a transport strategy that looks towards 2036. It will be accompanied by a separate Implementation Plan setting out in detail the short-term schemes, projects and measures that we will implement over a three-year period. The implementation plan will also show, albeit in less detail, the programme over the medium to longer-term. This implementation plan will be developed over the course of 2022 once we have agreed our strategy in spring-November 2021.

Achievements

Since the adoption of the previous Local Transport Plan in 2011 some significant achievements have been made. Norfolk County Council has worked closely with local planning authorities to make sure that new growth is in locations that ensure that people are able to access the jobs and services they need; and that this can be done sustainably.

We are a stakeholder in the largest investment in sustainable transport for the last hundred years through the provision of new rolling stock on Greater Anglia routes (which has grown capacity by 30%). London to Norwich rail services in 90-minute services are now a reality, and the Norwich-Cambridge service has recently been extended to Stansted airport. Longer trains now serve King's Lynn.

There are new buses on the county's core bus route on the A47 "Excel" bus service. Our ambitious Transforming Cities and Cycle City Ambition programmes will continue to reap major improvements to bus connections and cycle networks in Norwich. We have grown a network of community transport which increasingly complements the commercial bus network through partnerships with operators and direct operation through transport plus.

We work closely to accelerate housing growth and provide the necessary transport infrastructure including taking forward work on the Long Stratton Bypass and West Winch Housing Access Road. We have completed the Broadland Northway (Norwich Northern Distributor Road). Not only has this allowed a programme of sustainable transport measures to be implemented within the city centre, it has also stimulated housing and jobs growth. We have delivered programmes of sustainable transport improvements including in Great Yarmouth, Attleborough, and Thetford growth areas whilst Norwich has benefitted from roll-out of the cycle city ambition programme of cycle routes.

Government has committed to A47 improvements including dualling ~~schemes as from~~ Blofield to Burlingham and Easton to Tuddenham, as well as major junction upgrades in Norwich and Great Yarmouth. Government has also accepted the strategic outline business case for the Norwich Western Link with construction programmed to start in 2023. Construction of the Great Yarmouth Third River Crossing started in early 2021. This will provide improved access to the port directly from the trunk road and reduce traffic within the town.

We have managed and made improvements to the road condition during a period of austerity. The National Highway Transportation Survey shows that Norfolk performs well against and we came out on top in 2019 with the 'Highway Maintenance' and 'Tackling Congestion' categories.

Our New Plan

We are updating the Local Transport Plan to respond to the challenges ahead. These include carbon reduction and addressing air quality. These remain key priorities. In particular, this plan sets out how we will decarbonise the transport network. The council's Environmental Policy has been adopted, setting out a move towards carbon neutrality by 2030. Recently, in July 2021, government published *Decarbonising Transport A Better, Greener Britain*, its transport decarbonisation plan.

Active travel is increasingly important. Government has set out its vision that half of all journeys in towns and cities being cycled or walked by 2030. More recently government has also published its bus strategy, emphasising the place for buses as at the centre of the public transport network, and outlined its intention for reform of the nation's railways. Our new plan responds to these agendas. In our towns and urban areas, in particular, making sure that we have good transport connections is a challenge because of the amount of planned growth. The plan sets out how we will seek to make sure that shorter journeys can be made by active travel and meet government's objective for England to be "a great walking and cycling nation."

Connections to essential services and facilities remain a challenge, particularly in rural areas. This can reinforce social exclusion by preventing people from accessing key local services. We have committed to an enhanced bus partnership, setting out how we will work together with bus operators, and are developing a Bus Service Improvement Plan.

We also need to respond to the fact that society and the economy are changing. Improved technology and communication have led to people behaving differently,

and to different travel patterns. Innovation in vehicle technology brings challenges such as how to deal with new vehicle types on the network, whether this be electric cars, e-scooters or autonomous vehicles. More and more data is becoming available through tools like apps on mobile phones. People are increasingly relying on such tools for their journey choices often putting pressure on certain parts of the system with the county council unable to influence this.

We also need to tackle the infrastructure deficit to ensure journeys on our major bus, road and rail connections are quick and reliable, and can be made by clean modes of transport, or clean-fuelled vehicles. Our priorities include improvements to the major rail links to London and Cambridge, the Norwich Western Link, A140 Long Stratton Bypass, A10 West Winch Housing Access Road, and full dualling of the A47.

A good transport system will encourage investment into the county by businesses including housing developers. This will help meet the future housing needs of a growing population, as well as providing jobs and other essential services.

Covid-19

Since commencing the review of the Local Transport Plan, the Covid-19 pandemic has broken out. This has resulted in many changes to people's everyday life and seen the UK and Norfolk in various stages of lockdown for much of 2020, continuing into 2021. Restrictions around – amongst other things – movement, opening of businesses, retail units and the hospitality sector, physical-distancing and overseas travel have affected the way that people use the transport network; and the reasons why people are travelling. This has been monitored throughout the plan's development at both a local level and nationally. It is too early to say whether life might return to the pre-pandemic-normal or be very different because of it. However, indications suggest that the impact of Covid-19 has accelerated many of the changes that the nation was already going through: more working at home; more online shopping; increased flexibility around working hours and behaviours; major employers looking to reduce office costs resulting in different uses for buildings or in how they are used by employees.

The pandemic and resulting legislation also forced people to change. Workplaces were closed and people no longer travelled into work or for leisure. We saw a reduction in vehicular traffic, down to 50-60% of their usual levels in our urban centres in early April 2020. Bus and train travel reduced by even greater amounts. Traffic levels returned over the summer to pre-pandemic levels, although bus and train travel remain significantly down. We have seen an increase in people walking and cycling. Reports suggest that many large companies are planning for their employees to continue to work remotely whilst property agencies report an increase in people looking for houses outside of urban areas, probably remote from their office base.

We are therefore planning on the basis that it is likely that many of the changes (most of which we were going through in any case) will 'stick.' We also need to plan on the basis that we will encourage people to stick with their new habits of walking and cycling, which bring benefits including reduced carbon and congestion, improved

air quality in our urban areas, and better physical and mental health for people participating.

Local Transport Plan Strategy and Policies

This plan sets out that we will:

- Seek to achieve the environmental policy target of working towards carbon neutrality when we make changes and improvements to our transport network, and through working with users on how they choose to use the transport network.

This will include:

- Prioritising a shift to more efficient vehicles, including lower carbon technology and cleaner fuels with a particular emphasis on electric vehicles
- Looking at behaviour change and interventions that can help to increase the use of sustainable transport
- Prioritise tackling poor air quality problems where air quality falls below the recognised thresholds. This includes investigating vehicular restrictions or charging in urban centres
- Prepare the county for future changes and challenges to ensure the best for our society, environment and economy
- Be proactive when it comes to innovating and adopting new technologies
- Work closely with partners to ensure that new developments are located in suitable areas with access to services and leisure facilities via sustainable and active transport and not in areas that would be reliant on the private car
- Seek to mitigate any adverse effects of new development on the transport network
- Work with partners and make the case for investment to the rail network and trunk roads, which the county council does not manage or maintain, to seek improvements, seeking quick, reliable journey times for longer-distance journeys where there is the highest need
- Improve connectivity between rural areas and services in urban centres with a focus on active travel and public transport
- Tackle accessibility problems in partnership, targeting those communities most in need
- Put in dedicated, segregated lanes for public transport and / or cycling on certain corridors in urban areas and prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas
- Commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people, robustly assessing all schemes and paying due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.
- Design or change transport systems to recognise that people make mistakes and to ensure that survivability is maximised

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- Use the annual funding allocation from government predominantly for maintenance and maximise other funding sources for new measures like cycleways, roads or public transport infrastructure
- Focus on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Embrace new and innovative technology so that we can (i) better monitor and maintain our networks and (ii) provide information about travel and current performance of the network to users.

Local Transport Plan Implementation Plan

An Implementation Plan ~~is being~~will be developed following adoption of the LTP4 strategy. This will set out the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be developed throughout 2021-2022 with its final adoption in January-autumn 2022.

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Chapter 1: Introduction

The Local Transport Plan details how the county council deals with a wide range of transport matters to achieve council objectives including a strong and stable economy, the health and well-being of our residents and reducing carbon. The plan shapes the nature of our own projects and the design and delivery of these as well as how we influence the plans and programmes of other agencies and partners including in government, communities, the commercial sector and the third sector where these are relevant to transport (such as district council growth plans or government programmes of schemes on the trunk road and rail network).

The key issues this plan explores include how we: achieve the policy aim to work towards carbon neutrality by 2030 as agreed in the environmental policy recently adopted by the county council; improve air quality in urban areas; meet the challenge of technology and innovation in the transport system and the ways in which people work; and support the economy of the county by ensuring that people can make the connections they need.

The Local Transport Plan objectives are:

- Embracing the Future
- Delivering a Sustainable Norfolk
- Enhancing Connectivity
- Enhancing Norfolk's Quality of Life
- Increasing Accessibility
- Improving Transport Safety
- A Well Managed and Maintained Transport Network.

The Government's Cycling and Walking policy has placed sustainable modes of transport and active travel at the heart of the way we design transport infrastructure

These objectives support the county council's wider strategic objectives and aims, not least as set out in the county council's business plan for 2019-2025, *Together, for Norfolk*. This sets out our ambition for economic growth, managed development and a better future for all, working with a host of organisations, businesses and community groups across our county. Recently, the council has adopted its environmental policies which include a target for a move towards carbon neutrality across all sectors by 2030. The Local Transport Plan sets out transport's contribution to this ambitious target. The plan is supported by a Strategic Environmental Assessment, which has been undertaken as part of a sustainability appraisal so that we understand, and can take account of where appropriate, the plan's impact on environmental, economic and social indicators in its development.

Norfolk County Council is the Highways Authority and is responsible for maintenance and management of most public roads and rights of way in Norfolk (except the A47

and A11 which are the responsibility of National Highways, formerly Highways England). The county council has a major influence on provision of other transport services such as public transport, but is not responsible for bus services, ports, airport or rail services. Our significant influence is exercised through working with partners, government and operators to improve these where possible.

The strategy is complemented by an implementation plan. This will describes the measures that will be delivered over a shorter time period, in accordance with the government's comprehensive spending review period. This implementation plan will be developed once the final Local Transport Plan strategy is agreed. It is anticipated that this will be adopted in autumn 2022.

The plan is supported by a number of more detailed policies and guidance notes. These include:

- Transport for Norwich Strategy, currently being refreshed
- Transport strategies for King's Lynn and Great Yarmouth
- Electric Vehicle Strategy, ~~currently being developed~~ adopted by the county council in October 2021
- Walking and Cycling Strategy, currently being refreshed
- Norfolk Rail Prospectus, currently being refreshed
- Bus Service Improvement Plan, ~~currently being developed~~ submitted to the Department for Transport October 2021.

These documents contain more detail about individual topics and are signposted within the document.

Chapter 2: Background

About Norfolk

Norfolk is situated in the east of England, bordered with Suffolk, Cambridgeshire and Lincolnshire.

The county has an exceptional heritage and culture, unique landscapes and diverse wildlife habitats. Norfolk also has over 100 miles of coastline, which is designated as an Area of Outstanding Natural Beauty and The Broads National Park, which is home to over a quarter of the UK's rarest species.

Total population of Norfolk is 908,000 and projected to rise to 985,200 by 2036

2019 population data – Norfolk Insight

Norwich is Norfolk's county town and its only city. Norwich is home to an estimated 117,000 jobs and more than 8,000 businesses, and the city is one of the largest centres of employment in greater south-east England. Norwich is one of the fastest growing cities in the UK and contributes more than £3 billion per annum to the national economy.

58.5% of people in Norfolk are aged 16-64

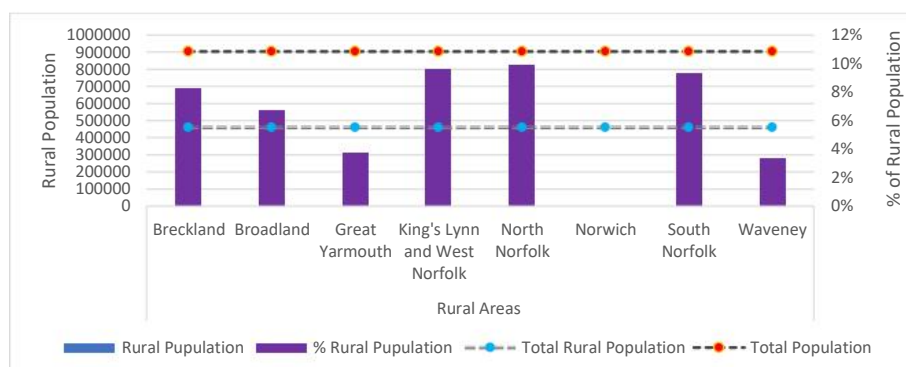
2019 population data – Norfolk Insight

King's Lynn and Great Yarmouth are also important urban areas within the county, forming important centres for their populations and supporting a wider range of businesses including those associated with offshore energy.

Much of Norfolk is rural, with a large number of small, dispersed villages and market towns. Public services, such as GP surgeries and schools tend to be within the larger villages, market towns or urban areas. Therefore, significant numbers of people have to travel relatively long distances to access everyday facilities, often with the added challenge of variable quality public transport. Norfolk also has one of the largest highway networks in the country, around 10,000km or over 6,000 miles, which provides some significant challenges in terms of travel and maintenance. Norfolk's transport network is also largely rural, lengthening journey times. Many

settlements still retain historic street layouts, leading to congestion on some corridors and a lack of space to provide facilities for all different types of user of the network.

Figure: Rural Population in Norfolk and Waveney



Recent progress and achievements

The previous Local Transport Plan was adopted in 2011. Since its adoption several schemes and projects have been delivered. Norwich to London in 90 minutes rail services and complete replacement of all rolling stock in the Greater Anglia franchise have been delivered, transforming many rail journeys in Norfolk. Longer trains now serve King's Lynn.

Across the county we have made significant improvements to walking and cycling. In Norwich, we have adopted a comprehensive pedalway network and invested significantly in improvements to the pink, yellow, blue and green pedalways and the Marriotts Way section of the red pedalway / National Cycle Network 1. A bike-hire scheme is running, and e-scooter trials are currently underway in Norwich and Great Yarmouth.

The Broadland Northway (formerly known as the Norwich Northern Distributor Road) provides a new link around the northwest of Norwich, meaning that traffic no longer has to use city centre or suburban / rural links. It has stimulated housing and jobs growth around the north of Norwich and allowed a programme of active travel and public realm improvements in the city centre including closure to general traffic of St Stephens and Rampant Horse Street, and pedestrianisation of Westlegate.

A11 dualling has been completed. There has also been a commitment to improvements and funding for A47 Great Yarmouth Junctions, Blofield to Burlingham dualling, Thickthorn Roundabout and Easton to Tuddenham dualling. Great Yarmouth Third River Crossing started on site in early 2021. This will significantly improve access to the port as well as taking traffic out of the town.

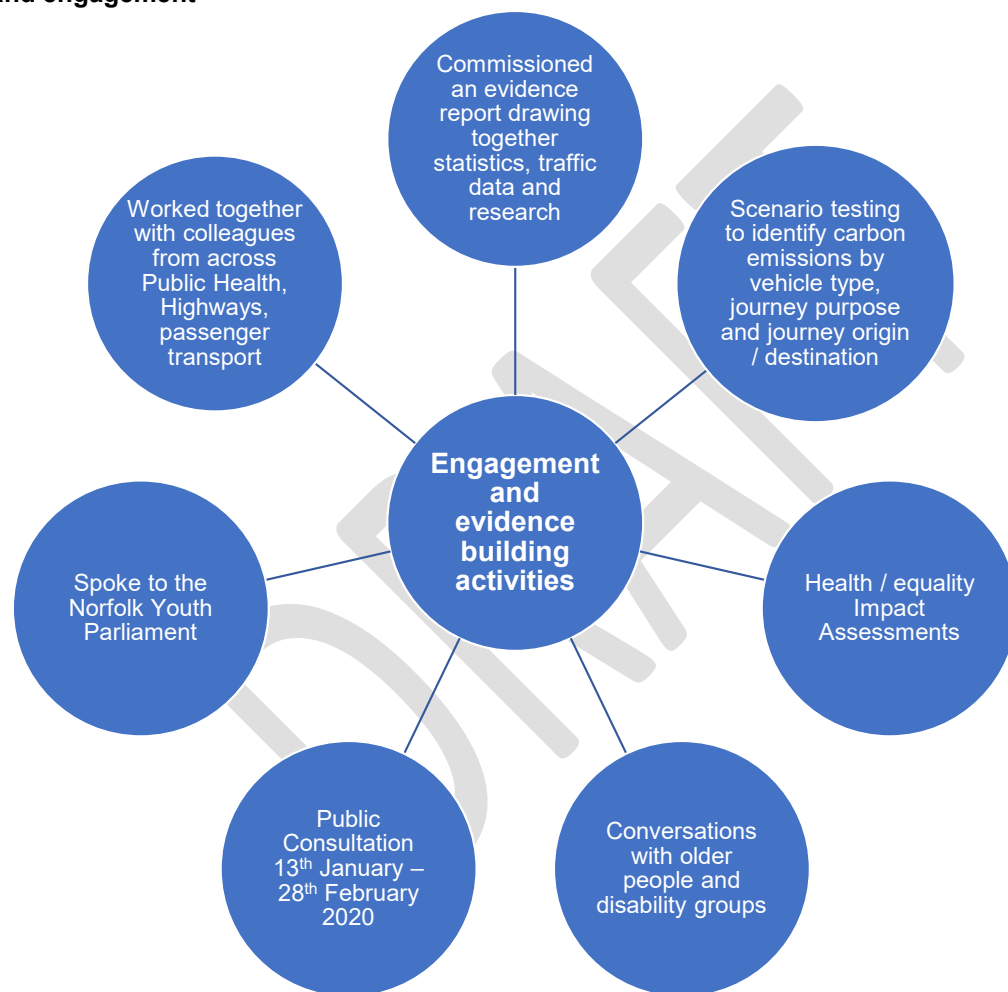
The Local Transport Plan

The Local Transport Plan for Norfolk describes Norfolk County Council's strategy and policies for funding of roads and other transport infrastructure; and how the county council will work with others on matters relating to transport such as location of new housing growth.

Since the previous plan's adoption time there have been many changes to the way that people travel, and how much.

Technology has meant that we are now increasingly able to live our lives without the need to travel, for example using online resources such as internet shopping. This has also become more widespread since the 2020 Covid-19 outbreak, meaning people are now more comfortable using technology to work and socialise. Because of this people now re-evaluate their need to travel so it is important to ensure that people have the right technology to make informed decisions about travel choices. The way we travel is also changing, with more information and more technology being built into vehicles and more options such as car clubs and bike share schemes. Norfolk County Council has also recently adopted an environmental policy to achieve 'net zero' carbon emissions on our estates by 2030, but within our wider areas, work towards 'carbon neutrality' by 2030.

Evidence and engagement



Chapter 3: Strategic Objectives and policy context

Strategic Objectives

<p>Objective 1: Embracing the Future Rapid advances in technology bring opportunities for us to be more innovative and agile in delivering an efficient and effective transport network. Increased data can help to inform how we manage and maintain the network. At the same time, we need to make sure that everyone benefits from the advances that technology can bring.</p>	<p>Objective 2: Delivering a Sustainable Norfolk Delivering sustainable development is highly important, especially with the planned housing growth. We will seek to preserve and enhance our built, natural and historic environment and seek to ensure new development is beneficial to Norfolk's society, economy and environment.</p>	<p>Objective 3: Enhancing Connectivity It is our priority to maintain and enhance important connections to enable movement into and around the county and increase our attractiveness as a location both for businesses and people. Good connectivity is very important for getting from A to B easily whether for work, education, visiting family and friends, and deliveries.</p>	<p>Objective 4: Enhancing Norfolk's Quality of Life Enhancing the quality of life for Norfolk's residents is very important to Norfolk County Council. We want to improve the health of our residents by improving air quality and encouraging active travel options to improve health and fitness. Our commitment is to work towards zero carbon.</p>
<p>Objective 5: Increasing Accessibility Increasing accessibility is important so that everyone has access to the services and opportunities they require. In this plan we aim to increase the accessibility of Norfolk and address the challenges such a rural county faces and also to adapt to accessibility requirements in the future.</p>	<p>Objective 6: Improving Transport Safety We aim to improve the safety of our transport network in order to reduce casualties and help people feel safe when using any mode of transport. Norfolk County Council aims to overcome the various challenges on the network and to create a network which encourages safe usage of our roads and to protect vulnerable transport users.</p>	<p>Objective 7: A Well Managed and Maintained Transport Network Norfolk County Council is responsible for the management and maintenance of 10,000 kms of Norfolk's roads and 4,000 kms of Norfolk's footpaths and other public rights of way. We will apply new and innovative technology where it will be most effective to improve the management and maintenance of the network to keep Norfolk moving.</p>	

Strategic Policy Context

International and National Policy and papers

The Road to Zero 2018

Next steps towards cleaner road transport and delivering the Industrial Strategy.

- Ending the sale of new conventional petrol and diesel cars and vans by 2035 (originally 2040)
- Aim for almost every car and van to be zero emission by 2050.

This ambitious target is relevant to Norfolk's LTP4 as it sets the direction of where transport is headed in the future, enabling us to look ahead and plan infrastructure around zero emission vehicles and the phase out of petrol and diesel cars and vans. The strategy drives the uptake of zero emission cars, vans and trucks.

Transport Act 2000

Requires local transport authorities to write a local transport plan with policies for the promotion and encouragement of safe, integrated, efficient and economic transport within their area and an implementation plan explaining how these policies will be carried out.

Climate Change Act 2008

The Climate Change Act 2008 sets the target to reduce the UK's CO2 emissions to 80% of 1990 levels by 2050. This has since been updated in 2019 with the aim of the UK being carbon neutral by 2050.

This is relevant to the LTP4 as the transport sector emits the greatest amount of carbon dioxide emissions in the UK and will therefore need to be transformed to meet such ambitious targets.

Decarbonising Transport: Setting the Challenge 2020

Sets out how DfT will work with others to produce a Transport Decarbonisation Plan ~~later~~ in 2020 to ensure we reach net zero transport emissions by 2050, with a vision for how a net zero transport system will benefit us all.

Decarbonising Transport A Better, Greener Britain 2021

Sets out how a plan for how government intends that the emission reductions in Decarbonising Transport will be achieved. Four other documents were published alongside the strategy: Jet Zero Consultation, non-zero emission HGV Phase Out Consultation, Green Paper on a New Road Vehicle CO2 Emissions Regulatory Framework and a Rail Environment Policy Statement.

Future of mobility: urban strategy March 2019. Bus Back Better 2021

This strategy outlines government's approach to maximising the benefits from transport innovation in cities and towns.

E-scooters could be a fast and clean way to travel easing the burden on the network. Parts of the county are participating in e-scooter trials to help inform legislation.

Bus Back Better sets government's vision for buses to be at the heart of the public transport network.

Government Cycling and Walking Policy for England July 2020

Government wants to see a step-change in cycling and walking in the coming years.

Increasing cycling and walking can help improve air quality, combat climate change, improve health and wellbeing, address inequalities and tackle congestion on our roads. This policy aims to create connected, healthier and more sustainable communities.

Government Cycling and Walking Policy for England July 2020

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Regional and Local Policy

Norfolk and Suffolk Economic Strategy 2017

The Norfolk and Suffolk Economic Strategy has been formed through the collaboration of businesses, education providers, local councils, the voluntary community sector and the New Anglia LEP. The document outlines the ambitions for future growth across Norfolk and Suffolk.

This is relevant to the LTP4 as the plan should aim to facilitate the achievements of the strategy and take into account the ambitions and future development of the county.

Norfolk County Council's Environmental Policy

A Key part of the Norfolk County Council Environmental Policy was to work towards 'carbon neutrality' in Norfolk by 2030 and to collectively achieve 'net zero' carbon emissions in Norfolk County Council, Suffolk County Council and the Broads Authority estates, also by 2030.

This is relevant to the LTP4 as it sets out an ambition for the County in which transport can have a big effect. The LTP4 should hence aim to help achieve these targets by drastically reducing our transport emissions.

Together, for Norfolk 2019-2025

Together for Norfolk sets out Norfolk County Council's priorities:

- Focussing on inclusive growth and improved social mobility
- Encouraging housing, infrastructure, jobs and business growth across the county
- Developing our workforce to meet the needs of the sectors powering out local economy
- Work to reduce our impact on the environment
- Help Norfolk have a growing economy, full of thriving people living in strong communities we are proud of.

Local Transport Plan 4 should aim to help achieve these priorities.

Relationship of the Local Transport Plan with other Norfolk transport policies, plans and programmes

The Local Transport Plan sets out the overarching strategy across the whole of the county, across all areas including different transport modes and the overall approach for how we will deal with transport issues arising from growth plans. Alongside the Local Transport Plan there is a series of more detailed plans, policies and programmes. These provide more detail about how the strategic policies of the Local Transport Plan will be implemented at the detailed level. Although not an exhaustive list, these include:

- Bus Improvement Plan. Following release of the government bus strategy, Bus Back Better, in March 2021, we ~~are developing~~have developed our bus improvement plan ~~and submitted to government in~~by autumn 2021
- Walking and Cycling Strategy: This is currently being refreshed. The county council is developing a series of Local Cycling and Walking Infrastructure Plans (LCWIPs) to provide more detail in local areas. LCWIPs are well-advanced for Norwich, Great Yarmouth, King's Lynn and Dereham, with plans for the rest of the county being developed
- Transport Asset Management Plan: Sets out the management, operation, preservation and enhancement of the transport infrastructure
- Transport for Norwich: This is currently being refreshed to replace the existing Norwich Area Transportation Strategy. This deals with the built-up area of the city, its growth areas and travel to and from surrounding areas
- King's Lynn Transport Strategy:- This has recently been adopted
- Great Yarmouth Transport Strategy:- This has recently been adopted
- Market Town Transport Network Improvement Strategies: The council has developed ten such studies looking at the market towns across the county to identify transport measures needed to accommodate growth pressures.

As well as county council documents, there are other significant documents including local plans, setting out development plans across the districts, and documents setting out visions for specific areas, such as, for Norwich, the 2040 City Vision and Norwich City Centre Public Spaces Plan.

Chapter 4: Embracing the Future

Introduction and chapter summary

This chapter deals with:

- Challenges, changes and trends. This includes changes in the way we travel, and our reasons for travel, and increased awareness of climate change issues
- Policy. Existing national and local policies and targets we need to consider such as the climate change act, and the move towards electric vehicles (EVs)
- Technology. New technology requiring infrastructure such as EVs, connected and autonomous vehicles, and the way we monitor the network such as using sensors
- Behaviour change. Interventions that can work alongside other policies and programmes to help bring about changes in the choices that people make.

The chapter sets out that:

- Norfolk has a growing population which, if we don't act, will increase traffic and put pressure on the transport network, air quality, climate change, the environment and economy.
- Awareness of climate change is increasing and there is a growing expectation that this will be a large consideration in decision making.
- The increased need to focus on active and sustainable modes of transport such as electric vehicles, cycling and walking.
- We should be ready to trial new technology and work in partnership with the private sector to bring about innovation. Use of innovative technology can also be used to monitor the network and provide real time information to users, which is covered further in the Connectivity chapter.
- Our desire for transformation mixed with the rapid changes and developments in technology mean we need to prepare for new technology such as electric scooters, charging points for electric cars, and advances in the way we keep people informed of changes on the transport network.
- Norfolk has responded well to the Covid-19 pandemic and residents have adjusted to new ways of working, shopping and socialising. As a result, there has been an increased desire to cycle and walk and access green infrastructure. With this has come a heightened awareness of the environment and how transport effects our quality of life, which is covered in the Sustainability and Quality of Life chapters.

We are going through large changes in the transport sector. Our society, economy and environment are all rapidly changing and as a result, the way we travel and the way we will work and shop in the future is also changing.

Policies

This section provides a summary of the policies in this chapter.

Policy 1

We will plan and prepare the county for future challenges and changes to ensure the best for our society, environment and economy, and to actively review these developments through time.

What this means in practice:

- Future changes and challenges in Norfolk may be different from other parts of the country so solutions should be found that are tailored to Norfolk's needs. Working with communities and companies to predict, and respond to, changes can also boost the local economy.
- Norfolk will be best placed to identify and respond to future challenges. We will be able to take a leading role in preparing for the future, and not be left behind the rest of the country.
- Appropriate evidence and data gathering will enable us to identify future challenges and help us react faster to these changes, and therefore avoid the negative consequences.

Policy 2

The priority for reducing emissions will be to support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels; this includes the facilitation of necessary infrastructure.

What this means in practice:

- We will facilitate changes in the ways that people travel so that people choose to travel more by walking and cycling or new travel modes like e-bikes and e-scooters.
- We will work with partners in the private sector to make sure that the necessary infrastructure for cleaner vehicles, like charging points, is put in suitable places and are sufficient to encourage people to take up the use of these vehicles. This could include working with the private sector to create a market to provide charging points that satisfies and promotes the demand for electric cars; or to work with passenger transport operators to promote the conversion from diesel operation to electric bus and rail operation.
- Working in partnership to support and deliver infrastructure will enable the council to take a leading role for the market to follow, without shouldering the full financial burden.
- ~~Developing an~~Our Electric Vehicle (EV) strategy will help us build EV technology into future infrastructure decisions. EV technology is integral to achieving environmental targets and carbon neutrality.

Policy 3

Innovation and new technologies will be embraced and used proactively in order to achieve our vision, including responding to new targets set by the recently adopted environmental policy.

What this means in practice:

- We will lead in trialling new technology suitable for Norfolk and learn from developments elsewhere. We can build strong partnerships with other sectors that will make Norfolk more resilient to environmental challenges.
- This might mean the use of apps, where the technology is robust, for monitoring how people use the network, or to monitor air quality, or innovative solutions to encourage electric vehicles or e-scooters. Trials of e-scooters are underway in Norwich and Great Yarmouth. These trials, alongside others across the country, will help to inform future government legislation about this new type of vehicle
- The use of new technology will come forward more quickly if we are not reliant on other places adopting it first and might not be suitable for Norfolk. New technology is going to be vital in monitoring success on interventions, so money isn't wasted on projects that don't work for Norfolk.
- We will make the most of data from work done at other locations but also lead in trialling innovative technologies and share information.
- Sensors, apps, data, and surveys can better inform where we target our future budget for maintenance, safety and accessibility and sustainability, which will be covered further in the later chapters.

Policy 4

We will work with people to shape the way they travel, why they are travelling and whether they need to travel, encouraging behaviour change and interventions that can help to increase the use of sustainable transport.

What this means in practice:

- The support of people and communities is vital in making successful interventions in sustainable transport. People need to understand and support changes to encourage uptake of sustainable transport. If infrastructure changes are made without the support of Norfolk residents and businesses, they will be less successful, and it will take longer to see any benefit from investment.
- We will engage with communities to understand their needs and encourage and assist people to use more sustainable transport. This includes working with residents of new developments through our AtoBetter programme. How to influence the design of new growth is dealt with in Chapter 5: Delivering a Sustainable Norfolk
- Covid-19 has accelerated changes in behaviour. We continue to monitor impacts on people's travel and will use this information ~~have recently undertaken a survey of households to see how travel has changed through the Covid-19 pandemic.~~ This will to enable us to better plan for changes in travel behaviour.

Introduction

Our population and economy are growing and shifting in form, technology is developing fast and increasingly offering new solutions to help solve the social, economic and environmental issues we face.

Environmental policy is setting targets that need to be achieved in ambitious timelines. This chapter covers the challenges, changes and trends transport is facing now, and in the future. We are setting policies that will shape the future of transport and the technologies which will help ease congestion and emissions and improve safety, accessibility and movement in our county.

The chapter also covers behaviour change: what it is, why we need it and how it can help in adapting to and mitigating climate change in the future. The transport sector is the most polluting sector in the UK hence it is vital that we do everything we can to change this in order to reduce our impact on the climate and all the social, environmental and economic consequences that come with this.

It is difficult to predict the future. This is perhaps especially difficult now, given that Covid-19 has had a major disruptive impact in the way that people live, work and travel. However, Covid-19 also shows that people are adaptable to change and has – in many respects – simply accelerated changes, like working from home, that society was in any case going through. This chapter sets out some of the things which could be expected in the years to come. Our population is growing, becoming older and moving to urban centres (although there is some evidence of change to this trend recently). Our lifestyles are becoming more instant and less structured. Our technology is advancing and has the ability to combat the challenges we may face in the future; or react more quickly to change. Our society has the power to make rapid changes to also overcome the challenges of the future.

Evidence and Challenges

Along with the rest of the UK, the population of Norfolk is growing. Currently, Norfolk has a population of 900,000 people. By 2036, this is expected to be over one million. The growth in population needs to be managed if it is not simply to increase pressure and demand on the transport network.

Road traffic growth could have negative effects on air quality, climate change, the environment, society and the economy. This can be minimised through embracing innovative new technologies, like clean fuels where people will still need to travel by car, and focusing on changing people's travel behaviours to those that are more sustainable.

In Norfolk, urbanisation is occurring with more people moving out of rural parts of the county and into the urban centres such as Norfolk's towns and Norwich city centre, although we are seeing evidence that the pandemic might change this. Unless we help people to use more active travel modes, there could be an increase in congestion and higher levels of air pollution. As people in urban areas and market towns might not need to commute as far for work, cycling and walking will be a more feasible option. Public transport is often well connected in urban areas where transport hubs and interchanges can be found.

We have seen an increase in people walking, cycling and using other forms of active travel recently, especially, during Covid-19 lockdown. New options such as e-scooters are becoming increasingly popular even though, at present, their use is very strictly limited. Through being acceptive of change and encouraging innovation and technology, these moments of change can be harnessed, and have beneficial impacts on the transport network and environment.

Many people live outside our urban areas and market towns, and face challenges of accessing jobs and other services, particularly if they do not have a car. These issues are covered further in Chapter 8. This chapter considers how technology might help people be more connected: through better broadband to enable virtual connections; through electrically assisted cycles, which extend the range of bike journeys; or bus information through phone apps.

The LTP consultation showed that people in rural areas are concerned by the unreliability of the bus service, particularly where older people have to wait outside, not knowing when or if a bus will turn up

Norfolk's population is also ageing. With this comes transportation problems and an increasing risk of isolation. The most common transport issues for elderly people, as identified by Age UK, include:

- The lack of sufficient transport links for elderly people in rural locations to healthcare and other vital services
- Transport not being convenient or comfortable for elderly people
- Lack of encouragement to use more active modes of transport for both physical and mental health.

In the UK, the population aged 65 and over increased by 37% in rural areas between 2001 and 2015 and increased by 17% in urban areas. Rural areas are often disadvantaged in terms of access to services and activities due to the low population density in these areas making the provision and maintenance of service infrastructures difficult and expensive. There is some evidence that, because of the pandemic, there has been an increased demand for people who want to move to rural areas.

Society and the economy are changing. People are behaving differently, due to various external factors such as improved technology and communication, meaning people do not have to travel as much or as far. We have seen an acceleration of this behaviour recently during Covid-19 restrictions. The average number of trips per

person across all journey purposes and modes shows a downward trend in the UK. These trends are showing a decrease in trips for work, education, shopping, visiting friends and relatives and personal business between 2001 and 2016. New technologies and ways of communicating such as Skype, online shopping and the ability to work from home are influencers on this.

In England there has been a 24% drop in shopping trips between 1995/97 and 2013

Trends are showing that the gig economy has more than doubled in size over the past three years. This is a labour market characterised by the prevalence of short-term contracts or freelance work, as opposed to permanent jobs. The gig economy is driving a shift away from the traditional nine to five working hours and hence rush-hour congestion could ease. The gig economy can also alter people's personal behaviours as it enables near-instant services such as Uber and Deliveroo. Changes to how people work is also influenced by the ability to work from home. Thanks to new super-fast connectivity technologies, it is now easier than ever to work from home by using laptops and carrying out video conferences. With the growth in popularity of flexi working, or the closure of office accommodation by employers following Covid, the future could see a decline in the peak congestion times and rush hour when people start and finish work: a growing number of people will be commuting at different times or not needing to commute at all.

Popularity in ordering goods online has dramatically increased within the last few years. Due to this, fewer people are making journeys to retail areas which could in the future take more vehicles off the road. However, increasing online purchases could see an increase in delivery vans or lorries due to a higher quantity of deliveries being made.

Another behaviour trend is delayed car ownership. The percentage of young people obtaining driving licences has decreased in the last 20 years. This could be put down to the high cost of learning to drive, high cost of insurance for young people and the financial insecurities of millennials. Alongside this, technological change is also influencing the trend and reducing the need to own a car.

Young people especially are increasingly aware of climate change. This awareness is only expected to grow in the future and hence cycling, walking and public transport could become more popular as these are more sustainable modes of transport.

As Norwich in particular has a large young student population, it is likely to see an increase in the usage of these forms of transport as they are cheaper and align with the climate conscious attitudes of the young. However, Norfolk on ~~a~~-the whole is a rural county which makes transport via these more sustainable modes difficult for those living in rural areas and the elderly. It is therefore vital in the future that Norfolk

embraces new technologies to enable those in rural locations to also move in a low-carbon manner.

Technology, innovation and behaviour change have the ability to bring about rapid change when used together.

Strategy for delivery

- Plan and prepare for future changes and challenges. We will embrace new initiatives where these have positive benefits for Norfolk. This might include initiatives such as the use of autonomous vehicles, but we will only do this where it can be demonstrated that these initiatives will bring positive benefits
- Be proactive in using new technology and new methods, for monitoring outcomes, information provision and in our delivery, where these are shown to be robust and effective
- Support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels
- Help people to effect a change in the way that they use the transport system to one that is better for the environment, and people's mental and physical well-being.

Planning for change

Policy 1

We will plan and prepare the county for future challenges and changes to ensure the best for our society, environment and economy, and to actively review these developments through time.

Given its unique geography and socio-demographic make-up, Norfolk will face its own unique challenges. The Local Transport Plan sets out how we will respond to these, whether they be from climate change or lack of rural access to services. Appropriate evidence and data gathering, together with working with local communities, businesses and other interests, will enable us to identify future challenges and help us react more quickly to these changes.

It will be necessary to understand what these future challenges might comprise and be prepared to be agile to act to find tailored solutions. Evidence and data gathering will enable us to identify future challenges and help us react faster to these changes, and monitor outcomes. We will take a leading role in preparing for the future, being pro-active in our use of innovation and new technology to ensure that the county is not left behind.

Technology

Policy 2

The priority for reducing emissions will be to support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels; this includes the facilitation of necessary infrastructure.

Technology has the potential to reduce transport congestion and emissions and improve safety, accessibility and mobility. Technology therefore plays an important role in shaping how the future of transport will look both in Norfolk and all over the world.

The 2040 ban on the sale of all petrol and diesel cars and vans will promote the uptake of electric vehicles, which are already becoming popular. The UK government aims to invest £1.5 billion in ultra-low emission vehicles by 2021, further evidence to suggest that a growth in these vehicles can be expected in the future.

UK Climate Change Committee analysis shows that technological change alone is not enough to reach the UK's net zero goal, social transformation is also required.

Currently, Norfolk lacks an extensive electric vehicle charging network. Most local authorities, including Norfolk County Council, lack the funding and expertise to provide facilities although the market is increasingly providing charging points. With the phasing out of petrol and diesel vehicles and increasing interest in low-emission vehicles, it is likely this will be increasingly rolled-out. Charging points tend to be focussed in urban areas and town centres where there will be most usage. These are also usually the areas with the poorest air quality. The county council ~~is developing it~~ has developed an EV strategy that sets out how the council can help facilitate growth in the number of EV charging locations across the county, and will need to consider whether there is a role for local authorities in providing charging points. This might be in rural areas where market penetration is low. The county council already works with developers and district councils the planning authorities, on provision in new developments.

The county council is also refreshing its walking and cycling strategy. This responds to government's recently published Gear Change which sees England as "a great walking and cycling nation" with "half of all journeys in towns and cities being cycled or walked by 2030."

Policy 3

Innovation and new technologies will be embraced and used proactively in order to achieve our vision, including responding to new targets set by the recently adopted environmental policy.

We are going through a revolution in transport. Applications like Google mapping have collected data on a scale that could not have been envisaged a decade ago. Trials of autonomous vehicles are ongoing; many vehicles on the road today have technology such as lane-assist systems, adaptive cruise control and self-parking that enable them to be semi-autonomous. Such systems can place demands on the transport network, and will affect how we manage and maintain the transport network in the future, but utilization will make the networks perform more efficiently.

The government is investing significantly into the research and development of Connected and Autonomous Vehicles (CAVs), also known as self-driving or driverless

cars or other vehicles. Over time, CAVs are likely to have numerous impacts on how we move people around and how we manage highways. These include:

- Providing opportunities for people to connect
- Improving access, especially for those unable to use traditional vehicles. This consequently reduces isolation especially in rural counties such as Norfolk
- Improving road safety through sensors and communicating with other vehicles
- Reducing congestion by using intelligent technology such as planning routes to avoid traffic and communicating with other vehicles on the road network.

Innovation in the bicycle industry is also shaping the future of transport. E-bikes are becoming increasingly popular as they make cycling accessible to different abilities, make journeys faster and more comfortable and make journeys less exhausting by assisting the rider. A growth in E-bikes in the future would mean a greater demand for safe cycling infrastructure on key routes and a reduction of congestion and carbon emissions, especially in urban areas. (Policy 15, in Chapter 8: Increasing Accessibility, sets out our ambitions and intentions for active travel measures.)

In Spring 2020, Norwich launched its own bike sharing scheme called 'Beryl Bikes'. This has placed 600 (manual and electric) bikes on the streets of Norwich

An increase in bike sharing schemes is also leading to the growth of cycling as it makes biking easier, cheaper and more convenient which has the potential to prompt a modal shift towards cycling. Bike sharing initiatives promote the cultural shift towards more sustainable living. Therefore, a future scenario for Norfolk would be improved accuracy in data for popular cycle routes to make informed decisions and plans, increased cycling in urban areas, especially areas with access to bike sharing schemes.

Developments in technology and data collection have also led to the creation of smart traffic management systems. These are systems where centrally controlled traffic signals and sensors regulate traffic flow through a certain area in response to demand. This technology is able to reduce congestion and emissions as it is able to alter signals as and when it is needed and facilitates more efficient driving. Smart traffic signals are able to sense the type of vehicles in a certain traffic flow and hence in some cases provide bus priority. In the long term, this has the potential to make public transport more reliable and possibly change people's perceptions of public transport, prompting greater uptake in its usage.

Advancements in technology and data collection is enabling the growth of Mobility as a Service (MaaS) and seamless transport. MaaS bundles a variety of transport modes together and enables you to plan, pay for and use the modes of transport via

one app or card. This makes the use of public transport far easier and seamless hence making it a more attractive choice of travel.

Norfolk is beginning to move towards this with relation to bus services with the A to Better journey planner. It is therefore likely that in years to come, multi-modal services will be increasingly used in our county.

Behaviour Change

Policy 4

We will work with people to shape the way they travel, why they are travelling and whether they need to travel, encouraging behaviour change and interventions that can help to increase the use of sustainable transport.

People's behaviour is often deeply engrained. We need to make it easier for people to change their habits and make sustainable choices about how they choose to travel. This requires more than just infrastructure improvements.

Behaviour change in transport is capable of reducing people's dependence on cars in order to reduce congestion and emissions, and increase the use of active modes of transport, all of which have a positive impact on our environment and health and wellbeing. This means working with people and communities in understanding their points of view and working up solutions together with engagement on development and delivery of individual interventions. Behaviour change initiatives, used alongside transport provision, will ensure that infrastructure is used to its full potential.

Integrating behavioural change strategies into transport developments will enable substantial shifts in how we travel. The Department for Transport states that to be successful in enabling change, new behaviours should seem:

- More advantageous: perceptions of costs and benefits change
- More 'me:' behaviour fits in with perceptions of self or aspirations
- More prevalent: increased awareness of who else is doing it
- More doable: increased confidence in ability to change
- OR make people's old behaviour seem less of any of the above.

We will engage with communities to understand their needs and encourage and assist people to use more sustainable transport. This will be done as part of our transport delivery to reduce impacts on the environment and benefit society and the economy.

Chapter 5: Delivering a Sustainable Norfolk

Introduction and chapter summary

This chapter deals with:

- Growth. Consideration of where new development should go to be best placed for the needs of communities and residents.
- Economy. Ensuring good links to services, jobs, education and skills by sustainable transport methods.

The chapter sets out that:

- As a council we need to meet the needs of the present population of Norfolk, local businesses, and tourism industry without restricting future growth and our ability to meet the demands of future generations. This includes making sure we respond to changes in government policy on development to make it work for Norfolk.
- New developments must consider whether they are in an air quality management area (AQMA), where air pollution is above national targets. Where we have declared an AQMA an action plan sets out measures to work towards an improvement of the air quality in the area. Therefore, this should be considered in the location of new development so increased travel doesn't cause further problems. Air quality is also covered in more depth in the Quality of Life chapter.
- We need to embrace new technology to monitor and respond to how journeys are changing to inform how we respond to the developing needs of existing and new communities. Using technology to inform travel plans.

Public highways and transport networks have a significant influence in shaping the place in which we live. Transport infrastructure connects communities and services together and plays a vital role in the way people move around and access the wider world. It also plays an essential part in the economic vibrancy of Norfolk connecting us to each other and the rest of the country.

Policies

This section provides a summary of the policies in this chapter.

Policy 5

We will work with partners to inform decisions about new development ensuring they are well connected to maximise use of sustainable and active transport options. This will make new developments more attractive places to live, thus supporting a strong sense of the public realm.

What this means in practice:

- We will work with partners to try to ensure that new developments are located in suitable areas with access to services and leisure facilities via sustainable and active transport and not in areas that would be reliant on the private car.
- If this were not the case, people will be reliant on private cars or, if they don't have a private car, are likely to struggle to access services, leading to social isolation and economic disadvantage.
- We will seek to ensure new developments are well-connected to bus networks: it can be difficult to add or change bus routes after a development has been inhabited, and changes to routes could take a long time to introduce.
- New developments with insufficient transport options could lead to social isolation and the inability for people to access services.
- Development without considering transport first could lead to unnecessary congestion and strain on the highway network causing more problems in the future.

Policy 6

We will work with the development community and local stakeholders to ensure greener transport solutions are embedded in land-use planning to significantly reduce traffic generation by private car. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is in place. We will seek that any carbon impacts are monitored and offset by locally applicable measures. As part of our ongoing work on developing guidance for how we will deal with new development we will amongst other things consider how to establish carbon plans and budgets and devise methodologies to achieve carbon neutrality.

What this means in practice:

- The county council will engage and work with partners to ensure, where we can, that: development is planned with active and sustainable travel in mind; we secure contributions to active travel infrastructure from developers so that negative impact from developments is minimised; travel plans for new developments are secured and enacted; and carbon (arising from travel to and from the new development) is taken into account
- We will seek to ensure that measures supporting an uptake of cycling and walking, or by bus, in communities are provided as part of the development. Without developer contributions cycleways to encourage active travel and reduce reliance on private cars can be delayed until funds can be found, or not built at all.
- Development can put unnecessary strain on the network without interventions such as road improvements to access the development without disrupting through traffic.
- We are, however, only able to secure measures that directly mitigate the impact of a development as defined by a planning consent.
- The way that these contributions are secured in the future might change as government reforms planning.

Policy 7

In air quality management areas development will need to demonstrate its positive contribution to tackling the air quality problem.

What this means in practice:

- Air quality management areas are places where the national air quality objective for a specific pollutant is exceeded. New developments will not automatically make these emissions worse but could provide funding to provide positive intervention such as new cycle routes and footways to local amenities and schools so fewer existing and new residents need to use cars.
- We could simply raise an objection to planning applications (on which we are consulted as highway authority) where they fall within an air quality management area, but this would constrain housing from coming forward, particularly in locations where it is otherwise well-sited. The preferred policy will result in new developments helping to address air quality problems. It would mean that developers would need to demonstrate how development would address air quality or bring forward measures to address the issue. The National Planning Policy Framework requirement is for a proposed development to mitigate the impacts on air quality only.
- Interventions made by new developments can help air quality with sustainably built housing (eg including electric vehicle charging points) and interventions such as putting in place robust travel plans, car sharing schemes and better broadband (to minimise travel).

Achievements

- ★ We have a strong track record of working in partnership with Local Planning Authorities to develop planning policy such as the Greater Norwich Local Plan. The county council is a partner in the process to help develop and influence that plan to align with county transport objectives.
- ★ AtoBetter is a sustainable travel scheme that works with the community to offer free travel advice to aid people make the best travel choices. This is helping people make journeys as easy as possible and enables more journeys by foot, bike, public transport and car sharing.
- ★ Bringing forward and supporting large growth areas. New ways of working to deliver growth and bring forward strategic infrastructure together, leveraging in both public and private investment. Working with Transport East, Long Stratton bypass and West Winch Housing Access Road – both required to enable housing growth – have been identified in the Major Road Network programme for government funding.
- ★ Attleborough, Thetford and Great Yarmouth Growth Deal: Success in securing growth deal funding through the New Anglia Local Enterprise Partnership capital growth programme. This included packages of measures to reduce traffic congestion and improve sustainable transport in order to sustain and bring forward economic growth in the towns.

Evidence

The economy of Norfolk has particular strengths in sectors such as agri-tech and clean energy but lags behind in other areas. Across Norfolk house-building rates are insufficient to meet the calculated need for housing. Investment in housing and jobs growth can be constrained by perceptions that Norfolk is cut-off from the rest of the country; or because significant improvements to the local networks need to be provided to make the developments acceptable, but these cannot be afforded making the development slow to come forward. (Connections between major places within the county, and to major places outside, are dealt with in Chapter 6: Enhancing Connectivity.) As well as encouraging and enabling housing and jobs growth in the right places to come forward, we need to ensure that this growth is sustainable and does not lead to worsening problems.

The Norfolk Strategic Infrastructure Delivery Plan sets out Norfolk's priorities to help deliver significant economic growth in Norfolk for the next ten years. This is a coordinated approach to growth and transport investment to unlock potential and link people to jobs, homes and local amenities.

District Councils' local plans set out the housing requirements and details of where this, and economic growth, is planned. The county council works closely with district councils in the preparation of these plans and is a consultee on individual planning applications. [How government takes forward its](#) Planning for the Future White Paper, August 2020, might affect the strategy for delivery in the future. However, government has not yet finalized the full detail of changes to the planning system so it is not clear what changes this could mean for local authorities. This will continue to be monitored and our strategy could be amended accordingly.

Challenges

- We must ensure that the impacts of development are fully met to maintain the function of the transport networks.
- Delivering housing need in locations that minimise the need to travel.
- Forward funding infrastructure to enable growth in the future.
- Balancing growth with its transport and environmental impacts.
- Over the next ten years the population of Norfolk is set to rise by approx. 50,700. With the increase in population new jobs and homes will be needed and there will be additional journeys as a result. We need to ensure these do not lead to detrimental impacts such as an increase in carbon or road congestion
- Norfolk needs to be attractive for new businesses and industries to come to the county.
- Making sure that, where there is an increase in travel, the networks (active and public travel, road and rail) can cope with growth and that public transport options are available.

Strategy for delivery

- Providing advice to local planning authorities and on individual proposals to ensure development is well located and laid out in such a way that it achieves our Local Transport Plan objectives

- Consideration of new settlements to be well connected to services through sustainable and active modes of transport
- Developing the Infrastructure Delivery Plan
- Developing strategies and implementation plans for major growth locations
- Developing the case for funding to promote sustainable growth, housing and employment
- Developing transport strategies to support the vitality of town centres
- Developing our development management and design guidance to enable new growth to deliver increases in sustainable transport (including commercial bus services)
- Travel planning.

Growth and Development

To deliver the most sustainable possible growth in Norfolk, Norfolk County Council needs clear, aligned planning and transport objectives.

The county council recognises the need to develop and follow clear policies and guidance to inform the delivery of growth. Allocation of sites in local plans allows local planning authorities to identify strategic sites that will be delivered, or started, in the period of the plan. By helping local planning authorities to identify sites, we can make sure that development is well-connected to local services, and that consideration is given to the appropriate infrastructure that will be needed to deliver it sustainably.

Policy 5

We will work with partners to inform decisions about new development ensuring they are well connected to maximise use of sustainable and active transport options. This will make new developments more attractive places to live, thus supporting a strong sense of the public realm.

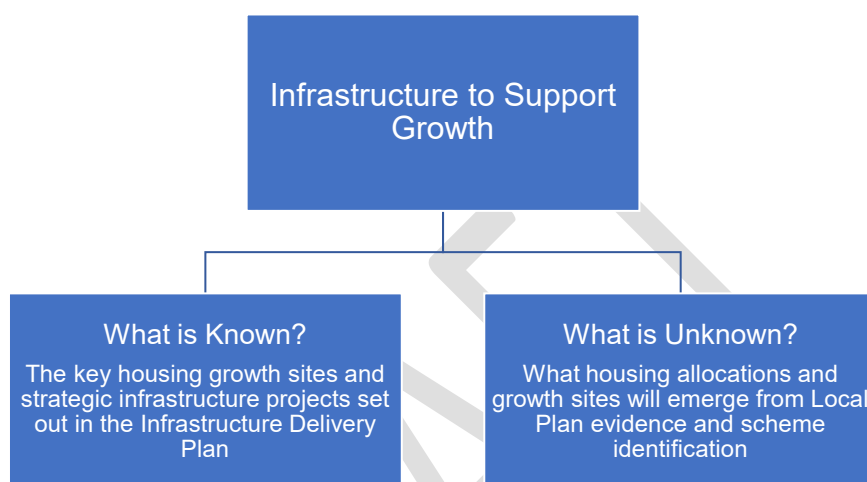
The county council will work with – in particular – the development industry and district councils, who produce local plans, to seek that new development must: take into account access to education and schools; minimise the need to travel; support active travel; support travel planning through schemes such as AtoBetter; and enhance and protect the strategic network. We recognise the role that rural areas including market towns, key service centres and village clusters will play in housing growth.

To support clean growth, our advice will be that new sites must be in locations that promote active travel, and public transport, with good links to local services, but especially education and skills. This was reflected in the public consultation, where people showed a strong desire to see more sustainable transport options championed in the region, particularly in rural areas where this is currently a challenge. Active travel will also help air quality in areas with congestion.

We will:

- Support the production of an evidence base for planned sustainable growth

- Strengthen partnerships and provide clear guidance on the requirements of growth to:
 - Contribute to the Norfolk County Council Environment Policy
 - Promote active travel
 - Work with county council service delivery and help provide access for all.
- Support robust enforceable travel plans.



Policy 6

We will work with the development community and local stakeholders to ensure greener transport solutions are embedded in land-use planning to significantly reduce traffic generation by private car. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is in place. We will seek that any carbon impacts are monitored and offset by locally applicable measures. We will consider how to establish carbon plans and budgets, and devise methodologies, to achieve carbon neutrality in new developments.

As part of our work with local planning authorities on their plans, and in responding to individual planning applications, we also influence the layout and design of new housing areas. This is to ensure, as far as we are able, that they can be served by good bus links and have suitable walking and cycling (as well as general traffic) links. As part of this, we also consider things like the provision of charging points for electric vehicles in new developments. More detail on this is in our separate, more detailed development management and residential estate layout guides. [Our guidance documents will be reviewed following adoption of LTP4 strategy.](#)

We will seek to work with the development community to ensure that transport planning is connected to land use planning to significantly reduce traffic generation by private car and ensure greener transport solutions are embedded in the design process. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is put in place as part of the development proposals. We will seek that any carbon impacts are monitored and offset by locally applicable measures. As part of our ongoing work on developing guidance for how we will deal with new development we will amongst other things consider how to establish carbon plans and budgets and devise methodologies to achieve carbon neutrality.

Our travel planning team, AtoBetter, works with developers on the larger housing sites to agree travel plans that set out the measures that will help and encourage people to make sustainable travel choices. These plans, and their implementation, are funded by developers.

New developments in areas of poor air quality

Policy 7

In air quality management areas development will need to demonstrate its positive contribution to tackling the air quality problem.

Chapter 7: Enhancing Norfolk's Quality of Life deals with air quality in more detail. It notes that there are currently air quality management areas, where the annual average levels of nitrogen oxides (NOx) exceed recognised thresholds, in parts of Norfolk. New development in these areas could, if no action is taken, contribute to a worsening of air quality whilst also increasing the numbers of people living (or working) in areas with poor air quality. However, in other respects, these locations might be well-suited to new development because they are in places with good access to other services and facilities. We will therefore take an approach where we require developers demonstrate how their proposal can address air quality or bring forward measures to address the issue. Interventions could include sustainably built housing (eg including electric vehicle charging points), active travel networks, robust travel plans, car sharing schemes and better broadband (to minimise travel). Rather than automatically recommending a refusal to development in certain areas we will judge each development on how they propose to mitigate air quality issues.

Innovation

Norfolk County Council and the local planning authorities will need to work even closer together to deliver housing and commercial land that benefits the people of Norfolk and allows for growth in a sustainable way. We need to gather more evidence to understand what journeys people are making, and the journeys people will be making in the future, whether social, economic, or for tourism.

New ways of data collection such as sensors can better inform the decisions, and interventions, we make to ensure people can access services and leisure activities without putting additional strain on the highway network. This includes helping people access information on route planning. The use of new technology in the way we monitor air quality can help us better understand causes and therefore make the

most suitable interventions in the most suitable areas, maximising investment and benefit.

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Chapter 6: Enhancing Connectivity

This chapter deals with connectivity. This refers to the major connections that people have to make:

- Between the major places within the county; and to major places outside. The strategy sets out that improvement to the major road and rail connections remain a priority for the Local Transport Plan. There must however be a shift to less polluting vehicles using these strategic connections.
- Getting to the major urban centres and market towns to access vital services that people need such as employment, education, health services and retail. For these trips, connectivity will be improved from surrounding rural areas with the focus being on clean transport modes including electric vehicles, public transport and walking and cycling.

Chapter 8: Increasing Accessibility deals with local connectivity and accessibility, such as making trips within built up areas by walking and cycling. The Quality of Life Chapter (Chapter 7) deals with how we will seek improvements to air quality and a reduction in carbon emissions. This considers aspects such as the modes of travel that people choose to make (by bus, car, etc.) and the types of vehicle that people choose, and how these might be made more efficient.

Good connectivity is vital because when people choose to travel it allows them to easily get to where they need to, whether to work, education or visiting friends and families. Connectivity is especially important for businesses because delays in delivering goods, or unpredictable journey times, cost money. Without good connections to other parts of the country many businesses might not choose to stay in, or move to, Norfolk.

Policies

This section provides a summary of the policies in this chapter.

Policy 8

Our priority will be to improve major road and rail connections between larger places in the county, and to major ports, airports and cities in the rest of the UK.

What this means in practice:

- We will work with partners and make the case for investment to the rail network and trunk roads, which the county does not manage or maintain, to seek improvements
- We will seek quick, reliable journey times for longer-distance journeys where there is the highest need as we see this as important to support, in particular, our economic objectives. Initial analysis of the long-term impacts of Covid-19 suggests that these longer-distance trips will remain important over the longer-term (and might even be of increasing importance as people choose to live in places like Norfolk and visit their workplaces in the capital on a relatively

infrequent basis, rather than living in London and commuting to work in the capital every day)

- Our priorities will be the A11 (bottleneck junctions at Thetford and Mildenhall Fiveways) and A47 trunk roads (dualling), Norwich Western Link, the Major Road Network (Long Stratton Bypass, West Winch Housing Access Road, A47/A17 Junction), connections to Norfolk's transport gateways (quick, reliable connections) and the rail lines connecting Norwich to London (more frequent 90 minute journeys, half-hourly frequency), Peterborough and Cambridge/Stansted (more capacity, faster journeys), East West Rail (services from Norwich via Cambridge to the Midlands and southwest England) and King's Lynn to Cambridge/London (half hourly frequency)
- Strategic connections are important for many of the businesses in the county as well as providing vital links for residents and visitors
- It is important to secure investment in their improvement to support, in particular, economic objectives. If journey times, and reliability of journeys, to Norfolk from other major places in the country do not compare well with similar places it is likely that investors would choose instead to invest in other locations, putting the economic prosperity of Norfolk at risk. Policy 9 sets out that there must be a shift to cleaner transport modes on these major links.
- The importance of the above rationale will be kept under review whilst considering the long-term implications of changes arising from the pandemic, but initial analysis suggests they still hold true.

Policy 9

Our priority for improved connectivity will be that the network is used by clean transport modes.

What this means in practice:

- When seeking improvements to the strategic connections we will endeavour to secure, design and implement them in a way that encourages clean transport modes. This means low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling
- This means we will seek to influence the choice of vehicle type or how people choose to travel instead of hoping that individuals can make an informed choice, taking into account factors like their journey's impact on climate change, rather than simply their convenience
- The chosen policy will support our environment policy and emerging government policy. The policy will help to contribute to reducing carbon, improving air quality or the better physical and mental health of people through active travel whilst ensuring that major connections – necessary to support the economy – are suitable for their strategic purpose of transport large numbers of people efficiently and effectively.

Policy 10

We will seek to improve connectivity between rural areas and services in urban centres.

What this means in practice:

- Residents in rural areas need to access employment and services, which are often based in urban areas.
- To connect rural areas to the services and facilities centred within the market towns and urban areas, we will focus on improving the connections between them. This will comprise a variety of actions including: extending sustainable walking and cycling networks in the urban areas to connect with longer-distance facilities; working with public transport operators to improve services and infrastructure connecting into settlements (this is covered in the Accessibility Chapter; Chapter 8); and – recognising the significant role that car travel will continue to play in the future – improving some of the road links and connections. This ties in with our policies set out in A Well Managed and Maintained Transport Network (Chapter 10) where we state that we will prioritise main roads that have most usage
- This means that resources would be targeted to the above connections, rather than on improving connections in rural areas, which would result in improved connectivity within rural areas, but would not necessarily help people to access the urban areas and market towns
- People are increasingly working at home following changes to their habits during Covid-19 lockdown. Often, people need to make local trips to market towns and urban areas, replacing trips they would have previously combined with their journey to work. An improvement to the connections will help people to make these trips and will support the economies of the service centres.

Achievements

- ★ Greater Anglia rail franchise has delivered:
 - New rolling stock on all routes
 - Start of Norwich in 90 services
 - Extension of Norwich-Cambridge service to Stansted Airport
- ★ Improved connectivity in our built-up areas:
 - Major changes in Norwich including cycle network and removal of traffic from the retail and business centre, ensuring the city centre retains its place as one of the country's top retail areas, supports the visitor economy and remains attractive for business investment
 - New bus station in Thetford
 - Improvement of walking and cycling connections between the rail station and market place in Great Yarmouth. This is a key gateway to the town and the improvements have made a real difference to the impression visitors have on arrival.
- ★ Completion of Broadland Northway (Norwich Northern Distributor Road), fully opened to traffic in April 2018, and completion of A11 dualling (December 2014)
- ★ Commitment to over £300m of investment from government for the A47 including:
 - Easton to Tuddenham dualling
 - Blofield to Burlingham dualling
 - Wansford to Sutton dualling

- Thickthorn (A11/A47, Norwich) junction
- Guyhirn junction
- Junctions at Great Yarmouth

★ Large Local Major Road Schemes are in various stages of development:

- Norwich Western Link. ~~Government has accepted the strategic outline business case and awarded funding for the next stage of work~~The outline business case was submitted to government in June 2021. Construction is programmed for a start on site in 2023
- Great Yarmouth Third River Crossing. Development consent and funding was secured, enabling construction to start on this project at the beginning of 2021. We aim to have the bridge finished and operational by early 2023.

★ Major Road Network improvements. Transport East has prioritised Long Stratton Bypass, West Winch Housing Access Road and A47/A17 Pullover Junction King's Lynn for funding under this stream. Government ~~has accepted the strategic~~approved the outline business case for Long Stratton Bypass in July 2021 and awarded funding for the next stage of work.

Evidence

Strategic connections are important to Norfolk particularly for its continued economic success. This includes connections to London and Cambridge, and to major gateways like the London airports. These major connections, however, tend to be lengthy due in part to the location of Norfolk, but also because many are not of the same high standard as elsewhere in the UK.

The county has two major trunk road routes: the A11 and A47. The A47 is a mixture of poor standard single carriageway road and dual carriageways. This leads to inconsistency of standard, creating safety issues, as well as slow and unreliable journeys.

Compared to other parts of the country, journey times from other major places to Norfolk are lengthy. The availability of rail is poor, with many places in Norfolk some distance from a rail station. There is also a limited number of destinations available by train from the county. As a result, Norfolk has substantially lower numbers of residents commuting by rail compared to the rest of the UK.

The British Chambers of Commerce (The Congestions Question: Business Transport Survey, London) found that almost 60% of UK firms consider transport infrastructure as a major influence on their business location, suggesting that physical transport connectivity remains important for businesses.

Evidence reports, such as the A47 Economic Impact Study, completed by WSP Consultants for the A47 Alliance in 2019, show the value of good strategic connections on the major road network. This found that the Alliance's three priority dualling schemes would create an uplift in gross value added from new employment of over £330m, generate over £200m in benefits from enhanced productivity and bring about benefits of £40m in regional markets by reducing delay and congestion and increasing efficiency.

The county council is refreshing its Norfolk Rail Prospectus. This sets out in detail the ambitions of the council for rail improvements and the rationale for them. This document will be used to support our work with partners to improve accessibility and connectivity by rail. [This work was put on hold until government had completed its review of the railways. Government published its white paper Great British Railways: The Williams-Shapps Plan for Rail in May 2021, setting out government's intentions for reform of the rail sector.](#)

Challenges

- Slow road journey times on strategic east west links
- Limited rail connections, especially east west
- Methods of sustainable transport are often viewed as unsafe, particularly in rural areas
- Norfolk is a largely rural county with services focussed in market towns and urban centres
- Many parts of Norfolk experience slow and unreliable road journeys for motorists and buses, especially on congested networks in the towns and cities
- Many parts of the county are not close to rail stations, and even then, rail services have a limited number of connections
- Journey times between Norfolk and major destinations like London, Cambridge and major airports are lengthy. It can be quicker to get from London to many other parts of the country than to Norfolk, even if these places are further away from London than we are.

Strategy for delivery

The county council will continue to work with partners and key stakeholders to improve transport links such as working with the A47 Alliance to secure improvements to the A47 trunk road, the East West Rail Consortium (to link Norwich with direct rail services via Cambridge to Bedford, Milton Keynes and the south west of England), and other rail groups including the Great Eastern Main Line Task Force (Norwich to London rail link) and Ely Task Force (critical rail junction for King's Lynn to Cambridge / London services and a range of east west services). We will also work with developers, ports and Norwich Airport to make Norfolk an attractive place to live, work and run a business.

Transport gateways

Transport gateways are the major arrival points, and generally where there is a change in transport modes, from land to sea or air. These gateways are generally international, but gateways such as Norwich and King's Lynn railways stations link Norfolk to national transport networks.

Norwich Airport, Great Yarmouth Port and King's Lynn Port are the gateways in Norfolk linking people, business and freight to international markets. International connections are becoming increasingly important, both recreationally and economically. Norwich Airport provides holiday destinations in Europe via its link with Amsterdam Airport Schiphol allowing people to travel globally. The airport also allows for economic links for businesses, such as tech, financial services and pharmaceutical firms, with global markets and the oil industry. The ports at King's Lynn and Great Yarmouth allow manufacturing businesses to ship goods around the

world as well as providing vital services for the offshore energy industry. Neither port, nor the airport, has rail connections. We will continue to work with the operators to improve connectivity.

Offshore energy is a major part of business in Great Yarmouth and the port is the principal support port for offshore energy in the southern North Sea. There are also important links to ports just outside Norfolk, such as Wisbech in Cambridgeshire and Lowestoft in Suffolk and other international gateways such as the Port of Felixstowe and Stansted Airport.

As with many transport modes international gateways will need to respond to the pressures of carbon reduction and clean air targets.

Strategic Road and Rail Connections

Policy 8

Our priority will be to improve major road and rail connections between larger places in the county, and to major ports, airports and cities in the rest of the UK.

The foremost road connections into the county are by the A11 and A47. These are both trunk roads and funding for improvements comes directly from government. They are maintained and managed by [National Highways, formerly](#) Highways England, rather than the county council, which manages all other roads. Similarly, rail services are currently run by private companies on a franchise basis from government. Network Rail manage and maintain the infrastructure, including the track. Often improvements to the infrastructure are needed before the rail companies can run improved services.

The focus concentrates on improvements to these strategic networks to ensure quick, reliable journey times for longer-distance journeys. Improvements to the road network will help the longer-distance bus networks. Elsewhere in the Local Transport Plan, principally in Chapter 8, we deal with how these bus links will connect into the centres of our towns and employment areas.

Policy 9, below, sets out that, whilst there is a need to improve the strategic connections, there will need to be a shift towards clean transport modes on these links.

Strategic Priority Connections

- The **A11** which provides the main road connection to London and the south
- The **A47** providing the main east-west road connection and route to the Midlands and north of England
- Connections to **Norfolk's transport gateways**: Norwich Airport and the ports at King's Lynn and Great Yarmouth
- The **Norwich to London** rail line, providing links to London and the south
- The **Norwich to Cambridge/Stansted** and **Peterborough** rail lines, providing links to the Midlands and the north of England
- **East West Rail**, supporting rail services from the east through to the south west of England including the construction of a new rail line between Cambridge and Bedford
- The **King's Lynn to London rail line**, providing links to London, the south and Europe via St Pancras / Thameslink
- **Major Road Network**: improvements to the A10, A140, A134 and A146 providing regional connections.

Priorities for enhancing strategic connections

- A11 trunk road (bottleneck junctions at Thetford and Mildenhall Fiveways)
- A47 trunk road (full dualling with appropriate grade separation at junctions)
- Major Road Network (Norwich Western Link, Long Stratton Bypass, West Winch Housing Access Road, A47/A17 Junction at King's Lynn)
- Connections to Norfolk's transport gateways (Third River Crossing at Great Yarmouth, currently under construction)
- Norwich to London rail line (at least hourly 90-minute journeys: likely to require infrastructure improvements including – when linked to other improved services – a double track over Trowse Bridge in Norwich)
- Norwich to Peterborough and Cambridge/Stansted rail lines (more capacity, faster journeys, half hourly frequency)
- East West Rail (services from Norwich via Cambridge to the Midlands (via Bedford and Milton Keynes) and southwest England)
- King's Lynn to Cambridge/London (half hourly frequency throughout the day).

All proposed infrastructure schemes and route options will be subject to the appropriate range of assessments in their conception and subsequent phases including taking into consideration their full range of impacts, and consideration of suitable alternatives. (This would be the responsibility of the agency promoting the project.) We would seek early engagement with inter alia the statutory environmental bodies on major schemes so that impacts can be given appropriate consideration from the outset.

Clean Transport Modes

Policy 9

Our priority for improved connectivity will be that the network is used by clean transport modes.

We see the benefit of improved strategic connectivity, as set out above, because of its benefits to the county's economy and our residents, businesses and visitors. The above priorities for strategic connections will improve people's connectivity. However, improved connectivity needs to be achieved in a way that meets our other objectives, especially to reduce carbon and improve air quality. We will therefore look to improve connectivity by clean transport modes. That is, we will seek to achieve a change in the ways that people use the networks towards clean transport.

We use the term *Clean Transport* to talk about low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling. Increasingly, there is a range of newer ways that people are getting about including e-scooters or, for delivering goods, delivery-by-drone or autonomous pods. We talk in more detail about how clean transport modes will be promoted in our chapters on accessibility and quality of life.

Connectivity from rural areas

Policy 10

We will seek to improve connectivity between rural areas and services in urban centres.

Most services and facilities that people need to get to are sited in our market towns and urban areas. It is important that people can get to these. We set out here how we will improve this at a strategic level; our chapter on Accessibility deals with the details of this including the local connections within settlements.

To connect rural areas to the services and facilities centred within the market towns and urban areas, we will focus on improving the connections between them. This will comprise a variety of actions including: extending sustainable walking and cycling networks in the urban areas to connect with longer-distance facilities; working with public transport operators to improve services and infrastructure connecting into settlements (this is covered in the Accessibility Chapter); and – recognising the significant role that car travel will continue to play in the future – improving some of the road links and connections. As set out above, we will have a focus on clean transport modes in doing this. Good design will be important to make sure that local walking and cycling facilities are attractive to encourage all users. The county council is refreshing its walking and cycling strategy, which will include more detail, but where possible we will seek to provide cycle lanes and footpaths away from busy roads and support their use through behaviour change work including publicity to encourage use.

Innovation

New technologies are being developed at a fast rate but we must choose the right interventions to ensure maximum connectivity in a way that benefits everyone.

Innovative thinking as well as technology are needed as we must think radically in order to fulfil environmental targets.

We will trial innovative technology in different parts of the network for walking, cycling, motorcycling and car journeys by developing prototypes, preferably with local companies to also help economic development in the region. We should use technology to monitor the network to better understand which routes are used, when and why so we can then use this to inform evidence-based decisions where connectivity needs improving.

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Chapter 7: Enhancing Norfolk's Quality of Life

Introduction and chapter summary

This chapter deals with:

- Climate change. This includes the equality and social impacts of climate change and emissions and the measures for reducing carbon, increasing active travel and reducing inequalities.
- Strategies. How strategies such as The Joint Norfolk Health and Wellbeing Strategy 2018-22 and The Norfolk Public Health Strategy shape our planning.
- Travel choice and behaviour. How we can encourage cycling and walking and smarter travel choices.
- Air quality and pollution. Understanding causes to design suitable interventions working alongside behaviour change to improve conditions in air quality management areas, street design causes
- Transport and the environment. Looking at how we can improve our built and historic environments through making changes to the transport network.
- Innovation. Using new technology and innovative ideas to improve journey planning and environmental monitoring.

The chapter sets out that:

- The transport sector has the highest carbon emissions, so intervention is needed to reach our environmental target of carbon neutrality.
- There are several areas in Norfolk where air quality falls below defined thresholds due to emissions from transport
- Priority to reducing carbon and emissions is through cleaner vehicles and mode-shift to public transport and active travel.
- We will look to enhance and conserve our built and historic environments through making changes to the transport network
- Consideration should be given to health issues in planning decisions to promote air quality (see Chapter 5: Delivering a Sustainable Norfolk)

Enhancing the quality of life of Norfolk's residents is important. The county council wants to improve the health of its residents through improvements in air quality and encouraging active travel options to improve health and fitness. Transport is a significant source of UK greenhouse gas emissions.

Policies

This section provides a summary of the policies in this chapter.

Policy 11

When making changes and improvements to our transport network, and in working with users on how they choose to use the transport network, we will seek to understand the consequences of the decisions on meeting the collective challenge of protecting and improving our global environment to meet the environmental policy target of working towards carbon neutrality.

What this means in practice:

- The Norfolk County Council Environmental Policy, alongside national and international policies and agreements, means that we have a responsibility to meet targets to reach carbon neutrality.
- As transport is a major contributor to climate change these targets can only be met through intervention on the highway network, such as encouraging electric vehicles, and sustainable and active transport options.
- People now have a greater understanding of environmental issues and expect us to take action on climate change.
- If we did not follow the policy, it would mean that we would not make changes that would help us meet carbon targets and we would see a decrease in quality of life for future generations.
- We ~~are currently developing~~ have adopted an Electric Vehicle strategy, which ~~will~~ provides a framework for encouraging the uptake of these types of vehicle and provide guidance on changes to infrastructure to meet these needs.
- As part of the work on development of this plan we ~~have~~ also commissioned work to understand the impact that measures will have on carbon reduction. LTP4 Implementation Plan will develop this work, taking account of the statement in government's decarbonising transport plan that LTPs will need to set out how local areas will deliver "ambitious quantifiable carbon reductions in transport, taking into account the differing transport requirements of different areas" together with any further guidance to support LTPs issued by government, and will be able to report the outcomes in our implementation plan.

Policy 12

Our priority for tackling air quality will be to take action to improve air quality, including investigating vehicular restrictions or charging, where air quality falls below the threshold for Air Quality Management Areas. We will also embrace new ways of monitoring air quality to inform interventions, including in other areas, where this is deemed necessary.

What this means in practice:

- Air quality is integral to health and wellbeing. Good air quality enables communities in locations where people want to live and spaces people want to visit. The recent Local Transport Plan consultation showed that there is support for restricting the most polluting vehicles from entering town and city centres.
- If we took no action, urban centres ~~will~~ would not achieve air quality targets and will also become places people don't want to visit, widening the gap between quality of life in urban and rural areas. Budget is not unlimited so priority should be given to the areas with the worst problems.
- Road transport accounts for a third of NOx emissions and is the dominant source in urban, heavily-trafficked areas. The European Environment Agency estimates that road transport contributes to excessive concentrations about 70% for nitrogen dioxide (NO2). Therefore, transport modes are integral to achieving environmental targets.
- Monitoring outside schools has not shown breaches of the air quality thresholds (where it is shown to be harmful to human health and requires declaration of a

management zone). Therefore, we are not proposing to prioritise action outside schools specifically because of air quality. However, we do intend to be more innovative in our collection of data, which should allow a better understanding of air quality outside schools and will also look to respond to school issues either on an individual basis where problems are found, or collectively through implementation of our policies for – amongst other things – mode shift and cleaner vehicles.

Policy 13

We will seek to improve quality of place, conserving and enhancing our built and historic environments, when we take action to improve the transport network.

What this means in practice:

- The way a community is planned, designed, developed and maintained all affect the quality of life of people living and working in it, and those visiting.
- Therefore, a sustainable and healthy transport network is an important part of making Norfolk an attractive place for people to live and work and visit.
- Where we live effects our health and wellbeing and Norfolk residents deserve to live in healthy communities and have healthy transport options.
- Transport networks should remain functional, but budget needs to be targeted in areas that improve quality of life in order to achieve wider outcomes such as better physical and mental health of people, to encourage the tourist and visitor economy, to protect the unique characteristics of our places, and to encourage economic investment and sustainability into areas. Interventions to ensure functionality of the network are covered further in the Maintenance chapter.

Achievements

- ★ Norfolk County Council has been working with district council partners through an Air Quality improvement network to develop and deliver a countywide approach, reducing transport emissions being one shared objective.
- ★ Norfolk County Council adopted an Environmental Policy in November 2019. The policy supports the aims of the government's environmental plan and has 'Supporting initiatives that lead to clean air, such as developing new proposals within the forthcoming Local Transport Plan and its supporting strategies' as a key objective.
- ★ The Norfolk Cycling and Walking Strategy recognises that cycling and walking are not only good for the environment but also our children, our health and our economy so the strategy looks at Norfolk County Council's work to support them both now and in the future. This strategy is currently being refreshed.
- ★ AtoBetter is run by Norfolk County Council but funded by developers to make journeys as easy as possible and enable more journeys to be made by foot, bike, public transport, car sharing, and to reduce the need to travel in the first place.

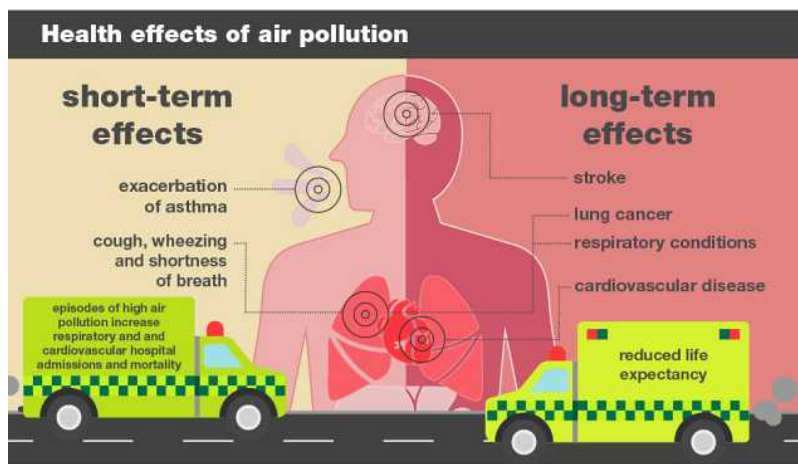
Evidence

There are various government policies which impose targets on international, national and local scales. These targets are often linked to emissions and due to transport being the most polluting sector in the UK. These targets have a large effect on transport behaviours as this is where the most emissions can be cut.

International agreements and policies are influencing what the future of transport looks like. For example, the Paris Agreement 2015 is a United Nations commitment to keep global temperature rise to well below two degrees Celsius above pre-industrial levels. This will influence the future of transport and provoke a widescale increase in low-carbon modes of transport, with growing encouragement for the usage of public transport, cycling, walking and electric vehicles (EVs).

The UK saw a 32.6% rise
in the number of EV
registrations in August
2019

Similarly, national policies are shaping the future of transport in the UK. The Climate Change Act 2008 sets the target for the UK's net carbon account for the year 2050 to be at least 80% lower than the 1990 baseline. As well as this, the UK's 'Road to Zero' strategy bans the sale of all diesel and petrol cars and vans from 2040 in order to move towards EVs and reduce greenhouse gas emissions. This was brought forward to 2035 in order to make the 2050 emissions target more achievable. More locally, Norfolk has made emissions commitments of its own. The recent (2019) Norfolk County Council Environmental Policy sets a carbon neutrality target for 2030 which will result in large changes to the way we move people, goods and services in Norfolk and will require rapid decarbonisation. Norfolk County Council ~~is~~ developinghas adopted its Electric Vehicle Strategy to encourage the uptake and ownership of EVs.



The EU Air Quality Directive (EU Directive 2008/50/EC) sets legally binding standards for the condition of air in outdoor environments. In the UK district councils are required to regularly review and assess air quality in their area. This has led to Air Quality Management Areas being declared in parts of King's Lynn, Swaffham and Norwich. These have been declared because the annual average levels of Nitrogen Oxides (NOx) exceed recognised thresholds. There are action plans in each of these areas designed primarily to reduce emissions from traffic, improve traffic flow and support public transport and active travel options.

Data shows that, in terms of estimated fuel usage, Norwich is much lower than other parts of the county and has a lower use of diesel engines. However, air quality is also affected by background levels of pollution, traffic flows, street design, engine idling and in some cases types of green infrastructure. It can also be localised and affected by weather. Consequently, transport solutions may need to consider not only absolute volumes but also factors which may trap or otherwise cause build-up of pollutants which may otherwise be dispersed more rapidly. It is important to make sure we can measure air quality so that we can successfully manage it.

Challenges

There are issues with pollution from vehicles causing both local air quality issues and contributing to climate change. CO₂ can be reduced, and air quality improved, by replacing petrol and diesel by electric cars although, beyond the remit of this plan, there will be a need to ensure that the emissions aren't displaced to the power generation for charging these vehicles; and that other environmental impacts, such as materials required for batteries, are minimised. There is currently limited infrastructure to support a significant uptake in electric vehicles and the technology is developing at a fast rate.

Options for how ~~we~~ people and goods move across Norfolk is often restricted as we are a dispersed and rural county. It is difficult for some people to get to services, and there are limited alternatives to the car, especially over longer distances in large areas of Norfolk. Therefore, some approaches that can work in urban areas are more difficult in rural areas where there is currently no obvious alternative to the car.

Behaviour change is important to encourage more people to use sustainable transport but can take time and cannot be done in isolation. Reducing single occupancy car journeys in urban areas can be achieved through a modal shift alongside provision of viable alternatives.

The county council has recently adopted an Environmental Policy including an aim to work towards becoming carbon neutral by 2030. The Local Transport Plan sets out the strategy for how we will achieve this. The implementation plan will set out specific targeted interventions and will take account of government's decarbonising transport plan, which stated that LTPs will need to set out how local areas will deliver "ambitious quantifiable carbon reductions in transport, taking into account the differing transport requirements of different areas." It is likely that, to be successful – and also to make improvements to air quality – we will all need to change how we travel.

The county council's plan 'Together for Norfolk' sets out Norfolk County Council's ambitions between 2019 and 2025. The priorities outlined in this document include:

- Focusing on inclusive growth and improved social mobility
- Encouraging housing, infrastructure, jobs and business growth across the county
- Developing our workforce to meet the needs of the sectors powering our local economy
- Work to reduce our impact on the environment.

Strategy for delivery

The Joint Norfolk Health and Wellbeing Strategy 2018-22 has a 'prioritising prevention' as a key objective both at a policy level and in decision making. The Norfolk Public Health Strategy prioritises public health action which will:

- Promote healthy living and healthy places
- Work towards the design of healthy streets
- Protect communities and individuals from harm
- Provide services that meet community needs
- Work in partnership.

Specific actions arising from this strategy include:

- Considering health issues in planning decisions and associated policies (including transport policy)
- Increasing physical activity
- Promoting open space, active travel and collaborative approaches to improving air quality
- Addressing the current inequalities in access to a sustainable transport system.
- Addressing air quality issues and the impact of air pollution on inequality.

Climate Change

"Effective and proactive planning can mitigate the threat of climate change impacts on transportation systems" – International Transport Forum, 2016

Summer Warmer and drier with an increased occurrence of heatwaves	Winter Warmer and wetter with an increased occurrence of flooding, storms and extreme winds	Sea level rise Leads to an increased rate of coastal erosion and increased occurrence of storm surge events
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Policy 11

When making changes and improvements to our transport network, and in working with users on how they choose to use the transport network, we will seek to understand the consequences of the decisions on meeting the collective challenge of protecting and improving our global environment to meet the environmental policy target of working towards carbon neutrality.

Transport is the largest emitter of carbon in the county and, in recent years, emissions have been rising. We have recently (2019) adopted our Environmental Policy, which alongside national policies, means that we have a responsibility to meet targets to reach carbon neutrality. The Norfolk target is to move towards carbon neutrality across all sectors by 2030. Emissions from transport on the networks, including rail, road and waterways, will need to contribute towards achieving this target and the council will have to work in partnership with other agencies as appropriate, or where we do not manage the network. Policy 11 above reflects the adopted environmental policy. There is a separate target for net carbon zero on our own estate (ie the operations that the council directly undertakes) in our Environmental Policy.

Our strategy, set out in this plan, is to achieve a shift towards active travel and cleaner vehicles. LTP4 Implementation Plan, to be developed immediately following adoption of the strategy, will set out how we will deliver the strategy and our ambitious carbon target. This will take account of any guidance issued including government's Toolkit of Guidance to support local authorities, which they have indicated will be released before the end of 2021. We are already~~To set out in detail how we will do this we are~~ refreshing our walking and cycling strategy and have adopted~~developing~~ an electric vehicle strategy, amongst other things. As part of the work on development of this plan we have also commissioned work to understand the impact that measures will have on carbon reduction. This shows that car and van electrification is likely to have the most significant impact on reducing carbon emissions in the county, but that accelerating the uptake is needed if we are to meet our ambitious targets. We are developing an Electric Vehicle strategy. This, and the~~The LTP implementation plan, to be developed following adoption of the strategy,~~

will set out how this shift will be made, together with the range of other actions we propose. The implementation plan will also need to deliver on government's transport decarbonisation plan's statement that LTPs will need to show how quantifiable carbon reductions in transport, in line with carbon budgets and net zero, will be made.

We need to ensure that transport infrastructure both mitigates climate change and adapts to it. Norfolk is a vulnerable county as it consists of a large number of coastal communities, communities close to rivers and The Broads. It is also a relatively flat and low-lying county. Therefore, it is important that transport infrastructure is adapted to climate change to mitigate the effects it will have to ensure the transport network is not compromised with a disruptive effect on the county's economy or in the ability of people to be able to continue to get to jobs and other services.

With the increasing occurrences of extreme weather events, vulnerability assessments of transport networks will become increasingly important. These assessments enhance our understanding of risk areas and certain measures which should be taken. This would provide a basis for strategic choices in order to climate proof our transport infrastructure and maintain stable transport networks and services.

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Air quality and pollution

Policy 12

Our priority for tackling air quality will be to take action to improve air quality, including investigating vehicular restrictions or charging, where air quality falls below the threshold for Air Quality Management Areas. We will also embrace new ways of monitoring air quality to inform interventions, including in other areas, where this is deemed necessary.

The reduction of Nitrogen Dioxide (NO₂) and particulate matter in areas of high levels, and / or where there are vulnerable residents, is important in tackling the problem of pollution currently felt in Norfolk. Work also needs to be done to identify future problem areas and tackle emissions before they get too high. We can tackle this by increasing the use of public transport and active travel whilst cleaning up vehicles and facilitating a shift to electric buses and private hire vehicles. Our priority will be to tackle problems in Air Quality Management Areas (AQMA) that have been declared due to transport emissions. These are areas where monitoring has shown that NO_x levels fall below thresholds.

We will also consider people's concerns in other areas, particularly outside schools. An innovative approach to monitoring air quality – through the use of apps or other equipment that has been found to produce reliable results – and the use of data should help to identify the issues and inform appropriate interventions.

In areas where action is taken it must be ensured that those less able to use active and / or public transport options are still able to access services and not left isolated.

Travel choice and behaviour

Whilst the county council can make changes to the transport system this will only be effective if people also choose to adapt the way they use the network. For shorter journeys in urban areas people perhaps have greater choice than for those in rural areas, where journeys tend to be longer and infrastructure – and public transport – provision lower. There will be different solutions for individuals dependent on their circumstances and the journeys people wish to make. Behaviour change in the way we travel is integral in improving quality of life in Norfolk by influencing the choices we make, such as reducing single occupancy car journeys. This issue is covered more extensively in Policy 4, in Chapter 4: Embracing the Future.

Shifting travel from private cars to public transport and active travel is becoming increasingly important, particularly post Covid-19. Reducing the dominance of the car – reclaiming the streets for pedestrians and cyclists as well as making provision for improved quality of life such as green space and play areas.

Ways we can improve health and wellbeing through transport:

- Provide viable sustainable transport options, which helps reduce pollution and improve people's mental and physical health
- Develop and implement a systems approach to travel behaviour change, leading to a modal shift to public and active transport.
- Education to make people feel safer using the transport network on foot and cycling
- Improve infrastructure such as increasing the number of electric car charging points
- Electrification of the bus services and private hire vehicles will be vital to reduce emissions in the long term. The fuel-price stability of electricity over diesel can also benefit the transport providers.
- Restrict some types of vehicles in Air Quality Management Areas or the creation of Low Emission Zones
- Continue to monitor pollution levels across the county and act early to respond to high levels, but also consider interventions to stop levels getting too high or outside of schools or other locations of concern
- Make Norfolk an attractive place to live and work, ensuring access to sustainable and active transport option and recreational space
- Ensure we have a useable transport network, linking people to the services they need to reduce social isolation, which can contribute to poor mental health
- Make improvements for walking and cycling and cycle parking in city/town centres and residential areas to make them a more desirable option.
- Work with public transport providers to better move from different modes of transport. This includes better links between bus and train and improved cycle parking at stations.

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Quality of place

Policy 13

We will seek to improve quality of place, conserving and enhancing our built and historic environments, when we take action to improve the transport network.

The transport network also has an impact on the environment through which it passes. This is especially true for built up areas where it is often the defining feature of the place. Norfolk is characterised by many ancient settlements that have retained their historic character, and it is important that we continue to respect this, both in changes we make to the existing network and in how new infrastructure, including new areas of housing, is provided. All proposals will be subject to an assessment of impacts, including on designated sites, townscape, landscape and heritage assets and designed accordingly. These assessments will be proportionate to potential impact and scale of the proposals. The importance of place making, however, in highway design should not be underestimated.

The adoption of a 'Healthy Streets' approach to planning and delivering transport, public realm and urban planning puts people, and their health, at the heart of decision making and results in healthier, more inclusive places where people choose to walk, cycle and use public transport. We will apply a Healthy Streets approach in Norfolk.

The ~~Environment Bill~~ Environment Act, which ~~is currently going through Parliament,~~ will receive Royal Assent in November 2021, introduces a requirement for biodiversity net gain as a condition of planning permission in England. We shall seek to meet the objective by assessment of any potential loss of biodiversity as a result of implementation of the transport strategy.

Innovation

Intelligent transport systems improve and innovate services across different modes of transport. Better traffic management enables users to be better informed and make safer, more coordinated, and 'smarter' choices across the transport network. The provision of up-to-date information to bus, train, and even congestion can help create a better-informed traveller. The collection of Air Quality data can help us tackle the issues of air quality and better understand how it has impacted by different policies in the Local Transport Plan. Working with partners we can introduce new technology, such as sensors, to better understand journeys and develop targeted improvements. Gaining as much data as possible on air pollution means we will be able to use this data to establish a baseline to inform future decision making and better target interventions.

Chapter 8: Increasing Accessibility

Introduction and chapter summary

This chapter deals with how are able to access essential services like jobs. It includes:

- Access to and within Norwich, King's Lynn, Great Yarmouth and our market towns:- Access to and within larger urban areas have their own issues such as poor air quality and congestion. Encouraging interventions such as cycling and walking can contribute to easing both
- Access in rural areas. Public transport is often limited compared to urban areas. We want to encourage alternatives to the private car while acknowledging that there are barriers, as well as continuing to work with public transport providers to improve services in rural areas and overcome barriers to improving these services.
- Access for all:- We recognise that people who live in, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics. We want to provide a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people
- Bus Back Better: Government published its bus strategy in March 2021. We are committed to establishing Enhanced Partnerships with bus operators and ~~will publish~~have developed a local Bus Service Improvement Plan, detailing how we propose to improve services, ~~by October 2024~~
- Alternatives to travel:- Encouraging better broadband and other measures without causing increased social isolation. Covid-19 has led to behaviour change and more activities such as shopping being done from home. Further research and monitoring is currently being done to better understand how travel patterns have been affected; and how much they might change in the future.

The chapter sets out that:

- Poor access can lead to social exclusion and restrict some people from being able to live independently
- Access by sustainable and active modes of transport is key to the design of new developments and needs to be part of existing networks
- Norfolk's dispersed population makes it difficult to provide some forms of transport, such as regular buses, in some areas, which is covered further in the connectivity chapter
- Cycling and walking is increasingly important, as people recognise the financial benefits and benefit to physical and mental health by getting active and cutting down car journeys
- Transport networks need to provide for economic growth and reduce emissions while still providing better accessibility to communities and services. This can be achieved by planning sustainable links within new developments and working with bus companies
- Safety, availability and reliability of some forms of transport, particularly in rural areas, can make people feel private cars are their only option

- Research and data collection are vital to gain as much information as possible on how and why people are making journeys so we can make better infrastructure choices
- The utilisation of new and innovative technology can better inform travel journeys and provide people with up to date information, which is also covered in the sustainability chapter. However, access for all groups is important and some people struggle to access information on the network and journey planning digitally.

Increasing accessibility is important so that everyone has access to the services and opportunities they require; poor accessibility can lead to social exclusion. Inaccessibility can be caused through a lack of public transport availability, lack of awareness of travel options, the cost of travel, long distances or simply having infrastructure that is not accessible. Accessibility can also include bringing services to communities by making sure developments link communities and provide options such as broadband.

Policies

This section provides a summary of the policies in this chapter.

Policy 14

We will work in partnership with agencies in Norfolk to tackle accessibility problems, targeting those communities most in need. We will seek to ensure that accessibility is planned as part of service delivery.

What this means in practice:

- We are committed to establishing Enhanced Partnerships with bus operators and ~~publishing have developed~~ a local Bus Service Improvement Plan ~~by October 2021~~. Amongst other things we will:
 - Facilitate the commercial operation of the bus network through physical design including busways, bus priority and advising local planning authorities on appropriate estate design
 - Deliver transport to fulfil our statutory requirements to take children to school
 - Work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes
- In return we will expect operators to commit to the Enhanced Partnership to work with us and other service providers to improve accessibility and, amongst other things, provide clean, efficient and frequent services that run to time and explore new ways of delivering transport services that connect people with where they need to go
- By saying that “Accessibility should be planned as part of service delivery,” we mean that when providers are considering where to site facilities like doctors surgeries, they should consider how people will be able to access them. Therefore, when planning services and facilities, providers will take account of

the ability for people to get there as well as other factors such as availability of premises and the cost.

- Working in partnership means we get expertise and specialism of other organisations and networks. This allows agencies to consider accessibility problems in the round, taking account of any difficulties and – if necessary – making changes to the way that the services are provided so that people can access them more easily. Building relationships and targeting communities most in need helps us to find out what residents' needs are, and not what we think they are
- By working in partnership with transport providers we do not simply rely on the market to provide the services that people need to get where they want to

Policy 15

We will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport.

What this means in practice:

- On certain routes in urban areas we will put in dedicated, segregated lanes for public transport and / or cycling. This is likely to make travel for general vehicles slower, but it might be possible to put in complementary measures elsewhere
- This means we will prioritise space for certain types of user in urban areas rather than trying to make provision for all types of user on each corridor, because it is not practicable to do this
- Where we have tried to make provision for access in urban areas to all types of user on each corridor, rather than favouring sustainable and active modes on some roads, it has simply resulted in a compromise whereby no user is satisfied with the provision. For example, general traffic movement is compromised by bus or cycle lanes, but these bus or cycle lanes are, in turn, compromised by the need to cater for general traffic. The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user
- Recent government guidance discourages shared use (eg paths shared by pedestrians and cyclists) for active forms of transport. People feel less safe where they share the roads with other users, and will be more encouraged to uptake healthier modes of transport if they are given priority and not sharing space
- Government policy, environmental targets and public feeling all support the encouragement and safe infrastructure for sustainable and active travel. The support for active transport intervention has been particularly heightened with Covid-19.

Policy 16

We commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people. We recognise that people who live, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics, and that what enables good access for one person may act as a barrier to another. We will therefore robustly assess all schemes and pay due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential

barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

What this means in practice:

- When making or considering changes to the network, we will strive to make sure that it is suitable for all users including people with disabilities or restricted mobility
- Considering all users ensures people don't feel social isolation
- Where possible, we will work with partners to provide more information, support and suitable infrastructure to users to help all people feel confident about the full range of transport options available
- We are following this policy in preference to separating different types of users and providing dedicated provision suitable for different needs. There is often not enough space on the network to segregate everyone and provide separate space for all. We would struggle to find the budget to cover the cost of dedicated facilities for all different types of users
- The council encourages a safe and reliable transport network for all users. More information on the safe systems approach is covered in the Safety chapter.

Achievements

- ★ Norfolk County Council has a good working relationship with all of Norfolk's public transport operators, at both a strategic and operational level. This has led to a good level of service provision on a commercial basis, with the council funding plugging the gaps where necessary.
- ★ The county council works in partnership with providers to tackle accessibility issues for everyone and aims to improve movement for all modes of transport.
- ★ All local bus operations are accessible to people with disabilities. All trains have been replaced by brand new ones for the majority of Norfolk's services.
- ★ Norfolk has a good network of community transport operators and community car schemes. Many of these receive no funding from Norfolk County Council and are run entirely by volunteers or through donations. This means that many gaps in rural transport provision by conventional bus services are covered by alternative demand responsive services.
- ★ Norfolk's transport provision is integrated as much as possible, with many school children travelling on local bus services which then enables journeys to be provided throughout the day for shoppers and other travellers.
- ★ Norfolk's key urban areas and a limited number of market towns are served by good rail services. Through the PlusBus scheme tickets can be bought that then allow passengers to make onward travel by bus for a small additional cost.

★ Norfolk County Council manage approximately 3,900 km (2,400 miles) of Public Rights of Way consisting of footpaths, bridleways, restricted byways and byways open to all traffic. We also manage the Norfolk Trails, a network of 13 long-distance paths and associated circular walks covering 1,900km (1,200 miles).

★ Norfolk Trails team has developed further opportunities for short walks and circuits, many with a geographical focus such as market towns or that integrate with public transport. Access testing has been undertaken on the Norfolk Trails, in order to support people accessing the countryside and improve quality of life. This has led to the production of the Access Tested Booklet, which contains key logistical details and a route map, with a description, maps, photos and details, illustrating the ground conditions, width, etc...

★ Successful access initiatives have strong links with quality of life, with successful projects such as 'Pushing Ahead Norfolk' promoting the health benefits of cycling and walking as well as benefits for the environment, but also traffic reduction and being a cheaper alternative to the private car.

Evidence

Evidence shows that Norfolk has high levels of car ownership and use, reflecting that often this is the only viable option people have to get to services and facilities. Whilst the major towns and urban areas are generally well-served by public transport (bus) services from other centres of population, coverage is sparser elsewhere. Large parts of the county are not close to a rail station, though rail is relatively well-used for commuting into the major centres where it is available. Journeys tend to be lengthy – due to the geography of the county – meaning that active travel is often not an option for travel.

This means that accessibility – people's ability to get to essential jobs and services – can be poor. This restricts opportunities available for people and can lead to issues such as social isolation or employers finding it difficult to attract people with the right skills to the workplace.

Norfolk County Council uses evidence of access to services like healthcare (hospitals, GPs and other health services), employment and education by public transport. The Local Transport Plan consultation showed that lack of public transport is considered one of the largest barriers to giving up the private car. The House of Commons Transport and accessibility to Public Services Report and Department of Transport 'The Inclusive Transport Strategy: Achieving Equal Access for Disabled People' are also useful sources of evidence.

Challenges

- The geography of the county, with its dispersed population and many parishes with low population, makes it difficult to provide public transport on a commercially sustainable basis
- Congestion, high levels of non-bus traffic, cheap parking and lack of bus priority in urban areas make it difficult to make public transport an attractive alternative to the car
- Norfolk is the fifth largest county in England and has a limited rail network

- Public transport is frequently seen as a less attractive mode of transport to the car
- The bus and community transport market are very fragile; the county council subsidises several routes
- There is limited funding for transport interventions
- The natural and historic environment needs to be taken into account when considering transport improvements or route diversions
- Problems with transport provision and the location of services can reinforce social exclusion by preventing people from accessing key local services
- How people travel to work is changing and the challenge of getting people to leave their car at home is exacerbated when people don't always work standard hours that fit with public transport timetables
- Challenges of encouraging behaviour change to shift transport to sustainable methods, rather than the private car.

Strategy for delivery

Our focus will be to:

- Establish Enhanced Partnerships with bus operators and ~~publish and deliver on our~~ local Bus Service Improvement Plan ~~by October 2021~~
- Maintain current commercial bus network and support operators
- Grow rural transport networks and increase frequency on inter-urban routes if further funding becomes available
- Increase bus priority measures on the most important routes
- Tackle congestion in urban areas so that buses can flow freely, and walking and cycling is a more attractive option
- Ensure access is a key consideration when new services are developed (eg health services, employment areas, and growth)
- Ensure access by sustainable modes (public transport, walking and cycling) is considered as part of any new housing developments
- Robustly assess all schemes to identify, and determine how best to overcome, any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

Tackling poor accessibility

Policy 14

We will work in partnership with agencies in Norfolk to tackle accessibility problems, targeting those communities most in need. We will seek to ensure that accessibility is planned as part of service delivery.

Poor accessibility can affect a range of outcomes including the economy, and people's health, skills and aspirations. It is not only about whether areas are served by public transport, but that this can be used: All providers have a role in ensuring that people are able to use their services.

We will work in partnership to identify and deliver the most appropriate solution to address need. This could include a range of transport provision including scheduled bus services, taxis, car-sharing, demand responsive transport, informal community-based schemes and car clubs.

The majority of bus routes in Norfolk operate on a commercial basis. We have limited ability to influence the routes, timetables or fares. However, in some cases the council subsidises services which otherwise would not operate. We fund these because they are important to the communities and passengers who use them and help people to get, for example, to and from work, or healthcare and other services. We will continue to work in partnership with transport providers including to:

- Establish Enhanced Partnerships with bus operators
- ~~Publish-Deliver the objectives and outcomes of the a local~~ Bus Service Improvement Plan ~~by October 2024~~
- Facilitate the commercial operation of the bus network through physical design including bus priority and advising local planning authorities on appropriate estate design
- Deliver transport to fulfil our statutory requirements to take children to school
- Work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes.

We want accessibility to be planned as part of service delivery This means that when providers are considering where to site facilities like doctors surgeries, they should consider how people will be able to access them. Therefore, when planning services and facilities, providers will take account of the ability for people to get there as well as other factors such as availability of premises and the cost.

Managing the network to improve public transport accessibility

The county council has a specific responsibility in maintaining and managing the transport network, and in delivery of this we will, amongst other things, facilitate the commercial operation of bus networks through physical design including busways and bus priority and advising local planning authorities on appropriate estate design.

We will work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes. In return we will expect operators to work in partnership with us and other service providers to improve accessibility and, amongst other things, provide clean, efficient and frequent services that run to time and explore new ways of delivering transport services that connect people with where they need to go.

Policy 15

We will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport.

On certain corridors in urban areas we will put in dedicated, segregated lanes for public transport and / or cycling, recognising that this is likely to make travel for general vehicles slower, although it might be possible to put in complementary measures elsewhere. This would enable us to meet the challenges set out by

government in their guidance on cycling, where dedicated, segregated cycle facilities are the only types of provision that they have indicated will receive funding. It will also allow dedicated, segregated bus lanes to be implemented in full on important public transport corridors into the urban centres. This will support government policy and our environmental targets as well as respond to the strong public feedback we got for public transport and safe infrastructure for sustainable and active travel. The support for active transport intervention has been particularly heightened with Covid-19.

In managing the network, and in considering dedicated facilities on some corridors for certain types of user, we will consider access by powered two wheelers (including motorbikes, mopeds, etc...). Powered two wheelers can provide cheap, efficient transport options and can be used by younger people before they are old enough to drive. We will also give consideration to priority for high-occupancy vehicles where this will be effective and can be supported through necessary enforcement.

It is important to ensure good connections for freight, whether this is produce manufactured in the county or for individuals. Improvements to strategic connectivity will help on the main transport corridors. Within urban areas we will need to maintain access balancing this against large vehicles attempting to deliver into the heart of our historic towns and city. Initiatives such as freight consolidation onto smaller vehicles or electric powered cargo bikes might provide an answer.

The county council is refreshing its walking and cycling strategy, taking account of the recently published Gear Change and corresponding local transport note. This sets out, amongst other things, government's vision for active travel as well as the standards for infrastructure provision. We have developed Local Cycling and Walking Infrastructure Plans in our major urban centres and are now ~~setting out on developing new working~~ countywide. In the future, the council will need to consider how to deal with newer forms of transport like e-scooters. Although not currently generally legal on the highways network, we are participating in trials in Norwich and Great Yarmouth allowing the use of rental scooters on the carriageway and dedicated cycle facilities.

Access to and within Norwich

The county council is currently reviewing its transport strategy for Norwich. This will set out the detail of how we intend to improve access to and within the city ~~and its strategic growth areas~~; the following provides a summary.

The county council wants to encourage the use of more sustainable forms of transport, such as public transport, cycling and walking. Completion of the A1270 Broadland Northway has enabled traffic to avoid the city, allowing many improvements to be brought forward without compromising the functionality of the road network. Completion of the Norwich Western Link will connect the Broadland Northway to the A47 in the west and will be complemented by sustainable transport measures. The Norwich Western Link would provide a higher standard route between the western end of Broadland Northway and the A47 and significantly improve travel between these two major roads. Traffic congestion, rat-running and delays to journeys are all significant issues on minor roads to the west of Norwich.

Parts of Norwich have been declared as an air quality management area. The major pollutant source in the city is road traffic. Source apportionment exercises identify oxides of nitrogen from road traffic to be the most significant source of nitrogen dioxide (NO₂) and, more specifically, buses and taxis to be the main contributor. Interventions need to be made to stabilise traffic levels and as a result improve air quality around Norwich. Chapter 7: Enhancing Norfolk's Quality of Life details how we intend to tackle this.

The county council will continue with the programme of increasing the number of walking and cycling routes. We will also create a new public transport route to connect Norwich Airport to the airport industrial estate, enabling longer-distance connections to the growth areas. Other priorities include the expansion of Thickthorn Park and Ride, quicker buses and new transport links to Norwich Airport, the University of East Anglia and Norwich Research Park, principally with the city centre. One priority is to increase the amount of bus priority in the city area and on the core radial routes into the city. By enhancing the Park & Ride offer we can make it a more attractive solution than the car.

We will also continue to work on accessibility issues to key regeneration sites including the East Norwich Strategic Regeneration Area where redevelopment will need supporting vehicular, pedestrian, cycle and public transport access infrastructure. Anglia Square will also need improvements in connectivity and permeability across the site with new and enhanced pedestrian and cycle links and improved shared transport services (buses, car club and bike share).

It is important to make it easy for passengers and all visitors to Norwich to know how to get to the city and how to get around while they are there. The results of the Local Transport Plan consultation showed that better use of technology to update travellers on traffic conditions, public transport and accidents is a priority for residents.

Access to and within towns and urban areas

Transport networks need to provide for economic growth, reduce social inclusion, contribute to environmental improvements, reduce emissions, and provide better accessibility to and within towns and urban areas. Our focus will be on providing sustainable links to connect in and around towns and urban areas including linking to longer-distance rural networks and to, and within, new developments. We will continue to work with bus companies to provide connections and improve the public transport offer. We recognise the need to better integrate public transport with school transport and provide travel training so more young people can access this.

New growth in urban areas has the potential to worsen current congestion areas during weekday peak hours; a concern also for leisure and tourism in coastal and market towns. The county council has completed market town transport network improvement strategies in the ten towns where need was greatest. These provide more detail on (amongst other things) how, and where, sustainable transport links will be provided and where new transport infrastructure should be considered to accommodate growth.

The council has also adopted transport strategies for King's Lynn and Great Yarmouth where more detail can be found about plans in the two towns. Highlights

include, at Great Yarmouth, continuing to improve local connections particularly on the cycle network, working with [National Highways England](#) on A47 improvements and construction of the Third River Crossing. In King's Lynn there is again a focus on sustainable transport links together with working with the Borough Council on parking, congestion and air quality issues. To the south of the town, partners are working on development proposals at West Winch, including the West Winch Housing Access Road. This is required for 4,000 planned houses and will be complemented by sustainable transport links including links to the town.

Access in rural areas

The Local Transport Plan consultation showed that residents and businesses feel that access in rural areas is the poorest in the county. There is a need, and demand, to enhance walking and cycling connections between parishes, to nearby services and to market towns. Routes for cycling and walking are often seen as too unsafe and public transport seen as too infrequent to be useful, particularly for commuting. The county council is currently refreshing its cycling and walking strategy, which will include development of suitable networks in both rural and urban areas. A Local Cycling and Walking Infrastructure Plan is being developed countywide. Local footpaths and other assets such as longer-distance trails can provide important local connections for leisure and other uses such as connecting people to services.

The council currently works with parishes to formulate solutions for transport in their area, such as the use of car schemes, dial a ride, and feeder services. It is also vitally important that we plan for links from new housing developments at an early stage to make sure infrastructure is in place, alongside transport services and incentives not to drive.

We will continue to look [at](#) how we get a better understanding of need in rural areas, and how this might be accommodated given the challenges relating to provision of services. Research and data collection will ensure community resilience if we can better understand the real places that people in rural areas want to access to help overcome social exclusion and isolation.

Access for all

It is important to ensure no sector of society is disadvantaged by the local transport offer. Therefore, we need to make sure that transport can cater for those with physical disabilities; that young people have the access they need for education and work opportunities; that the way the roads and streets are laid out does not create difficulties.

Barriers to the network can include, mobility issues, disability, age, hidden disabilities and cost and frequency of transport options.

Policy 16

We commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people. We recognise that people who live, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics, and that what enables good access for one person may act as a barrier to another. We will therefore robustly assess all schemes and pay due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

The ability to physically access places people need to get to is fundamental. However, street environments can be difficult to navigate for some. An understanding of the barriers that people face is needed so that these barriers can be taken into account at all stages of policy making and scheme implementation. When making or considering changes to the network, including to public transport services, we will strive to make sure that it is suitable for all users. To help people access the transport network, information needs to be easily accessible to all people and it-in a format people can use. Where possible, we will work with partners to provide more information, support and suitable infrastructure to users to help all people feel confident about the full range of transport options available.

The county council will continue to work to support all groups being able to use the transport network. This includes:

- Removing and consolidating signs that restrict footway space and installing dropped kerbs and tactile paving
- Supporting the expansion of the use of talking bus stops outside Norwich city centre and Park & Ride sites, which are fitted with RNIB React software. With these you can use a RNIB React key fob to obtain information about the name of the bus stop and the next bus departure.
- A large tactile map that provides bus travellers with audible information is also now available at Norwich bus station. The map offers live travel information on bus station facilities, nearby bus stop locations and departure times. Designed to be fully inclusive, the map is fitted with an RNIB React module and responds with a location message and sound when a user with a React key fob approaches. If the user presses a button on the fob, the map will announce any message that is being displayed.
- Braille bus hailers are hand-held flipbooks, which are designed to clearly signal to the bus driver which bus you are waiting for. Simply use the braille flipbook to show the number bus you need, or the word bus, and hold it out at the bus stop.
- Our Transforming Cities programme will address (lack of) step-free access to Wymondham rail station. We will continue to explore how we can improve step-free access at others, with priorities being Thetford and Diss.
- We will explore how we can improve the provision of information for public transport. Elderly people report that they are reluctant to use the bus network as they are left waiting at rural bus stops with no information on buses that have been delayed or cancelled.

- A report by Age UK states that 1.45 million of those 65 and over in England find it difficult to travel to hospital, whilst 630,000 of those 65 and over find it difficult or very difficult to travel to their GP. It is the people with the worst health and the lowest incomes who struggle the most to travel to health services. The most frequent reasons for not using public transport among those 65 and over are that it's not convenient and does not go where you want.
- We will encourage active travel. Walking and cycling for older people could help health and wellbeing, and reduce feelings of social isolation
- Streetscape, spacing and infrastructure design for (including for electric infrastructure eg charging, parking, signposting) will need to take account of accessibility for all including those with reduced mobility or disability
- Consideration will be given to those who may not have the same understanding of, or access to, emerging technology.

Alternatives to travel

Increased broadband coverage, particularly in rural areas and ensure new developments include this to enable more people to work and shop at home.

According to the Norfolk Infrastructure Delivery Plan the Better Broadband for Norfolk (BBfN) Programme is expected to increase access to Superfast broadband to 95% of Norfolk properties by the end of March 2020. At the time the plan was written, BBfN has seen access to Superfast broadband speeds increase from 42% in 2013, to ~~over 95%~~87% of Norfolk properties in ~~spring 2020~~March 2017. These figures are taken from the independent organisation "Think Broadband" data.

Behaviour change due to Covid-19 has meant that more people are working from home and accessing services virtually, such as online shopping. Therefore, it is important to monitor the way people are travelling going forward to assess what will be the 'new normal', and how we can support it.

Innovation

We will work towards cleaner bus fleets. This will include investigating how we overcome the challenges of electric vehicle fleets that can meet the – often longer distance journey – needs of the county. We will also consider safe and better journey cards. These cards have been designed for bus users who might need some extra assistance when communicating with drivers. They include messages such as "please give me time to find a seat" and "please speak slowly".

It is important to embrace innovative technologies to increase data collection to better understand how people use the network and the services they want to access. The publication of data on transport, journey times and performance can also help people plan journeys and select the most suitable mode of transport. Data Collection using Sensors can help us plan more reliable journey times and improve decision making. Making data available to people through prototype technologies can help users with accessibility needs better access the right forms of transport for their needs.

Chapter 9: Improving Transport Safety

This chapter deals with Transport Safety.

The chapter sets out that the council will seek to reduce the number of killed and serious injured on the road network by adopting a safe systems approach and working with partners to achieve this vision. The safe systems approach acknowledges that road users will make mistakes and interventions should be designed to tackle that and increase survivability if a collision occurs. It has five pillars of:

- Safe speeds
- Safe roads
- Safe road users
- Safe vehicles
- Post-crash responses.

The priorities will be to reduce the rate of casualties who are killed or seriously injured. This will be achieved in conjunction with other partners and organisations through the road safety partnership. The road safety team in Public Health is prioritising development of communities work and reframing the schools offer.

Safety is important on the transport network, both to reduce casualties and help residents feel safe on the network when using any mode of transport. We also need to consider how we can encourage people to use the roads in a safer manner by encouraging a change in behaviour.

Policies

This section provides a summary of the policies in this chapter.

Policy 17

Using the safe systems approach, the county council and road safety partners will work together to contribute to a reduction in the number of people killed and seriously injured on the road network.

What this means in practice:

- The safe systems approach recognises that road users will make mistakes, and that there are many variables which can cause a collision. A range of factors influence survivability if a collision occurs, including how the road network is designed, the safety of the vehicle, the condition of the road, amongst other factors, many of which are outside the control of a road user.
- A safe system which does not rely on the skills of the road user to avoid a crash but considers the whole experience, can be demonstrated in the following ways:
 - Transport systems and roads are designed to maximise road user survivability
 - The safe separation or integration of different road users are integral to the design process

- Safety schemes and maintenance of networks are prioritised to enhance the road user experience
- Speed management policy and interventions include environmental solutions and don't rely on road user compliance alone
- Road users are encouraged to choose alternative modes of transport, and the safest vehicles possible.
- Compliance is encouraged through initiatives which influence road user behaviour, and enforcement action is taken where required;
- There are fast and efficient emergency responses at the roadside.
- If we followed the alternative policies we have considered, it would mean that we rely on road users to take full responsibility for collisions and focus resource on improving their skill sets and behaviours as sufficient to reduce mistakes and crashes-
- The new approach allows partners to take into consideration the variables involved in a collision-
- Promoting alternative, safe forms of transport through active travel initiatives will have health and environmental benefits-
- Using intelligence and evidence to inform action will contribute towards effective allocation of resources to maximise impact-
- Nationally the Department for Transport, and the police chief's council have adopted the safe systems approach following international guidance from the WHO to tackle collisions on the road. Locally Norfolk County Council adopted the safe systems approach in November 2018, followed by the Road Safety Strategic Partnership in 2019-
- In 2009 there was a commitment to reduce the number of killed and seriously injured on the roads by a third by 2020. This has not been achieved, therefore a step change in policy and practice has been agreed by partners.

Achievements

- ★ Design and continual implementation of cycling schemes within the greater Norwich area has required significant cross working between differing disciplines across different organisations. The long-term goal of providing accessible cycling facilities should contribute to many strategic aims regarding congestion and air quality in the built environment as well as making cycling a generally safer and more attractive mode of travel.
- ★ Campaigning and engagement with National Highways ~~England~~ regarding improvements to single carriageway sections of A47 will lead to safer journeys on one of Norfolk's longest, busiest roads. A route which experiences high numbers of killed or seriously injured casualties (KSIs) due to its busy nature and intermittently poor standard.
- ★ Refreshing the Road Safety Partnership and agreeing the safe systems approach as a county council. The wider partnership has also adopted the approach, including Norfolk Constabulary, National Highways ~~England~~ and the Office of the Police and Crime Commissioner.

Evidence

The safe systems approach accepts that road users will make mistakes, and that the system itself should reduce the likelihood of serious harm occurring when these mistakes do happen.

Norfolk County Council is keen to explore the ViDA approach to roadway analysis which will enhance our understanding of key routes and will enable us to explore a more proactive rather than a reactive approach to road safety and road improvements by reducing risk on roads based on the safe systems approach. Use of a standardised risk analysis tool enables meaningful comparisons with similarly developed European neighbours.

*ViDA – Road safety
assessment tool
which uses data to
suggest interventions
to roads*

Challenges

Seeking to reduce the number of people killed or seriously injured on our roads after a decade of stagnant performance in accident reduction. This is the single largest challenge which we face and is the primary reason for work in road casualty reduction.

Addressing risk reduction is made harder by challenging financial circumstances. Opportunities to engage new technologies may help but these are likely to require significant investment.

There is currently a lack of evidence on effective behaviour change interventions aimed at road users of working age, which are a critical target group.

Dealing with Norfolk's continuing aging population. Whilst older people are not necessarily more likely to be involved in road traffic collisions and tend to selectively adapt their driving habits to account for any late life degeneration, they are more at risk of injury in the event of any collisions.

Priorities for road safety

- ★ Reducing the rate of casualties who are killed or seriously injured is the key priority for the road safety partnership.
- ★ The road safety partnership is developing shared data sets through Powerbi dashboards to help target interventions more accurately.
- ★ The road safety team in Public Health is prioritising development of communities work and reframing the schools offer.

Strategy for delivery

Adopting the safe systems approach means using the following sub-topics to formulate our responses to road safety collisions in the county:

- Safe speeds
- Safe roads
- Safe road users
- Safe vehicles
- Post-crash responses.

Safe Systems Approach –
Design roads to reduce the risk of crashes by segregating different road users to make routes safer

This is to ensure that the emphasis is not entirely on the road user, since the approach accepts that people will make mistakes and that this needs to be considered when designing the system.

A key focus for delivery in engineering should be on maximising survivability and including it in the design of networks and interventions.

A key focus for the road safety partnership is to use intelligence to target particular behaviours when developing interventions.

Policy 17

Using the safe systems approach, the county council and road safety partners will work together to contribute to a reduction in the number of people killed and seriously injured on the road network.

Safe speeds

Norfolk County Council is responsible for setting speed limits on local roads and does this through the Norfolk Speed Management Strategy which aims to address road safety issues as well as economic considerations and the environment.

The basis of the Norfolk Speed Management Strategy is to both set appropriate speed limits and achieve a reasonable level of driver compliance with those limits.

Between 2000 and 2010 speed management contributed to a 59% reduction of road collisions in Norfolk with a reduction in killed and seriously injured (KSI) from 862 to 353

This approach to speed reduction and traffic management is informed by the Safe Systems approach to road safety, which refers to the four components of the System as:

- Road Users
- Vehicles
- Roads and roadsides
- Speed Limits.

Potential or proposed changes to speed limits should be based on the following assessments:

1. What is the function of the highway corridor and the surrounding environment? Where ease of access or a sense of place are of greater importance, quality of life and social interaction may benefit from a lower speed limit.
2. Casualty numbers. Are the accident rate and/or severity pattern higher than expected? A lower speed limit or interventions to improve existing speed limit compliance may be appropriate.
3. The need to increase walking and/or cycling and whether a lower speed limit would help encourage this. Whilst likely to apply in urban areas and in the vicinity of schools this may also warrant consideration in tourism areas.

The 'Self-Explaining' Road (SER)

Physical measures such as speed humps or chicanes force the road user to reduce speed. Another approach is called the 'Self Explaining' Road, to redesign the road environment in order that drivers are persuaded to choose to reduce speed. The SER concept advocates a traffic environment that elicits safe behaviour through its design.

Safe Roads

Intelligence-led route risk identification and targeted reduction methods enable progression towards a safe system. Risk mapping via VIDAS and analysis by Road Casualty Reduction Analyst.

Continuing identification of cluster sites and targeted intervention.

Ongoing programme of pedestrian crossing assessments and implementation, ensuring that sites with the greatest potential benefit are prioritised.

Safe Road Users

Norfolk county council continues to deliver court diversion and other courses aimed at educating drivers about road safety and awareness. A memorandum of understanding with the Constabulary is in place to enable this work, and much of it is regulated by national requirements. The following courses are delivered:

- National Speed Awareness Course
- National Motorway Awareness Course
- What's Driving Us
- Safe & Considerate Driving
- Rider Intervention Development Experience
- Your Belt Your Life, online course facilitated by the Safety Camera Partnership.

Upwards of 30,000 clients per year access courses. These is a blend of behaviour change interventions with an element of on road coaching within the Safe and Considerate Driving course. Each course is delivered by nationally licensed self-employed trainers and courses can be deliver anywhere in the country. Those delivered in Norfolk are internally quality assured and monitored by the Road Safety Team at Norfolk County Council.

The road safety partnership priorities will be supported by the **Road Safety Communities Team**. This is a partnership commitment, and is outlined as follows:

Opportunity for Norfolk	Potential goal
Contributing to the road safety evidence base	For interventions to be monitored, evaluated and adapted as necessary to ensure effectiveness for the residents of Norfolk and to contribute to the national and international evidence base
Habitual/Automated behaviours	Influence the road user to be mindful and alert during their regular journeys
Risk taking behaviours	Target risk-taking behaviours such as speeding, distraction while driving, drink and drug driving and promote desirable behaviours. To achieve this, utilise all elements of the safe systems approach
Build capacity in the community	Work collaboratively with key stakeholders to achieve a Safe Systems approach in Norfolk
Road safety education in schools	Support schools to incorporate road safety education into everyday learning, integrating the messages within other subject lessons to achieve a continuum of learning. This could be through the development of evidence-based resources and training for teachers and schools
Sharing the road	Agree an approach including campaigns and interventions to keep two-wheeled road users safe whilst promoting sustainable active travel

Internal schemes of work consist of the following:

- Taxi assessments for district councils (Broadland, Norwich City, Breckland and South Norfolk)
- Minibus assessments for schools, colleges and academies
- Additional Driver development sessions
- Driving for work guidance and delivery
- Older driver assessments (GOLD) banner
- Motorbike rider Interventions.

Safe vehicles

Modern cars are designed to protect occupants in a crash. Increasingly vehicles are being designed and fitted with systems for collision avoidance and injury mitigation and protection. Driver assistance technologies help keep drivers to speed limits and traffic lanes, ensure occupants wear seat belts and are often able to warn drivers about the proximity of hazards or other vehicles; or take direct intervention and action.

There is a strong track record of Norfolk industries taking the lead in advanced manufacturing and technology and, particularly with the Lotus Group sited within the county, we are well-placed to work with partners to innovate in this area.

Post-crash responses

Working in partnership with other organisations and the emergency services will ensure fast and efficient emergency medical help, diagnosis and care. This forms the final pillar of the Safe Systems Approach.

Innovation

Governance:

Annual delivery plan for the road safety partnership with a range of interventions. A Road Safety Operational Group reports to the Road Safety Strategic Board. There is also a Safety Camera Partnership. All oversee the activities of partners.

The road safety partnership has agreed in addition to business as usual, to work together to target specific road user behaviours such as risk taking and habitual, automated behaviour. It should be noted that efforts to reduce casualties in young drivers and riders (motorbike users) will remain, due to the disproportionately high number of casualties in these areas.

Norfolk County Council has taken steps in the staff structure to make safety a key focus in transport strategy. Our previous 'Team Manager – Network Safety & Sustainability' role, with oversight of safety engineering, traffic signal design, traffic modelling and traffic surveys, has been replaced with a 'Highway Network & Digital Innovation' Manager. This new post will be looking at the issues discussed in this chapter and how new technology and innovation will both affect transport safety and how it can improve it.

Chapter 10: A Well Managed and Maintained Transport Network

Introduction and chapter summary

This chapter deals with:

- Maintenance. This is how the county council looks after the transport network and includes keeping roads, pavements and cycleways in good condition
- Management of the network. This is how the county council deals with issues like information provision, and how the network is used. For example, the principles about which types of road should have bus lanes or cycle lanes on them.

This chapter sets out how we will manage and monitor the network so that we achieve the objectives set out in the other chapters.

The chapter sets out that:

- The county council receives a funding allocation each year from government for its local transport plan. We will use this predominantly for maintenance and maximise our use of other funding sources for new measures like cycleways, roads or public transport infrastructure. The county council has a good record of drawing down such funding.
- We will prioritise spending money on maintenance on the most-used parts of the network: the main roads between urban areas and within the urban areas themselves. In our built-up areas we will prioritise maintenance of those parts of the network used by people walking and cycling
- Within urban areas we will focus on providing bus priority or cycling on certain corridors, even if this means it might take longer for other general traffic to use the routes. We will aim to make all journeys reliable so that people know how long a trip is likely to take. This is something that came across strongly in our consultation. The chapters on accessibility and connectivity set out how we will choose corridors we consider as important, dependent on the journey being made and how people choose to make it
- We will focus on identifying the key risks to the transport network from climate change, such as potential flooding, and focus tackling these where they are likely to be most disruptive to journeys. Our chapter on quality of life shows the strategy for reducing carbon
- We will embrace new and innovative technology so that we can better monitor and maintain our networks and provide information to users. This links strongly with the policy on technology in our future chapter, where we explain this further.

Norfolk has one of the largest transport networks in England, with the County Council being responsible for over 6,000 miles of road, managing all aspects of this network. This includes road maintenance, water drainage arising from the roads and street lighting. The County Council also has responsibility for maintaining 2,400 miles of public footpaths and other public rights of way and cycleways.

Policies

This section provides a summary of the policies in this chapter.

Policy 18

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

What this means in practice:

- We will use the annual allocation of Local Transport Plan funding from government predominantly for maintenance and maximise other funding sources, like from bids, for new measures like cycleways, roads or public transport infrastructure
- It is not possible to maintain all of the network to the same standard as we currently maintain the most well-used roads. If we didn't prioritise, given the levels of funding available, the network would still be maintained so that it is kept safe, but the condition of the main roads would not be as good as they are currently. The proposal is to prioritise the major roads, even if this means that we cannot maintain the condition of other roads, pavements or cycleways to the same standards
- There is a substantial transport network across Norfolk with only a small proportion of this being A and urban / inter-urban routes. Much of the network comprises minor roads where there is less vehicular (and other) traffic leading to less degradation and therefore less requirement for maintenance at the same standard as A roads and significant multi-purpose routes into urban areas and market towns
- As there is insufficient funding to maintain all roads to the current standards of the most well-used roads, our value for money assessment shows the major roads, which carry much greater volumes would not be kept to their current standard if this alternative was chosen. Solutions should always be cost-effective in context and provide for a safe environment
- All roads, pavements and cycleways (and other parts of the transport network) will be kept safe with repairs when required.

Policy 19

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

What this means in practice:

- We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible
- If more people choose to walk or cycle for short journeys it would help to achieve some of the county council's objectives including contributing towards the carbon target in our environmental policies as well as health outcomes including through air quality improvements. It will also help meet government policy and other environmental challenges
- Ensuring that the most well-used walking and cycling routes are well-managed and maintained will result in more people travelling sustainably
- If we focussed on keeping the carriageway for general traffic at the highest standard possible, rather than focussing on pavements and cycleways, it would not help meet the wider policy objectives and challenges, or support government policy.

Policy 20

In urban areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

What this means in practice:

- In our urban areas the management of the network will favour improving conditions for public transport through the implementation of measures such as ~~but~~ bus priority lanes, giving priority to buses at traffic signals and restrictions of general traffic. This is likely to mean that it might take longer for general traffic to use the routes in urban areas.
- Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a 'good day' (but less time than on a 'bad day').
- In our consultation, public transport improvements came across as very strongly supported. Also, people wanted more reliable journeys, even if this meant that, on some days, journeys might take a little longer
- Focussing only on car traffic would have knock-on consequences such as slower or more unreliable journeys for other users in buses or walking and cycling. (It might mean buses getting caught in general congestion because there are no dedicated bus lanes for them; pedestrians might find it more difficult to cross roads because the focus would be on keeping car traffic moving; cyclists would need to cycle on the main carriageway as dedicated cycle lanes would not be a priority.) This would not support wider objectives including reducing congestion, improving health outcomes, reducing carbon or support government policy or environmental challenges.

Policy 21

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

What this means in practice:

- Climate change is resulting in, amongst other things, longer, hotter summers and increased incidences of heavy rainfall, leading potentially to the risk of flooding on parts of the network. Our policy will see us focussing on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Taking a risk-based approach to interventions will allow the council to identify the highest risks, both in terms of where the network is likely to be affected, and also the consequences of that risk. As we don't have sufficient resource to tackle all potential impacts, this approach will mean that the areas with highest risk, on the parts of the network considered to be of most consequence, can be focused on first.

Policy 22

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

What this means in practice:

- We will be proactive in using new and innovative technology so that we can better monitor and maintain our networks and provide information to users.
- This will mean continuing to move away from labour intensive data collection measures that largely rely on manual counts or – at some sites across the county – the use of specialist equipment to record usage. These do not, in any case, provide the level of analysis that innovative technology can provide
- Public behaviour, electric vehicle technology and priorities for traveling are changing rapidly and Norfolk County Council has a responsibility to respond to this change. We feel this can only be done by adopting new technology and being more innovative.

Achievements

★ We have managed and made improvements to the road condition during a period of austerity. The National Highway Transportation (NHT) Survey shows that Norfolk performs well against its peer group and came out on top in 2019 with the 'Highway Maintenance' and 'Tackling Congestion' categories, both above the NHT peer group average

★ We secured £10.3m through a successful bid for the Greater Norwich Area Surface Water Drainage scheme, which delivered upgrades to key drainage

infrastructure, addressing long standing flooding issues across a wide residential area

- ★ Additional funding has been secured from government, including £22.3m from the Department for Transport in May 2020, a higher sum than that given to any other local authority in the east of England, which will be used to repair and maintain roads, bridges, pavements and cycle paths

- ★ The Norfolk Permit Scheme was established in 2014 and continues to work well. It ensures that disruption to road users is kept to a minimum by managing and coordinating activities on our network, including for our own road maintenance programme, utility works and community events

- ★ Opening of A1270 Broadland Northway in 2018; a £205m road scheme around the north of Norwich to ease congestion and unlock economic growth, which is integral to the development of growth and new sustainable transport measures in Norwich

- ★ Infrastructure changes to support sustainable growth, such as Push the Pedalways in Norwich, which was improvements to Norwich's eight-mile pink pedalway and the connections leading to it.

Evidence

Successful maintenance is assessed in terms of highway condition. Annual condition results look at roads, footways, traffic signals and bridges. The National Highway Transportation survey collects public perspectives on, and satisfaction with, highway and transport services in local authority areas. Around 3,300 Norfolk people were chosen at random to rate a range of highways and transportation services in the 2019 survey. These responses have been compared against our peer group consisting of 28 large counties. In the latest survey Norfolk County Council was ranked 1st in our peer group.

The county council also has a strong track record in securing additional funding and has been successful in receiving competitive funding from government's Maintenance Challenge Fund. In Tranche 1 (2015-18), funding was received for the Greater Norwich Surface Water Scheme, which was a £10.3m scheme to make improvements to Highway Drainage and resilience to flooding. A £2.5m grant has also been received for Tranche 2B (2019-20) towards resurfacing A1122 Marham & A1066 Brettenham to Riddlesworth; £2.8m scheme for delivery in 2020-21. More recently we received £22.3m for the repair and maintenance of roads, bridges, pavements and cycle paths.

Challenges

Maintenance

- There is a great deal of funding uncertainty around highway maintenance and development of the plan has been completed in the absence of longer term funding certainty~~we are currently awaiting the outcome of the next government spending review~~

- There are limited times when roadworks can be undertaken, which leads to a conflict between closing roads and increasing congestion for a limited period

Managing the Network

- Increased demands on the network push capacity to its limits, causing disruption to road users' journeys. There is a major challenge in being able to provide capacity for fast journeys at the same time as making sure that journeys are reliable
- Influencing decisions made on the trunk roads in Norfolk (A11 and A47) which are managed and maintained by [National Highways England](#). These are the main routes used to travel between the three largest urban areas in Norfolk, Norwich, King's Lynn and Great Yarmouth, and have a big impact on journey performance for a large proportion of highway users in Norfolk
- We need to strike a balance between maintaining accessibility for car users whilst encouraging walking and cycling and bus use
- Planning for walking and cycling intervention is becoming increasingly important but we currently have limited data on its usage. Therefore, we need to innovate and develop more tools to monitor and evidence future improvement schemes. Traditional automatic traffic counters do not detect pedestrians, nor do signalled crossings detect walking/cycling particularly well
- More and more data is becoming available through tools like apps on mobile phones. However, the county council currently has no influence over some of the information provided by these technologies and therefore has little or no control over how people use the network, especially route planning or choosing diversions. We will therefore actively consider and deploy technology to collect data and provide information to the public to encourage behaviour change.

"we need to encourage a move away from car use and encourage people to use more sustainable transport options"

Response to the Local Transport Plan
[Consultationconsultation](#)

Priorities

Highway Asset Maintenance Policy and Strategy was refreshed and approved by Norfolk County Council's Cabinet in January 2020 for 2020-23 [and – in March 2021 – Cabinet agreed a Highways Capital Programme 2020/21 to 2022/23 and Transport Asset Management Plan 2020/21 to 2024/25](#). We will consider the need for a refresh following government budget announcements or the [five-comprehensiveyear](#) spending review.

It is increasingly important to support an increase in sustainable transport to promote healthier lifestyles and a healthier environment. This shift in need was reflected in the Local Transport Plan consultation, which showed that a large number of people in Norfolk feel that focus should move away from the private car, to focus more on improving infrastructure for walking, cycling and sustainable public transport. The need for, and public support of, active travel has increased since Covid-19, so this should become an even more integral part of planning and managing the network.

Achieving value for money from our funding remains a priority.

Strategy for delivery

Maintenance

We have established delivery mechanisms to deliver maintenance of the network.

- Works
 - Norse Highways are principally involved in delivering routine and winter maintenance with some small works
 - Tarmac are concerned with improvement and maintenance, and seasonal maintenance such as gullies, weeds, and grass
 - Eastern Highway Alliance 3 is a Regional Framework contract designed to reduce the time and cost of maintenance by ~~created~~ creating a bank of contractors to manage highway maintenance and management schemes
 - Norfolk County Council has an in-house design function, enabling us to respond quickly to need
 - The council has a contractor partnership with WSP to support the highway works programme
- Major Projects
 - Includes projects such as the Great Yarmouth Third River Crossing, Long Stratton Bypass, West Winch Housing Access Road, and the Norwich Western Link
 - Bespoke procurement routes depending upon size and complexity of project
 - Possible use of Eastern Highway Alliance 3 (a bank of contractors set up across ten councils in the east of England for delivering highway maintenance and improvement schemes).

Network Management

- Developing local indicators for journey reliability and congestion that can evidence the need for future improvement schemes
- Exploring the use of innovative technology, such as Artificial Intelligence cameras to better capture walking and cycling usage data in order to drive future efficiencies.

Various agencies have responsibility for different infrastructure. National Highways, ~~formerly Highways~~ England, is responsible for trunk roads, train operating companies and Network Rail for railways (although government will reform this arrangement with Great British Railways), and utility companies for the pipes and cables underneath the streets providing water, gas, telecommunications (including

broadband) and electricity. We will aim to work in partnership with these bodies to provide the most effective and efficient networks.

Maintaining the network

Norfolk County Council has a Highway Asset Management Policy and Strategy of individual asset types such as roads, footways and bridges, aligned with the six-year Council Plan "Together for Norfolk," which sets out the council's priorities for 2020-21 and beyond. A performance framework is in place, with targets agreed by members to monitor at annual review.

The county council receives a funding allocation each year from government for its local transport plan. Given the levels of this allocation, we will make sure that we put enough of this into maintaining the roads, prioritising this above using the allocation to fund improvements to roads, pavements or cycleways. This makes it critically important that we successfully access additional sources of funding, usually through competitive bidding processes, for improvements like new cycleways, roads or public transport infrastructure.

Policy 18

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

We will prioritise maintenance spend on the most used parts of the network: main roads and urban areas. The whole of the network will be maintained so that it is kept safe, but the condition of other roads, pavements or cycleways will not be maintained to the same standards as urban / inter-urban routes.

Policy 19

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements is at the highest standard possible in areas where they get most use. We will also consider the implications of banning parking on pavements. This can be a particular problem in narrower streets with parked vehicles blocking pedestrian routes.

Getting the most out of our highway network

Capacity: we have approved a performance framework strategy to capture network congestion and capacity data. This will highlight areas of relatively poor performance on our Primary and Main Distributor Network. This will be used to drive future improvement schemes and support future funding bids by evidencing the need for investment. This is covered in more detail in the chapter on Connectivity.

Reliability: consultee responses tell us that this is an important issue to them, we have therefore developed this in conjunction with congestion data to deliver similar

aims. We will trial technology to monitor the network to inform us about capacity to keep the network reliable.

We are exploring ways we can better capture data including for public transport, cycling and walking (eg we now have access to Strava, a mobile phone app for runners and cyclists, analysis tools). This will help identify areas of greatest need for investment. This is covered in more detail at the end of this chapter, and also in the chapter on the future which explores innovation and technology.

Policy 20

In congested areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

In Policy 15, we set out that we will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport. On corridors identified as ones important for public transport we will focus on providing bus priority even if this means it might take longer for general traffic to use the routes. This is because we recognise the importance of bus travel for people to access essential jobs and services.

Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a 'good day' (but less time than on a 'bad day').

Highway network resilience

A key recommendation of the 2014 Transport Resilience Review for Local Roads is "that Local Highway Authorities identify a 'resilient network' to which they will give priority, in order to maintain economic activity and access to key services during extreme weather."

Norfolk has established a number of defined networks within the overall transport network:

1. Our route hierarchy is based upon the functional importance of the route and provides a route of access for all parishes and generators of heavy goods vehicles. This is 2,394km, 25% of our network
2. Our winter service priority network is 3,403km, 35% of our network
3. Our core 'snow plough routes.' These vary based upon severity of the event and resources available.

Local highway authorities have many resilience responsibilities such as to mitigate the risk posed by flood risk, reduce emissions, reduce carbon footprint, maintain and protect the resilience of the highway network and manage the effects of climate change. A resilient network has been identified taking into account key sites and will become the focus to keep operational in the event of a major incident. The network comprises mainly A roads.

The proposed resilient network has been informed by these defined networks. The resilient network is 741km, 7.5% of our network, and represents a core network to give priority to in extreme weather. It contains key strategic sites which include access to RAF Marham (Defence), Bernard Matthews Gt Witchingham (Food Production (livestock)) and Bacton (Energy production).

The resilient network will be used as a basis for decision-making and is included in the prioritisation criteria for relevant assets. A process will be put in place for annually reviewing the resilient network, alongside the winter service network.

Policy 21

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

Climate change is having an increasing impact on the network with more incidences of severe flooding, as well as other impacts such as soil 'heave' or the requirement to use different materials because of hotter temperatures. We will identify the key risks from climate change and direct efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning.

Climate change resilience for new projects will be assessed through appropriate project level design and assessment. We will also work across disciplines to provide infrastructure that is better adapted for climate change, such as might be achieved through the use of vegetation ~~ef-or~~ permeable surfaces.

Innovation

We have adopted the use of 'warm' asphalt with carbon saving benefits, although its use in Norfolk is limited by the distance from the asphalt plants. We hope to use this method more extensively, depending upon the widened use in asphalt plants and improved distribution in the supply chain. Norfolk County Council seeks to adopt new materials if they are proven to be robust in whole-life costing terms. We are also monitoring developments in the use of Graphine, and recycled materials.

Norfolk County Council developed a method of strengthening the existing sub-grade on the Broadland Northway (formerly known as the Norwich Northern Distributor Road) in Norwich allowing a thinner traditional pavement design. This could be adopted by National Highways ~~England~~ in the future.

We are exploring the use of connected vehicle and mobile phone data in order to better understand how our network is used as well as journey performance. We are also currently trialling artificial intelligence cameras to better capture walking and cycling data. We will also exploit key contracts with companies such as Microsoft to trial use of AI technology to improve decision making.

We have developed a prototype for Network-network management data using vehicle movement data, which, subject to committee approval, will provide an

objective assessment of our network performance. Building on the Norfolk Innovation network we will trial sensor technology to collect information about air quality and network use. This information would help us understand if changes in the network improve air quality and how use affects the climate. This could be published to the public so people can make decisions that will improve their communities. The information could also be used to inform route planning, how road works affect journey times and tourism.

Policy 22

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

Chapter 11: Approach to delivery

Norfolk County Council is committed to working in partnership with district councils and other key partners to deliver a sustainable future for Norfolk. This Local Transport Plan will focus on working together for mutual benefit: A better connected county benefits residents and businesses alike.

Partnership working

- ★ *Norfolk and Suffolk Economic Strategy* places strong emphasis on working in partnership.
- ★ *Norfolk County Council Environmental Policy* includes working with neighbours Suffolk County Council and the Broads Authority. New targets set by the policy have also meant that we need to work in even closer collaboration with colleagues across the council such as highways, planning, public health and education.
- ★ *Together, for Norfolk* stresses the importance of working collaboratively and in partnership:
 - 'Working with a host of organisations, businesses and community groups county-wide'
 - 'Wherever possible, we'll continue to collaborate with our partners'
 - 'Genuine desire to work together', working in a more 'joined-up way'
- ★ Working with existing partners and suppliers to develop new technology and trial technologies already on the market to kick start innovation.

Example: A11 Cambridge-Norwich Tech Corridor

Norfolk County Council is working in partnership with the private sector, Cambridgeshire County Council and district councils in Norfolk, West Suffolk and Cambridgeshire, bringing together business, and academic and political leaders to grow the region's economy, attract funding and promote the region.

Community action and influence

A consultation on the themes for the plan was conducted Monday 13 Jan to Friday 28 Feb 2020, enabling the community to have their say on current transport in Norfolk, their priorities for the future of transport in Norfolk, and to influence the Local Transport Plan. We used feedback from the public, stakeholders and special interest groups to help us update our Local Transport Plan, making sure that it considers local peoples' current and future priorities for transport to help us shape the future transport provision in Norfolk.

As well as the online consultation we:

- Spoke to Norfolk Youth Parliament and collated their response as well as encouraging them to promote the consultation with the under 18s
- Commissioned an evidence report
- Commissioned a Strategic Environmental Assessment scoping report, which has been consulted on with the statutory environmental bodies (SEBs).
- Commissioned a Strategic Environmental Assessment

- Commissioned a study to test a number of policy levers to assess their impact on carbon emissions.

We undertook further consultation, in autumn 2020, on the Strategic Environmental Assessment (SEA). Alongside this, we published a draft version of the plan and invited comments. We have used these to help refine the plan. The SEA statement, included as an annex to the plan, sets out how the SEA has affected development of the final strategy.

Value for money and resource availability

Value for money is a key component of delivery and one of county council's core values.

Not all projects and ideas have dedicated funding. Therefore, we have created project pipelines, making sure that projects are ready to be implemented when funding becomes available.

Norfolk County Council is seeking funding from wide variety of sources including:

- Capital funding from the Local Transport Plan maintenance and integrated transport blocks
- Large local majors, a government funding stream
- Major road network government funding stream
- Developer funding - Community Infrastructure Levy and S-106 contributions
- Norfolk Infrastructure Fund
- Local Sustainable Transport Fund
- Active Travel Fund
- EU funding and its successor
- Tax Incremental Financing
- Delivery partners, such as Sustrans
- New homes bonus
- DfT "Cycle ambition in national parks" funding
- Cycle City Ambition Grant
- ~~Active Travel Fund~~
- Roads Investment Strategy (trunk roads)
- National Productivity Investment Fund
- Growth Deal and its successor
- City Deal
- Business Rates Pool
- Enterprise Zone Fund
- Enterprise Zone business rates retention fund
- Local Investment Fund
- Housing Infrastructure Fund
- Homes England
- Transforming Cities
- ~~Heritage Lottery fund~~
- Levelling Up funding.

Many of these funding sources are being reviewed, and we are aware that new ones will be announced during the course of the plan's implementation. We will keep funding sources under review and continue to tap into them to keep the pace of delivery high. The county council has a strong track-record of securing funding and is confident that this can be maintained.

The plan sets out that we will seek to address air quality issues in urban centres and reduce carbon. Other areas have introduced schemes such as congestion charging or levying a charge against parking places at workplaces in urban areas. The revenue from this type of measure can be reinvested in transport. We are already reinvesting revenue generated from on-street parking charges back into transport.

Local Transport Plan Implementation Plan

An Implementation Plan ~~is being~~will be developed following adoption of this strategy. This will set out the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be developed throughout 202~~2~~⁴ with its final adoption towards the end of in January 2022. This Implementation Plan will need to take account of any guidance issued by government on local transport plans or other relevant matters.

Norfolk Local Transport Plan
Sustainability Appraisal: SA Post Adoption Statement
DRAFT: ~~June~~ November 2021

Contents

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- 4.2. How environmental considerations have been integrated into the plan or programme
- 2.3. How the environmental report has been taken into account
- 3.4. How opinions expressed in response to consultation have been taken into account
- 4.5. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
- 5.6. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

1. Introduction

Introduction to the Norfolk Local Transport Plan

Local transport authorities are required to have an up to date Local Transport Plan. The Government's 1998 White Paper on transport, 'A New Deal for Transport: Better for Everyone', introduced the concept of Local Transport Plans (LTPs) to steer the development of national transport policies at the local level. The Transport Act 2000 (now amended by the Local Transport Act 2008) then made it a statutory requirement for local transport authorities outside of London to produce LTPs having regard to Government guidance and policies on the environment.

The Local Transport Plan sets out the county council's plans and policies on all aspects relating to transport. This includes not only the council's own delivery, but also how it will engage with the plans and programmes of others where these have transport implications.

This might be how the council: influences national trunk road and rail delivery plans; works with partners like bus companies to deliver transport provision in a commercial market; responds to consultations on growth plans as the location of growth has many transport implications including how people travel and people's ability to get to opportunities dependent on where growth is located; and plans and delivers our own services to ensure that implications on travel and transport are taken into account in decision-making. The plan is a high-level, strategic document that is supported by a series of more detailed separate policy and guidance documents.

Members agreed to review Norfolk County Council's plan, which dated from 2011, in 2019. Development of the plan involved extensive consultation and engagement in early 2020, and consultation on the strategic environmental assessment, alongside which a draft of the plan was published, in late 2020. The plan was adopted by Cabinet on 2 August 2021.

Appraisal of Sustainability

A Sustainability Appraisal (SA), has been undertaken as part of development of the Local Transport Plan. This considered the impact of the plan against a range of social, environmental and economic indicators. The SA is accompanied by separate:

- Health Impact Assessment (HIA)
- Habitats Regulations Assessment (HRA)
- Equalities Impact Assessment (EqIA).

Strategic Environmental Assessments (SEA) are required by European Directive EC/2001/42 (SEA Directive), which was transposed into UK law by the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations).

A SEA is mandatory for plans (including strategies) and programmes which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, and which set the framework for future development consent of projects listed in the EIA Directive.

SEA only considers the environmental effects of a plan, whilst SAs consider a plan's wider economic and social effects in addition to its potential environmental impacts, however, it is obligatory that SAs meet all of the requirements of the SEA Regulations.

SA is used to inform the development of a plan, policy or programme. The SA is a systematic process that is undertaken during the preparation of a plan. Its role is to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating any potential adverse effects that the plan might otherwise have.

Purpose of the Post Adoption Statement

Post Adoption Statements help to improve understanding of, and gives transparency to, the process of how SA was used in the decision-making process. It shows stakeholders how environmental, social and economic factors have been considered throughout the plan-making process, including taking into account the opinion of statutory bodies, other local authorities and the public; it sets out the reasons for choosing the selected approach over alternatives considered; and outlines the measures for monitoring the significant environmental effects of plan implementation.

The SA Statement is a requirement of the SEA Regulations. This requires that, as soon as reasonably practicable after the adoption of a plan, the planning Authority (in this case Norfolk County Council) must make a copy of the plan publicly available alongside a copy of the environmental report and an SA Statement.

The SA Statement must explain:

- How environmental considerations have been integrated into the plan or programme
- How the environmental report has been taken into account
- How opinions expressed in response to consultation have been taken into account
- The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
- The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

2. How environmental considerations have been integrated into the plan or programme

Introduction

Environmental – as well as social and economic – considerations have been integrated into the plan throughout the process. The key stages of the SA process are the following:

- Setting the context and objectives, establishing the baseline and deciding on scope
- Developing and refining strategic alternatives and assessing their effects
- Preparing the SA Environmental Report
- Consultation on the draft revised LTP and the draft SA
- Monitoring the significant effects of implementing the revised LTP.

Scoping Report

An initial SA Scoping Report was prepared in January 2019. This report set the context and scope of the sustainability appraisal through:

- Identifying likely options for the delivery of the transport strategies
- A review of relevant policies, plans and programmes
- Collecting baseline information and identifying sustainability issues
- Development of the sustainability appraisal framework.

The SA Framework included fifteen SA objectives to guide the future assessment of policy options in the LTP.

Consultation on the Scoping Report took place for six weeks starting from 17 December 2019. Following consultation with the statutory bodies (Environment Agency, Natural England and Historic England) the report was updated accordingly.

Sustainability Appraisal

The assessment of the draft LTP at this stage included the assessment of both LTP policies and reasonable policy alternatives.

Preferred Draft Strategy

A preferred strategy for the LTP was consulted on for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report.

3. How the environmental report has been taken into account

Introduction

The SA findings and recommendations have been taken into account throughout development of the LTP. This is shown below.

Assessment of policies and reasonable alternatives

As the LTP will have a separate Implementation Plan, to be developed and adopted following adoption of the LTP strategy, the Environmental Report included the assessment of LTP policies and reasonable policy alternatives.

The Environmental Report found that, in general, LTP policies performed well against most SA objectives, with no significant negative effects being identified. Some uncertain effects were identified for air quality, noise, biodiversity and geodiversity, water, soils and mineral resources, landscape and townscape and cultural heritage and the historic environment.

LTP policies were found to generally result in more positive effects and less uncertainties than their policy alternatives. A summary for each SA Topic has been provided below:

- Air Quality: Policies have resulted in predominantly significant positive effects on air quality.
- Biodiversity and Geodiversity: Policies have generally resulted in both positive and negative effects on biodiversity and geodiversity.
- Climate Change, Soils and Resources and Water Resources and Flooding: Policies have resulted in predominantly significant positive effects on climate change (SA5) and carbon emissions (SA3) and neutral and uncertain effects on water, soil and mineral quality and resource (SA4).
- Community Access: Policies have predominantly resulted in significant positive and minor positive effects on the quality and safety of where people live (SA6), reduce poverty and social exclusion, improving access (SA7) and economic growth (SA8).
- Cultural Heritage and the Historic Environment: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Economy and Employment: The policies have resulted in both significant positive and minor positive effects on economic growth (SA10) and access to employment (SA11).
- Health and Population: The policies have resulted in both significant positive and minor positive effects on reductions on death and injury (SA12) and encouragement of healthy lifestyles (SA13).
- Landscape and Townscape: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Noise: Policies have result in a mixture of minor and significant positive and both negative and positive effects.

Cumulative Effects

An assessment of the potential cumulative effects on LTP with the local transport plans of neighbouring authorities was completed, looking at the potential impacts at a strategic level. Potential positive cumulative effects were identified for population

and health, economy and employment, community access and air quality. Potential uncertain/negative cumulative effects were identified for noise, biodiversity, cultural heritage, landscape and townscape and soils, water resources and flooding.

Health Impact Assessment

A Health Impact Assessment was undertaken as part of the development of the Local Transport Plan.

The assessment identified that the proposed transport objectives are all likely to result in positive health outcomes due to their focus on encouraging active and sustainable transport modes. However, enhancing connectivity and increasing accessibility could result in negative outcomes, particularly for air quality, noise and road safety, due a potential increase in the number of vehicles on the road. Overall, the Local Transport Plan is likely to contribute to improved connectivity and accessibility to jobs, services and health care.

Habitats Regulations Assessment

The LTP was subject to Habitats Regulations Assessment (HRA) screening and Appropriate Assessment (AA) for potential likely significant effects and adverse effects on the integrity of Habitats Sites at a strategic level.

A number of policies were screened-out due to their de minimis or beneficial effects on Habitats Sites, but other policies were screened-in for their further consideration at AA Stage 2. These policies are related primarily to proposed new infrastructure or improvement schemes, for which limited information is currently available.

Given the possibility of likely significant effects associated with the screened-in policies, further, detailed assessment through Appropriate Assessment is considered necessary at a project-level and on a case by case basis to satisfy the requirements of the Habitats Regulations.

Equalities Impact Assessment

An Equalities Impact Assessment (EqIA) was undertaken as part of the development of the Local Transport Plan. The assessment identified that transport policies are likely to result in primarily positive equality impacts with several neutral impacts at a concept level.

Appropriate assessments will be undertaken on a scheme by scheme basis to identify any scheme-specific impacts as projects come forward to delivery.

4. How opinions expressed in response to consultation have been taken into account

Introduction

Consultation has been undertaken in accordance with the SEA Directive. In summary, this has comprised:

- Consultation on the SA Scoping Report 17 December 2019 for six weeks
- Consultation on the public's and stakeholders' views about the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources between Monday 13 January and Friday 28 February 2020
- Consultation on a preferred strategy for the LTP for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report, which included consultation with statutory consultees (Environment Agency, Historic England and Natural England).

Scoping Report

The Scoping Report was consulted on between December 2019 and January 2020 with the statutory consultees (Natural England, Environment Agency and Historic England). Comments received from the statutory bodies were reviewed and were considered in the update of the Scoping Report. This helped to inform how the sustainability appraisal was carried out.

Public consultation on future of transport in Norfolk

The aim of the consultation was to get the views of residents, local businesses and key stakeholders on main concerns for the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources. This was not designed as a consultation on a draft plan, but to be used to inform the development of the Local Transport Plan.

The online consultation was open to the public Monday 13th January – Friday 28th February 2020 and was publicised by various means.

Engagement methods:

- Information about the consultation and a link to survey was sent out by email to stakeholders including District Councils, elected representatives, public Transport operators, stakeholder representative groups, eg disability groups and environmental organisations, statutory consultees
- Promoted on social media online: Posts from NCC twitter and Facebook accounts
 - The results were analysed throughout the consultation period and paid Facebook advertising was used to target key areas and demographics that were underrepresented
- Offline survey sent by request
- Telephone calls and in person with Norfolk Youth Parliament and disability and older people's groups.

Within the 6-week period 928 responses were received, of which 889 were from the public and 39 responded on behalf of an organisation.

The consultation was used to inform the development of the LTP from – essentially – its inception. Overall, the consultation showed a great deal of support for a proactive future thinking approach, with the environment at the forefront. There should be a greater focus on carbon neutrality and reducing the need for private cars. However, highway maintenance is still very important to residents and businesses who rely on the road network to commute, move goods or transport tourists.

The majority of responders strongly agreed that encouraging people to walk, cycle and use more public transport is vital. A large number of free text responses were concerned that without a safe and well-maintained infrastructure for public and sustainable transport residents, particularly in rural areas, will not be able to go car free. There was also support for encouraging electric charging points for cars to help encourage uptake of new technologies and a desire for Norfolk to lead in the development and implementation of new green transport technology.

Consultation on a preferred strategy and consultation with statutory consultees on the SA Report

Consultation on the SA report, alongside which a draft of the plan was published, took place in late 2020, between 28 September and 9 November 2020.

A small number of responses were received, largely comprising responses from district councils and the statutory bodies. District councils in the main supported the draft plan although a number of detailed comments were received particularly around how the LTP applied in detail in particular localities, and the relationship between the countywide strategy and the more detailed transport strategies already adopted, or in development, within localities.

5. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with

Sustainability considerations have been considered throughout the development of the plan. Consideration of reasonable alternatives, required by the SEA Directive, was formally considered as part of the SA to inform the draft plan, which was published alongside the SA report consultation in late 2020.

The draft plan set out the reasonable alternatives to the preferred policies considered with a rationale explaining why the preferred policies had been favoured. This was informed by the SA. In order to assess reasonable alternatives, different options for delivering strategic level transport across Norfolk were developed and assessed against the established sustainability objectives and environmental baseline. The assessment considered the development and eventual adoption of the policies contained in the Draft LTP Strategy. Where possible, each LTP policy had a proposed policy alternative, with a total of 27 policy alternatives being assessed.

The reasons for choosing the plan or programme as adopted are set out in more detail in the preferred strategy, published by the county council for consultation in September 2020 and the SA Report, Appendix A, which sets out the findings of the assessments of the policy alternatives.

The SEA Regulations require that mitigation measures are considered to prevent, reduce or offset any significant adverse effects on the environment of implementing the plan. The measures are known as 'mitigation' measures. Mitigation measures have been proposed in the SA report, designed to avoid or reduce the effects identified as potentially negative through the policy assessments on the SA Objectives.

This process also identified enhancement measures that aim to optimise positive impacts and enhance sustainability. The SA Report identified that these mitigation measures should be used to inform the subsequent development of specific schemes in line with the strategic objectives and policies. This will be undertaken as part of development of the Implementation Plan for the LTP.

6. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme

Introduction

The SEA Regulations require that monitoring is undertaken on a plan so that the significant effects of implementation can be identified, and remedial action imposed. The purpose of the monitoring is to provide an important measure of the sustainability outcome of the final plan, and to measure the performance of the plan against sustainability objectives and targets. Monitoring is also used to manage uncertainty, improve knowledge, enhance transparency and accountability, and to manage sustainability information.

Monitoring Framework

The aim of monitoring is to check whether the plan is having the significant effects that were predicted in the SA, and to deal with any unforeseen problems. As the assessment of LTP policies did not conclude any residual significant effects, monitoring was not proposed in the SA for significant effects. However, the SA found that some residual impacts remain uncertain and proposed monitoring for these. These monitoring proposals are set out below:

Table: Monitoring Proposals

Potential Uncertain effect	What needs to be monitored?
Potential negative effects on biodiversity and geodiversity	The number of biodiversity enhancement schemes implemented through LTP schemes
Potential loss of important agricultural land	Total area (ha) of permitted loss of best and most versatile (grades 1-3a) agricultural land
Increase in noise in NIAs	The number of developments located within NIAs Noise assessments submitted with planning applications within NIAs

Glossary

Active Transport	Active mobility, active travel, active transport or active transportation is transport through non-motorised means. The best-known forms of active mobility are walking and cycling, though other modes include running, skateboarding, non-motorised scooters and roller skates. We will mainly be discussing this in terms of walking and cycling.
Carbon neutral	Carbon neutrality refers to achieving net zero carbon dioxide emissions by balancing carbon dioxide emissions with removal (often through carbon offsetting) or eliminating carbon dioxide emissions altogether.
Clean Transport	Low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling. Increasingly, there is a range of newer ways that people are getting about including e-scooters or, for delivering goods, delivery-by-drone or autonomous pods.
Emissions	<i>Emissions</i> is the term used to describe the gases and particles which are put into the air or emitted by various sources. We will focus on tailpipe emissions, Car fuel and CO2 <i>emissions</i> which are a serious threat to human and environmental health.
Highway Asset	Highways assets are all the parts that make up the highway infrastructure, including (but not restricted to): <ul style="list-style-type: none"> • roads • pavements • public rights of way • cycleways • bridges and structures • street lighting • signals and traffic management systems • some drainage systems • signs and road markings • fences and bollards • weather stations
Micromobility	Small, lightweight vehicles designed for individual use, operating at speeds typically below 25 km/h (15 mph). This includes mobility scooters, electric bicycles, electric scooters, electric skateboards,

	shared bicycles, and electric pedal assisted (pedelec) bicycles.
NCC	Norfolk County Council
Net Carbon Zero	Net zero means that any emissions are balanced by absorbing an equivalent amount from the atmosphere. In order to meet the 1.5°C global warming target in the Paris Agreement, global carbon emissions should reach net zero around mid-century.
Safe Systems Approach	<p>Safe System is based on the underlying principles that:</p> <ul style="list-style-type: none"> • human beings make frequent mistakes that lead to road collisions; • the human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and • it is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries. <p>A key part of the Safe System approach requires that the road system be designed to take account of these errors and vulnerabilities so that road users are able to avoid serious injury or death on the road.</p>
Sustainable Transport	<p>Sustainable transportation is the capacity to support the mobility needs of a society in a manner that is the least damageable to the environment and can make a positive contribution to the environmental, social and economic sustainability of communities.</p> <p>These modes include walking and cycling but also public transport, electric bicycles, electric vehicles, e-scooters and mobility scooters. Many methods of micromobility and active transport are considered sustainable transport.</p>

Appendix 2: Non-Exhaustive checklist of documents taken into account in plan preparation

As set out in Paragraph 8.2 of the report, the council, in developing its transport strategy, is under a duty to take into account any policies announced by HM Government and have regard to any guidance issued by the Secretary of State concerning mitigation of, or adaption to, climate change or otherwise about the environment. As well as taking into account policies published by government, preparation of the LTP has taken into account other relevant local and regional policies, and local, regional and national guidance. This Appendix provides a non-exhaustive list of selective documents that have been considered and taken into account in plan preparation. Similar lists are set out in the Strategic Environmental Assessment, the Habitats Regulation Assessment, the LTP Evidence Report and LTP4 itself.

- Norfolk County Council's Environmental Policy
- Broads Authority Local Plan
- Breckland District Council- Core Strategy and Development Control Policies Development Plan Document 2001-2026
- Environmental Strategy for Broadland 2014
- Environmental Strategy for Broadland Action Plan 2014
- Great Yarmouth Local Plan: Core Strategy 2013-2030
- Great Yarmouth The Plan: 2015-2020
- King's Lynn & West Norfolk Borough Council Local Development Framework - Core Strategy 2011
- North Norfolk Local Development Framework- Core Strategy 2008-2021
- Norwich City Council Sustainable Community Strategy 2008-2020
- Norwich City Council Environmental Strategy 2015-2018
- Norwich Local Plan: Development Management policies plan (adopted 2014)
- New Anglia Local Enterprise Partnership's (LEP) Norfolk and Suffolk Economic Strategy
- Joint Core Strategy for Broadland, Norwich and South Norfolk 2011-2026 (adopted 2014)
- Norfolk County Council: A vision for Norfolk in 2021
- 25 Year Environment Plan: A Green Future: Our 25 Year Plan to Improve the Environment (DEFRA 2018)
- Major Road Network and Large Local Majors programmes investment planning 2018
- National Planning Policy Framework (NPPF) 2019
- National Networks National Policy Statement (NN NPS) 2014
- Great Yarmouth Local Plan: Core Strategy 2013-2030 (Policy CS16: Improving accessibility and transport)
- King's Lynn Area Transportation and Land Use Study Stage 1 Final Report (2009)
- Govia Thameslink Railway King's Lynn Station Norfolk Station Travel Plan (2017)
- Connecting Norfolk Implementation Plan for 2015-2021 (2015).
- North Norfolk Local Development Framework- Core Strategy 2008-2021 (Development Control Policies CT5 to CT7)

- Joint Core Strategy for Broadland, Norwich and South Norfolk 2011-2026 (adopted 2014) (Policy 6: Access and transportation)
- Norwich Local Plan: Development Management policies plan (adopted 2014) (Policies DM27 to DM32)
- South Norfolk Council (SNC) Development Management policies (Adoption version October 2015)
- Broadland District Council Development Management DPD (2015)
- Integrated Transport Strategy for Norfolk and Suffolk 2018
- East of England Plan 2008
- Norfolk's 3rd Local Transport Plan 2011-2026
- The Road to Zero 2018
- Road Safety Act 2006
- Transport Act 2000
- Climate Change Act 2008
- Decarbonising Transport: Setting the Challenge 2020
- Decarbonising Transport A Better, Greener Britain 2021
- Future of mobility: urban strategy March 2019.
- Bus Back Better 2021
- Government Cycling and Walking Policy for England July 2020
- Norfolk and Suffolk Economic Strategy 2017
- Norfolk County Council's Environmental Policy
- Together, for Norfolk 2019-2025
- Transport Investment Strategy (2017)
- Highways England - Health and Safety Five Year Plan (HE Vision Zero approach) 2017
- National Policy Statement for National Networks, Department for Transport (2014)
- The Road Safety Statement 2019, A Lifetime of Road Safety, Department for Transport
- Safe System Approach (Highways England: Strategic Business Plan 2015 to 2020)
- National Strategic Framework for Road Safety (2011)
- 2006, 1998, 1991, 1984, 1974 Road Safety Act
- Bus service improvement plan May 2021
- Zero Emission Bus Regional Areas (ZEBRA) scheme March 2021
- Future of Transport (various) November 2020
- Vision Zero
- Clean Air Strategy (2019)
- Industrial Strategy (2019)
- The Inclusive Transport Strategy: Achieving Equal Access for Disabled People (2018)
- Bus services in England outside London (House of Commons Transport Committee) (2019)
- Traffic Management Act
- Flood and Water Management Act 2010
- Connecting Norfolk, Norfolk's Transport Plan for 2026 (2011)
- Norfolk Strategic Planning Framework. Shared Spatial Objectives for a Growing County and Emerging Statement of Common Ground (2017)

- Aviation Policy (2018)
- Transport East draft Transport Strategy
- England's Economic Heartland Transport Strategy
- Suffolk County Council LTP3
- Cambridgeshire and Peterborough Combined Authority LTP4
- Lincolnshire County Council LTP4
- Norfolk Minerals and Waste Local Plan
- Norfolk and Suffolk Economic Strategy (2017)
- Connecting Norfolk, Norfolk's Transport Plan for 2026 (2011)
- Safe System Approach
- Safe System Partnership Grant: Round one, 2007-09 schemes. Department for Transport
- Norfolk County Council Local Transport Strategies
- Spatial Plans – Norfolk Strategic Planning Framework (2018)
- County Council Climate Change Motion (2019)
- Norfolk County Council Vision (Together, for Norfolk)
- Air Quality Management Action Plans
- Spatial plans / local plans
- Norfolk Strategic Infrastructure Delivery Plan
- Norfolk Parking standards
- Norfolk Safe Sustainable Development
- Norfolk County Council Vision for 2021 (2018)
- Norwich Area Transport Strategy
- Norfolk Strategic Planning Framework (2017)
- Norfolk County Council Vision for 2021 (2018)
- Norfolk Access Improvement Plan (2019-2019)

Documents and guidance published or updated since the LTP4 began its transition through the NCC adoption process and considered in the final plan put forward for adoption to full council:

- COP26 declaration: zero emission cars and vans: Published 10 November 2021
- Environment Act 2021: Received Royal Assent 9 November 2021
- Air quality plan for nitrogen dioxide (NO₂) in UK (2017): air quality directions: Published 5 November 2021
- Net Zero Strategy: Build Back Greener: Published 19 October 2021
- Jet zero: Published 14 July 2021 (Updated 13 August 2021)
- City region sustainable transport settlements: developing proposals: Published 12 August 2021
- Key Route Networks: devolving more powers and responsibilities for locally important roads to metro mayors and their combined authorities: Published 30 July 2021
- Cycle infrastructure design (LTN 1/20): Published 27 July 2020 (Updated 27 July 2021)
- Transport decarbonisation plan: Published 14 July 2021 (Updated 29 July 2021)
- CO₂ emissions regulatory framework for all newly sold road vehicles in the UK: Published 14 July 2021

- Consulting on ending the sale of new petrol, diesel and hybrid cars and vans: Published 14 July 2021
- Heavy goods vehicles: ending the sale of new non-zero emission models: Published 14 July 2021
- Environmental sustainability on the railway: stating our priorities: Published 14 July 2021
- Transitioning to zero emission cars and vans: 2035 delivery plan: Published 14 July 2021

**Report from the Cabinet
meetings held on 4 October, and 8 November 2021**

A: Meeting held on Monday 4 October 2021

1. Urgent Business

- 1.1 Cabinet heard an announcement and update from the Chairman about the Norfolk Social Infrastructure Fund.

2. Crowdfund Norfolk

- 2.1 Cabinet received the report outlining the proposal for Growth and Development to launch a crowdfunding platform.

2.2 Cabinet **RESOLVED**

1. To approve the development and launch of Crowdfund Norfolk.
2. To approve the focus on environmental projects for the initial launch of the platform followed by additional policy areas if successful.

3. Strategic Property Asset Management Framework 2021/22 – 2026/27

- 3.1 See “recommendations from Cabinet” report.

4 Electric Vehicle Strategy

- 4.1 Cabinet received the report outlining proposals for the Council to adopt a formal process to issue highway licences upon request, giving permission to applicants to place a suitably protected cable across the public footway following an assessment to determine both suitability and need. It is envisaged that this new process would be a temporary solution that would promote earlier uptake of electric vehicles until a time when alternative nearby public electric vehicle charging infrastructure is available.

4.2 Cabinet **RESOLVED** to:

1. Agree the Electric Vehicle strategy provided in Appendix A of the report.
2. Agree to the introduction of a process for eligible residents to apply for a highway licence to place cables across public footways in order to charge Electric Vehicles on street as detailed in Appendix B of the report subject to the legal safety issues being satisfactorily resolved
3. Agree to proposals to secure funding to enable public Electric Vehicle charge points to be installed on public streets in Norwich.
4. Agree to proposals to alter the process to install Electric Vehicle charge points in community hubs funded via the local highway member fund to help maximise the number of schemes that can be brought forward.

5. Annual Review of Norfolk Adoption Service 2020- 2021

- 5.1 See “recommendations from Cabinet” report.

6. Annual Review of Norfolk Fostering Service

- 6.1 See “recommendations from Cabinet” report.

7. Annual Review of NCC Residential Children’s Homes

- 7.1 Cabinet received the report providing an update on the performance of and outcomes achieved by Norfolk’s Residential Children’s Homes Service.

- 7.1 Cabinet **RESOLVED** to note and approve this annual report.

8. Modern Slavery Statement

- 8.1 Cabinet received the report setting out how the council supports the Modern Slavery Act 2015 and otherwise mitigates modern slavery risks.

- 8.1 Cabinet **RESOLVED** to agree:

1. To Adopt the Modern Slavery Statement, in Appendix A of the report, including the plan for improvements, which will be reviewed by the Director of Governance and reported annually to the Cabinet
2. That the Director of Governance has a general dispensation to amend this statement in light of future legislative developments.

9. Norfolk County Community Safety Partnership – Safer Norfolk Plan 2021-2024

- 9.1 Cabinet received the report setting out the Norfolk County Community Safety Partnership, a partnership plan between the Community Safety Partnership and statutory partners, Police, Fire, Probation, Clinical Commissioning Groups, District Councils and County Councils. The plan brought together an evidence led and locality focussed Norfolk-wide approach to deliver a strategic approach to Norfolk-wide concerns, such as County Lines and domestic violence, ensuring a local, nuanced approach when required in areas of concentration or concern.

- 9.2 Cabinet **RESOLVED** to agree Norfolk County Council’s support for the endorsement of the Safer Norfolk Plan 2021-2024 and its community approach to community safety.

10. Notifications of Exemptions Under Contract Standing Orders

- 10.1 Cabinet received the report setting out exemptions to standing orders granted for the award of contracts valued in excess of £250,000 and purchases up to 10 September 2021.

- 10.2 Cabinet **RESOLVED**, as required by paragraph 10.b of Contract Standing Orders, to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement and Director of Governance in consultation with the Leader of the Council.

11. Finance Monitoring Report 2021-22 P5: August 2021

11.1 See “recommendations from Cabinet” report.

12. Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting:

12.1 Cabinet **RESOLVED** to note the Delegated Decisions made since the last Cabinet meeting.

A: Meeting held on Monday 8 November 2021

1. Urgent Business

1.1 The Cabinet Member for Highways, Infrastructure and Transport gave an announcement on the Norfolk Bus Service Improvement Plan.

1.2 Two urgent reports were received and considered; see paragraphs 11 and 13 of this report to Council.

2. Better Together, for Norfolk 2021-25

2.1 See “recommendations from Cabinet” report.

3. Natural Norfolk: Progress on delivering the Environmental Policy

3.1 Cabinet received the report setting out progress updates and proposed commitments relating to the Natural Norfolk programme and to Scope 1, Scope 2 and aspects of Scope 3 carbon emissions.

3.2 Cabinet **RESOLVED** to

1. Agree the proposed next steps in respect of Scope 1 and Scope 2 emissions set out in the report and summarised in Annex A of the report.
2. Agree the proposed next steps in respect of other aspects of the Environmental Policy set out in the report and summarised in Annex B of the report.
3. Agree the proposed next steps in respect of Scope 3 emissions set out in the report and summarised in Annex C of the report.
4. Recognise that the Norfolk Pension Fund is committed to understanding and monitoring its exposure to climate related risks as a materially significant financial factor via its Investment Strategy Statement, as part of its wider fiduciary responsibilities. This includes regular oversight and formal monitoring of climate related exposures within the fund’s public equity portfolios across a number of key metrics.
5. Commission the Executive Director of Finance and Commercial Services to report to Cabinet about the options for setting formal low carbon objectives in relation to companies where the County Council is the majority shareholder.
6. Agree the following matters with respect to the financial and procurement framework for carbon reduction.

- a. Acknowledge that sustainability of transport investments is determined via Department for Transport evaluation tools.
 - b. Agree that in respect of non-transport investments there will not be a maximum payback period for carbon reduction projects where the Executive Director of Finance and Commercial Services agrees that the net present value of the project is positive, after allowing a reasonable contingency for risk.
 - c. Commission the Executive Director of Finance and Commercial Services to provide further guidance to Executive Directors on the use of a carbon 'price' in option appraisals for non-transport projects.
 - d. Commission Executive Directors, in consultation with the Director of Procurement, to evaluate contracts within their services as they fall due for replacement or extension, and proposals for new contracts, in order to:
 - i. identify any potential to reduce carbon emissions;
 - ii. consider the optimum balance between price and carbon reduction opportunities which can be achieved; and
 - iii. ensure that any identified cost pressures linked to carbon reduction in respect of their services are provided for within the Council's budget and Medium Term Financial Strategy.
 - e. Commission Executive Directors, in consultation with the Director of Procurement, to evaluate planned capital projects within their services, and capital contracts as they fall due for replacement or extension, in order to:
 - i. identify any potential to reduce whole-life carbon emissions;
 - ii. consider the optimum balance between price and low carbon which can be achieved; and
 - iii. ensure that any identified cost pressures linked to carbon reduction in respect of their capital projects are provided for within capital budgets.
 - f. Ask the Executive Director of Finance and Commercial Services to propose changes to the Contract Standing Orders and the Financial Regulations to enact recommendations 6a-6e above.
7. Agree that Natural Norfolk should be taken forward and developed as a vehicle for visible leadership on nature recovery and the environment including as a communication platform for the promotion of demonstrator projects and outreach initiatives such as the Gressenhall Environmental Hub.
 8. Agree that the Council will continue to work in partnership in delivering the wider net zero ambitions for the region, providing leadership and support wherever possible, including working closely with Suffolk County Council, District Councils, the Norfolk Climate Change Partnership and the Integrated Care System

4. Schools' Capital Programme

- 4.1 Cabinet received the report setting out a summary of existing schools' capital funding sources, a summary of progress against the programme approved in August 2020, a schedule of schemes in the approved programme for 2021-2024+, a refresh to the profile of projected NCC borrowing to support the agreed

programme and profile of anticipated expenditure based on current information.

4.2 Cabinet **RESOLVED** to

- Endorse the proposed Schools' Capital Programme for the next three years and beyond, including new schemes added
- Agree to continue to review annually the funding gap, taking into account other sources of external funding which have come forward
- Endorse the impact of external grant funding received and revised financial profiling

5. Norfolk Safeguarding Children Partnership Annual Report 2020-21

5.1 Cabinet received the report introducing the annual report summarising the work of the Norfolk Safeguarding Children Partnership between 1 July 2020 and 30 June 2021.

5.2 Cabinet **RESOLVED** to

- 1) endorse the content of the report
- 2) proactively share this report with partner organisations with whom they have contact and actively encourage their involvement with NSCP's work
- 3) ask all elected members to proactively promote this report using their social media accounts.

6. Norfolk Safeguarding Annual Report for 2020-21 – Safeguarding adults during a global pandemic

6.1 Cabinet received the report summarising the work of the Norfolk Safeguarding Adults Board (NSAB), the wider partnership's adult safeguarding activity during 2020/21 and work done to safeguard those at risk of abuse and harm in very challenging and fast changing circumstances of the response to the Covid-19 pandemic.

6.2 Cabinet **RESOLVED** to

- a) Agree the contents of the annual report 2020/21
- b) Promote the work of NSAB to NCC partner organisations and stakeholders
- c) Ask the Chair of NSAB to return in 3-4 months' time with a further report providing an update on progress.

7. Integrated Community Equipment Service (ICES)

7.1 Cabinet received the report setting out arrangements for the Integrated Community Equipment Service contract, providing equipment to enable children and adults who require assistance to perform essential activities of daily living, to maintain their health and autonomy to live as full a life as possible.

7.2 Cabinet **RESOLVED** to

- a) Approve commencement of this essential re-procurement, delegating responsibility to the Executive Director of Adult Social Services, in conjunction with key stakeholders, including the Head of Procurement, to award the contract
- b) Delegate responsibility to the Adult Social Services Director of Commissioning to manage the re-procurement

8. Limited Company Consents

8.1 Cabinet received the report setting out proposals for the creation of a new company and appointment of Directors.

8.2 Cabinet **RESOLVED**

1. To approve the formation of a new subsidiary company of Repton Property Developments Limited, Bowlers Green Estate Management Ltd.
2. Once created, approve the appointment of NCC directors to the new company as detailed in Appendix A of the report.

9. Business Rates Pool – Annual Report 2020-21 and Pooling Decision 2022-23

9.1 Cabinet received the report providing an overview of the 2020-21 Business Rates Pool, as well as providing an update on the potential for a 2022-23 Pool.

9.2 Cabinet **RESOLVED** to

1. Note the performance of the Norfolk Business Rates Pool and endorse the decisions taken by Norfolk Leaders in respect of the allocation of 2020-21 (and prior year) Pool resources (section 3);
2. Endorse the use of Norfolk County Council's share of the 2020-21 retained levy (as shown in Table 1), noting that that a reconciliation process and potential adjustment (including a claw back of overpayment) may be required in the event of audit adjustments to District 2020-21 NNDR3 returns being made (section 4); and
3. Endorse the application and governance arrangements for the 2022-23 Norfolk Business Rates Pool (section 5).

10. Finance Monitoring Report 2021-22 P6: September 2021

10.1 See "recommendations from Cabinet" report.

11. Strategic and Financial Planning 2022-23

11.1 Cabinet received the report representing a key milestone in the development of the 2022-23 Budget and provides an opportunity for Cabinet to consider saving proposals prior to wider consultation.

11.2 Cabinet **RESOLVED**

1. To consider and comment on the County Council strategy as set out in section 2 of the report and how the Budget process is aligned to the overall policy and financial framework;
2. To consider the potential implications of Government announcements about Social Care, the considerable uncertainty remaining in respect of these, which may result in additional cost pressures in the medium to longer term, and agree that these should be reflected, where possible, in the 2022-23 Budget;
3. To consider the latest details of announcements made at the Spending Review 2021 and Autumn Budget 2021, and note that the outcome of these national funding announcements, alongside the Local Government Finance Settlement,

- will have potentially significant impacts on the 2022-23 Budget position, which will not be fully known until later in the process;
4. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2022-23 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (paragraph 13.4 of the report);
 5. To confirm that Cabinet's intention is to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept deferred from 2021-22;
 6. To direct Executive Directors to seek to identify further recurrent savings of £5.000m and to report to Cabinet in January 2022;
 7. To agree to undertake a full review of how the Council operates to deliver its future services and strategy;
 8. To note the Executive Director of Finance and Commercial Services' advice about the sustainability of the Medium Term Financial Strategy position (section 13 of the report), noting also the wider uncertainty about funding levels and cost pressures for 2022-23. Recommendation 5 sets out Cabinet's intention to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept and therefore in that context to agree to consult the public on that level of increase
 9. To consider and agree the proposed savings as set out in sections 7-12 (tables 5-10 of the report) to be taken forward in budget planning for 2022-23, subject to final decisions about the overall Budget in February 2022, noting the level of savings already included from the 2021-22 Budget process (table 2 of the report);
 10. To agree that public consultation (as set out in section 5 of the report) and equality impact assessment (as set out in section 21 of the report) be undertaken on the 2022-23 Budget and saving proposals as set out in sections 7-12 (tables 5-10 of the report), and the level of council tax and Adult Social Care precept for 2022-23, as set out in section 14 and table 11 of the report;
 11. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 13, and having regard to the level of savings required for 2023-24, to direct Officers to bring forward proposals to support early development and identification of saving proposals for 2023-24 with a focus on transformational activity;
 12. To agree the proposed next steps in the Budget planning process for 2022-23, and the remaining Budget planning timetable (Appendix 1 of the report); and
 13. To note and thank Select Committees for their input into the Budget development process for 2022-23 in July, and to invite Select Committees to comment further on the detailed saving proposals set out in this report when they meet in November 2021 (section 23 of the report).

12. Disposal, acquisition and exploitation of property

- 12.1 Cabinet received the urgent report setting out proposals aimed at supporting Norfolk County Council priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the

operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

- 12.2 Cabinet **RESOLVED** to agree to the granting of a supplemental lease of Litcham Child Care Centre, Weasenham Road PE32 2QT to Synergy MAT for use as nursery and early years provision on the agreed terms.
- 13. **Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting:**
 - 13.1 Cabinet **RESOLVED** to note the Delegated Decisions made since the last Cabinet meeting.
- 14. **Exclusion of the Public**
 - 14.1 Cabinet **RESOLVED** to exclude the press and public for discussion of the report “Confidential decision relating to a wholly owned company” on the grounds that it was exempt under paragraphs 1 & 2 of Part 1 of Schedule 12A of the Local Government Act 1972.
- 15. **Confidential decision relating to a wholly owned company**
 - 15.1 Cabinet received the urgent, confidential report by the Executive Director of Finance and Commercial Services.
 - 15.2 Cabinet **RESOLVED** to agree the recommendations as set out in the report.

Cllr Andrew Proctor
Chairman, Cabinet

Procedure for Questions to Cabinet Members

Questions to the Cabinet Members for

- Strategy & Governance
- Growing the Economy
- Adult Social Care, Public Health and Prevention
- Children's Services
- Commercial Services & Asset Management
- Communities and Partnerships
- Environment & Waste
- Finance
- Highways, Infrastructure & Transportation
- Innovation, Transformation & Performance

A maximum overall period of 30 minutes shall be allowed for questions to Cabinet Members, to be extendable at the discretion of the Chair. Questions to Cabinet Members can relate to anything within the remit of the Cabinet Member's portfolio and are not limited to items in the Cabinet reports.

1. The Chair will begin Questions by inviting members to indicate if they wish to ask a question.
2. The Chair will select a member to ask their question and all other members wait until the Chair next invites questions. Questions will not be taken in a prescribed portfolio order and can be to any Cabinet Member.
3. For the first round, the Chair will follow the principle of selecting the first questioner from the Labour Group, followed by the Liberal Democrat Group, the Green Group, the Independent Group, the Conservative Group, then the Non-aligned Member. For the second round, the Chair will then revert to the Labour Group, the Liberal Democrat Group, the Green Group, the Independent Group and the Conservative Group. For the third round, the Chair will revert to the Labour Group, the Liberal Democrat Group, the Green Group and the Conservative Group, etc.
4. The session will be timed by Democratic Services officers, who will notify the Chair that the time is up. If a question is being asked at the point at which time is up, the Chair will allow the question to be completed and the answer to be given.
5. Questions should be asked succinctly and in a business-like manner. They should not be preceded by lengthy preambles. Similarly, answers should be given succinctly, so that there is sufficient time for a reasonable number of questions to be dealt with. The Chair of the Council will be prepared to intervene if they consider this principle is not being adhered to.

Report of the Scrutiny Committee meetings held on 22 September 2021 and 20 October 2021.

Items from the meeting of 22 September 2021

1 County Farms Estate - An Update

- 1.1 The Committee received a report that explained how the County Farms Estate formed a significant part of the Council's property portfolio, strategically and operationally managed by the Corporate Property Team (CPT).

1.2 RESOLVED

That the Committee note the report and the answers given by the Cabinet Member for Commercial Services and the Director of Property and ask to receive a further update report in the early new year

2 Update from the Chair of the Norfolk Countywide Community Safety Partnership (NCCSP) Scrutiny Sub Panel

- 2.1 It was noted that the NCCSP had agreed to recommend to the Partnership that it consider extending the Delivery Plan period beyond 2024, to provide direction and certainty for partners while the next Community Safety Plan was being developed. They had also raised concerns about the resilience of the Community Safety Team and had suggested this was something the Partnership might wish to keep under review. Furthermore, the NCCSP had raised concerns about the lack of response from Asian communities in Norfolk and challenged the Partnership to learn lessons for future consultation exercises to improve its connection with ethnic minority communities.

2.2 RESOLVED

That the Committee note the report and the actions being taken by the NCCSP.

3 Support to the local economy following the COVID-19 Pandemic- New Anglia Local Enterprise Partnership

- 3.1 The Committee received a report that explained how the LEP was an important strategic partner of the County Council, supported the local economy and interacted with Norfolk County Council. The LEP was the connecting force between the public and private sectors and the education sector on the basis that they all needed to work together to get things done.

3.2 RESOLVED

That the Committee note the report and the answers given by C-J Green, Chair of the New Anglia LEP, Chris Starkie, Chief Executive of the New

Anglia LEP, Cllr Graham Plant, Deputy Leader and Cabinet Member for Growing the Economy and Vince Muspratt, Director Growth and Development and ask to receive a further update report in March 2022 to include details about work to create new jobs and provide an evidence base of the positive impact that the LEP is having on the behaviour of local businesses and further lessons learnt from the pandemic. As part of this update, officers were also asked to provide further information around the proposed review of LEP services.

4 Scrutiny Committee Forward Work Programme

4.1 The Committee received a report that set out a forward work programme.

4.2 RESOLVED

That the Committee note the forward work programme as set out in the appendix to the report subject to the following:

- An update on the Children's & Adult Social Care Performance Review Panels moved to 24 November 2021.**
- An update from the LEP on 23 March 2022.**
- The December meeting moved to 15 December 2021 with the original date of 22 December 2021 held for call-ins (if any).**

Items from the meeting of 20 October 2021

5 Electric Vehicle Strategy

5.1 The Committee received a report that set out ways in which the County Council could support the uptake of electric vehicles in Norfolk. The report before the Scrutiny Committee was different to that presented to the Cabinet in that it focused on ways to support and facilitate the uptake of electric vehicle charging opportunities across the county, the capacity of the electricity supply network, the recycling and disposal of batteries and how the Local Highways Member Fund could be used to help subsidise the cost of public charging points. The Chair emphasised that scrutiny's contribution should be unique, and not duplicate work taking place at Cabinet or at the Infrastructure and Development Select Committee.

5.2 In summarising the debate, the Chair said that the Scrutiny Committee expected officers to consider the requirements of those living in rural as well as urban areas, the impact electric charging had on the use of urban streets by pedestrians, and to explore the extent to which the Local Highway Members Fund and other funding schemes could provide for the installation of electric charging points. Careful consideration needed to be given to the setting of milestones for the implementation of the strategy, the requirements for building regulations, and how the strategy fitted into other Council policies.

5.3 The Vice-Chair added that further discussions should be held at officer level with the Broads Authority about how the EV strategy could fit in with their plans to increase the number of charging points. Holiday makers from all over the country as well as those living in rural areas would benefit from a joined-up strategy.

5.4 RESOLVED

That the Committee note the report and the answers given by the Cabinet Member for Highways, Infrastructure and Transport and the officers and ask to receive a further update report sometime in the new year.

6 Norwich Western Link Update

6.1 The Committee received a report together with the delegated authority decision report which was circulated by email prior to the meeting. The Chair pointed out that this item was not a call in of the delegated decision report but was to receive an update since the decisions made by the Council in June 2021.

6.2 RESOLVED

- **That the Committee place on record thanks to Martin Wilby, Cabinet Member for Highways, Infrastructure and Transport, and David Allfrey, Infrastructure Delivery Manager, for attending the meeting and answering Councillors detailed questions.**
- **That the Committee note the report and receive a further progress report sometime in the new year after the timing of the planning application is known.**

7 Scrutiny Committee Forward Work Programme

7.1 The Democratic Support and Scrutiny Manager drew Cllrs attention to the publication by the Centre for Governance and Scrutiny (CfGS) of their 2020-21 national annual survey results. In future CfGS annual survey reports would be reported to the Scrutiny Committee as part of the work programming process.

7.2 RESOLVED

That the Committee note the forward work programme as set out in the appendix to the report subject to the following:

- **An update on the budget setting process for 2022/23 being added to the agenda for November 2021.**
- **The Committee to consider options to consult with service users when considering the item on 'People with Disabilities: Fees and Charging Policy' currently scheduled for the December meeting of the Committee.**

**Steve Morpew
Chair**

Report of the Norfolk Health Overview and Scrutiny Committee meeting held 4th November 2021

Items from 4th November 2021 meeting

1. Eating Disorders

- 1.1 The Committee received a report regarding the Eating Disorders service for Adults and Young People & Children. The In-patient specialised eating disorder beds are commissioned by NHS-led Provider Collaboratives, which took over this function from NHS England & NHS Improvement Specialised Commissioning in July 2021. Different approaches exist for services provided for children and young people and Adult services and national standards for care only exist for Children and Young People, at which services are expected to meet 95% of the standard.
- 1.2 The Committee noted that:
- the service has seen an increase in demand as a result of the pandemic and that the level of demand has remained consistently high.
 - Much work had been done but more is required, especially around early intervention to prevent the need for services when patients may present with greater acuity.
 - An interim briefing would be provided in six months time after which the committee can schedule the item in the forward work programme if required.

The Chairman thanked all those speakers that had attended the meeting both in person and virtually.

2. Norfolk & Suffolk NHS Foundation Trust (NSFT) – use of out of area beds

- 2.1 The Committee received a report by about the progress of the use of out of area beds for acute mental health patients and beds that are within the locality but are outside of the Trust's control i.e. private providers. The 2016 'Five Year Forward View for Mental Health' recommended reduction and elimination of inappropriate out of area placements for acute mental health care as quickly as possible, and the Government set a national ambition to eliminate them by 2020-21. Despite increased investment in mental health services this has not been met and the Covid 19 pandemic has increased the pressures on services.

Progress had been made from March 2019 to May 2020 where out of area bed days had reduced to 363 from 1974 and this was largely due to opening a 16 bedded admission ward, enhancing community teams, implementing a Patient Flow group and taking a more focused approach to improved bed management, inappropriate admissions and timely discharge. However, more recently numbers had risen again.

- 2.2 The Committee were advised that:
- More suitable accommodation was required to be provided by districts so that

- bed and breakfast temporary accommodation did not need to be utilised.
- Mental health is a whole system issue and includes demands for social work, housing needs and employment opportunities and not wholly reliant on the NHS

The Chair thanked all those who had taken part in the discussion both online and in person and concluded the discussion by acknowledging:

- Local provision and early intervention was key. There was a tension around using private provision locally, even though it would be preferable to use NHS provision, as without the private local beds NSFT would end up having to use more beds out of area and it would be private provision anyway, with the consequent difficulties for families and the increased challenges of monitoring quality of care at a distance.
- Challenges exist with discharge to appropriate accommodation and these delays of discharge often cause pressure on the system often resulting in the need to have placements out of area. There was a challenge back to district, borough and city councillors to check the level of housing provision available for patients who are being discharged from the acute mental health hospital and whether the resources should be increased
- Mental health provision relates to the whole community in relation to housing, social work and suitable and meaningful work. All partners need to work together to overcome the challenges.

3.0 **Cawston Park Hospital – Safeguarding Adults Review – a briefing**

3.1 The Chair welcomed Heather Roach, Chair of Norfolk Safeguarding Adults Board to the meeting via video link. The Chair of the committee explained that this was not a scrutiny item for this meeting but was a briefing.

3.2 Heather Roach gave a presentation to the committee after which she responded to questions and it was noted:

- A review of ethical commissioning had already started.
- More robust monitoring of service providers is required. A more inquisitive approach is needed to prevent issues that arose at Cawston Park, from happening again.
- The issues around the failures at Cawston Park were complex and were exacerbated by the pandemic.

3.3 The Chair thanked Heather Roach for attending and the committee **agreed** to add:

- Cawston Park Hospital Safeguarding Adults Review – Scrutiny of local health and social care partners' joint progress to implement recommendations to the forward work programme for 2022.

3. **Forward Work Programme**

The Committee received a report from Maureen Orr, Democratic Support and Scrutiny Manager which set out the current forward work programme and briefing details that was agreed subject to the following:

3.1 The Committee **agreed** additionally for their future work programme:

- Cawston Park Hospital Safeguarding Adults Review – Scrutiny of local health and social care partners' joint progress to implement recommendations to the

forward work programme for 2022.

- 9.3 The Committee agreed additionally for the NHOSC Member Briefing:
- April 2022 – Eating Disorders update to include data on workforce, staffing levels, clinical & administration, as well as current vacancy levels.

**Cllr Alison Thomas, Chair,
Norfolk Health Overview and Scrutiny Committee**

Report of the Norfolk Health and Wellbeing Board Meeting held on 29 September 2021

1. Health and Wellbeing Board Governance Update

1.1 The Norfolk Health and Wellbeing Board (HWB) received the report which was introduced by James Bullion. The Chairman took the opportunity to welcome the new members of the Board. The report outlined proposed changes and updates to the Board's governance.

1.2 The Health and Wellbeing Board **AGREED** to:

- a) Note that Norfolk County Council has amended its constitution to include East of England Ambulance Trust Membership for the HWB.
- b) Note the changes to HWB representation from organisations and officially welcome new members to the Board.
- c) Note the HWB attendance record for April 2020 – April 2021.
- d) Delegate further discussions around the governance arrangements for the HWB and Integrated Care Partnership to James Bullion and Melanie Craig, with a formal proposal brought to the Board for endorsement.
- e) Support the proposal to invite the Chair of the Norfolk and Waveney Voluntary, Community and Social Enterprise (VCSE) sector Health and Social Care Assembly to be a member of the Health and Wellbeing Board, under the membership for the VCSE sector.
- f) Note the changes to representation for the Norfolk and Norwich University NHS Trust.

2. Delivering our Joint Health and Wellbeing Strategy

2.1 The Health and Wellbeing Board received the report, which was introduced by James Bullion. The report outlined the statutory requirement for all HWB's to produce a local, Joint Health and Wellbeing Strategy (JHWBS) and looked back on progress against the strategy's priorities during 2020/2021.

2.2 The report then outlined the need to drive improvements and refocus the Board's vision in a different landscape to when it was originally launched, and so a review and refresh of the Joint Health and Wellbeing strategy was recommended.

2.3 The Health and Wellbeing Board **AGREED** to:

- a) Endorse the progress against the JHWBS vision and priorities for 2020 /2021.
- b) Endorse the proposal for reviewing and refreshing the JHWBS for 2022 and commit to engaging with the process on behalf of Member organisations.

- c) Comment on the joint commitments that could be strengthened through the review and refresh process.
- d) Support the re-launch of the HWB Awards and Conference and agree that this activity is focussed on prioritising prevention.

3. Developing Norfolk and Waveney's Integrated Care System

3.1 The Health and Wellbeing Board received a report which was presented by Melanie Craig. The report updated the Board on progress with developing Norfolk and Waveney's Integrated Care System (ICS) since March 2021.

3.2 The Health and Wellbeing Board **AGREED** to:

- a) support the continued development of the Norfolk and Waveney Integrated Care System.

4. Norfolk Autism Partnership Board Update, Autumn 2021

4.1 The Health and Wellbeing Board received a report and presentation from Partnerships Board Transformation Manager. The presentation outlined the progress made by the Norfolk Autism Partnership Board (NAPB) since the last report to the Health and Wellbeing Board in 2019.

4.2 The Health and Wellbeing Board **AGREED** to continue to:

- a) Signpost organisations to the Autism eLearning on the NAPB website to work towards a more inclusive Norfolk.
- b) Support in the wider engagement activities of the NAPB by offering resource, time or links to relevant parties.

5. Norfolk Area Special Educational Needs & Disability Strategy

5.1 The Health and Wellbeing Board received the report highlighting the need to endorse and support the implementation of the strategy. The Area Special Educational Needs and Disability (SEND) Strategy was a self-contained strategic document setting out Norfolk's current 4 priorities for SEND and the associated high level action plan and key performance indicators. The report was presented by SEND's senior adviser.

5.2 The Health and Wellbeing Board **AGREED** to:

- a) Endorse the refreshed Area SEND Strategy for Norfolk.
- b) To provide leadership to the implementation of the Area SEND Strategy to ensure that all agencies, partners and stakeholders are aware of the priority actions and support these equally in the strategic and operational work of the children's 'system' across Norfolk.

6. Norfolk Safeguarding Annual Report for 2020-21: Safeguarding adult during a global pandemic

The Health and Wellbeing Board received the report which was presented by the Chair of the Board Heather Roach. The report summarised the work of the Norfolk Safeguarding Adults Board (NSAB) and the wider partnership's adult safeguarding activity during 2020/21. It set out the work done to safeguard those at risk of abuse and harm in very challenging and fast changing circumstances of the response to the Covid-19 pandemic.

The Health and Wellbeing Board **AGREED** to:

- a) Agree the contents of the annual report 2020/21.
- b) Promote the work of NSAB to HWB partner organisations and stakeholders.
- c) Use its media profile to support the work of NSAB and partners agencies in protecting those adults at risk of abuse and harm.

7. Norfolk Safeguarding Children Partnership Annual Report

The Board heard a presentation by Chris Robson Chair of the Norfolk Safeguarding Children Board who also provided the Children's version of the report for members. The Norfolk Safeguarding Children Partnership (NSCP) Annual Report summarises the local arrangements for safeguarding children, which includes governance and strategic overview; Norfolk's response to Covid-19; independent scrutiny; progress against NSCP priorities; learning from Serious Case Reviews/Safeguarding Practice Reviews; training and workforce development; and the voice of the child.

- 7.1 The Health and Wellbeing Board provided comment on the contents and **AGREED** to:
 - a) endorse the report.

Cllr Bill Borrett
Chair, Health and Wellbeing Board

Report of the Audit Committee Meeting held on 14 October 2021

1 Urgent Business.

1.1 The Chairman read the following statement:

The Audit Committee's role includes considering the effectiveness of the Council's Risk Management Framework so the Committee receives regular updates on the Council's corporate risks. Since the last Audit Committee, in July, a report has been published regarding the significant failings and tragic consequences at Cawston Park Hospital in Norfolk. The Council did not commission these services and its role in Cawston Park Hospital was a safeguarding one – which we carried out to the best of our ability, given the limitations on our influence. The review highlighted those limitations and the actions to prevent this happening again rest almost entirely with others – mainly the Clinical Commissioning Group (CCG). We didn't have a specific risk against this – because it was not a facility we commissioned from.

The Full Council recently noted that report, which included wider recommendations for the Council, which are being considered to see what steps can be taken. From a risk management perspective the Council has previously considered two risks and the potential for a new risk will now be explored.

We already have a departmental risk **RM14464 – 'Failure of providers to provide care to vulnerable people'** and while it is leaning towards the availability of staff and beds it does mention the risk that, 'Care providers fail to meet needs of residents increasing the risk of a safeguarding issues'. The risk was scored 10 and rated Amber (the target is a score of 5) with prospects of meeting the target score rated as Amber, back in July, when that was reported to Cabinet. Whilst Cawston Park Hospital was not a care facility we commissioned from; the distinction for 'limitations of our influence for 'other care facilities, that we do not commission from', could now be recognised in that risk to add context.

Risk number **RM028**, which was closed by Cabinet in July this year, covered the risk of, '**Any failure to monitor and manage health and safety standards of 3rd party providers of services**'. This related to our legal obligations from H&S legislation. A recent audit of contract management for H&S has shown that whilst there is still improvement to be made in the pre-tender process, all of the areas reviewed had active monitoring in place, where we commission services. This is a considerable step forward from when we developed the risk. We are therefore confident that with the robust audit monitoring process in place, further improvements will be secured and we do not need to resurrect risk RM028.

The Audit Committee can be reassured that

- the recommendations for the Council, from the review, will be carefully considered and followed up once they have had time to be implemented
- the topic will be covered by the Health Overview Scrutiny Committee on 4th November 2021
- The Executive Director of Adult Social Services will consider how risk RM14464 can be amended to also show the distinction for, 'There are limitations of our influence for 'other care facilities, that we do not commission from'; to add context; and to continue to monitor RM14464 and ensure any mitigating actions are completed.

2. Norfolk County Council Audit Plan Addendum: Norfolk County Council and Norfolk Pension Fund Audit Results Reports – Audit Committee Summary for the year ended 31 March 2021.

- 2.1 The Committee received the report by the Executive Director of Finance and Commercial Services introducing the External Auditor's (Ernst & Young) Norfolk County Council and Norfolk Pension Fund Audit Results Reports – Audit Committee Summary for the year ended 31 March 2021.
- 2.2 The External Auditors confirmed their expected conclusion of an "Unqualified Opinion".
- 2.3 The committee considered the report and **RESOLVED** to **note**:
- a) The addendum to the audit plan issued by Ernst & Young following their Value for Money risk assessment.
 - b) To agree matters raised in the Ernst & Young Norfolk County Council and Norfolk Pension Fund Audit Results Reports before Ernst & Young issue their audit opinions.

3 Audit Letters of Representation 2020-21

- 3.1 The Committee received the report by the Executive Director of Finance and Commercial Services introducing the audit letters of representation of Norfolk County Council and of Norfolk Pension Fund for 2020-21.
- 3.2 The Committee considered the report and **RESOLVED** to:

Note the unadjusted audit differences set out in paragraphs 6.2 and detailed in paragraph A5 and A7 of the draft Letters of Representation attached to the report.

Endorse the letters of representation in respect of the Pension Fund and of Norfolk County Council and, on the basis that they may be subject to non-material amendments and clarifications resulting from further audit work prior to signature, delegate the Chairman of the Audit Committee and Executive Director of Finance and Commercial Services to sign the letters on behalf of the Council.

- 4. Annual Statement of Accounts and Annual Governance Statement 2020-21**
- 4.1 The Committee received the report by the Executive Director of Finance & Commercial Services presenting Norfolk County Council's Annual Statement of Accounts and Annual Governance Statement 2020-21.
- 4.2 The Committee considered the report and **RESOLVED** to:
- a) **Agree** that, following annual reviews, the systems of internal control and internal audit are considered adequate and effective;
 - b) **Approve** the Annual Governance Statement;
 - c) **Note** the non-material audit differences set out in paragraph 6 below, with further detail in paragraph 6.6 of the Annex to this report.
 - d) **Approve** the Council's 2020-21 Statement of Accounts on the basis that they may be subject to non-material amendments and clarifications resulting from further audit work prior to certification by the Executive Director of Finance and Commercial Services after consultation with the Chairman and Vice-Chairman of Audit Committee.
- 5.1 Risk Management**
- The Committee received the report by the Executive Director of Finance and Commercial Services referencing the corporate risk register as it stood in October 2021, following the latest review conducted during August 2021.
- 5.2 The Committee considered the report and **RESOLVED** to **agree**:
- The key messages as per section 2.1 of the report.
 - The key changes to the generic corporate risk register (Appendix A)
 - The corporate risk heat map (Appendix B)
 - The latest generic corporate risks (Appendix C)
 - Scrutiny options for managing corporate risks (Appendix D)
 - Background Information (Appendix E)
- 6 Norfolk Audit Services Report for the Quarter ending 30 September 2021.**
- 6.1 The Committee received the report by the Executive Director of Finance & Commercial Services updating it on the overall opinion on the effectiveness of risk management and internal control and setting out the work to support the opinion and any matters of note.
- 6.2 The Committee considered the report and **RESOLVED** to:
- Agree** the key messages featured in the quarterly report; that the work and assurance meet their requirements.
- 7 Norfolk Audit Services Terms of Reference (Charter) and Code of Ethics 2020/21**
- 7.1 The Committee received the report by the Executive Director of Finance and Commercial Services presenting the revised terms of reference and code of ethics.
- 7.2 The committee consider the report and **RESOLVED** to:
- Agree** the NAS Terms of Reference (Charter) as set out in Appendix A, and the Code of Ethics as set out in Appendix B.

8 **Yearly Update of the Audit Committee**

8.1 The Committee received the report by the Executive Director of Finance and Commercial Services which summarised and reflects upon the work of the committee from 1 April 2019 to 31 March 2021 and confirmed that its function has been consistent with best practice demonstrating and explaining how it adds value to the Council.

8.2 The committee considered the report and **RESOLVED** to:

Agree that the arrangements are satisfactory and note that the Committee has terms of reference which are consistent with guidance and best practice, subject to further strengthening by:

- including in the Committee's Terms of Reference (as consequential changes) these roles from the CIPFA position statement:
- considering the effectiveness of arrangements and the control environment and risk related issues in relation to partnerships and collaborations with other organisations
- monitoring the effectiveness of the control environment, including arrangements for ensuring value for money and supporting standards and ethics
- supporting standards and ethics arrangements
- considering a future report on the CIPFA's position statement for 'wider roles' and agree if there are any actions that need to be taken
- receiving updates on regulations and guidance concerning independent members and, if required, consider any such requirement
- considering a future report on the CIPFA 'assessment tool – evaluating effectiveness.

9. **Anti-Fraud, Bribery and Corruption Report for the Quarter ending 30 September 2021**

9.1 The committee received the report by the Director of Governance which updated the committee in respect of pro-active and reactive Anti-Fraud, Bribery and Corruption activity

9.2 The committee considered the report and **RESOLVED** to:

Agree the key messages featured in part 3 of this quarterly report, that the work and assurance meet their requirements and advise if further information is required.

10 **Work Programme**

10.1 The Committee received the report by the Executive Director of Finance and Commercial Services setting out the work programme.

The Chairman committed to issuing a note to members to advise once the issues concerning PWC assurances for the Norse Group accounts had been signed off and that the Council's audit processes for 2020/21 had been completed satisfactorily. The Chairman requested that the Executive Director of Adult Social Care and Community Services be invited to speak at a future Audit committee regarding monitoring of risk **RM14464** and that any mitigating actions are completed.

The Committee considered and **noted** the report.

Ian Mackie
Chairman, Audit Committee

Report of the Norfolk Records Committee Meeting held on 29 October 2021

1. Finance and Risk

- 1.1** The Committee received a report that covered the NRO revenue budget for 2021/22, capital programme and reserves and provisions and provided an update on the service risk register.
- 1.2** The following points were discussed and noted:
- The Record Office was currently forecast to achieve a balanced budget position for 2020/21.
 - Emergency grant funding had continued to be sought from the Government to help meet the predicted loss of income for the Service during the extended period of closure and reduction in normal activity due to Covid-19.
 - The Record Office had plans for more on-line services. Demand for such services would increase significantly after the release of the 1921 census information.
 - It was pointed out that only minor adjustments were made in the risk register since this matter was last reported to the Committee in June 2021.
- 1.3 The Committee CONSIDERED and COMMENTED on:**
- 1. Forecast position of the revenue budget, capital programme, reserves and provisions.**
 - 2. Management of risk for 2021/22.**

2 Performance Report

- 3.1** The Committee received a report that outlined progress towards delivering the Norfolk Record Office (NRO) Service Plan between 1 April 2021 and 30 September 2021.
- 3.2** The following points were discussed and noted:
- Work continued to be done to enable new audiences to benefit from the use of archives and to record evidence within the local community about the pandemic. This was being done through a mixture of online and in-person events, workshops, talks and displays, work with schools and through work with the Restoration Trust as part of the Change Minds partnership which provided courses that combined archive research and creativity to improve the mental wellbeing of those experiencing problems.
 - The Change Minds Project continued to receive much interest at the national level. The Norfolk Record Office continued to develop and submit funding applications for Change Minds UK in conjunction with the Restoration Trust. Further funding was being applied for which would enable the project to expand its work on this project in Norfolk and beyond, thereby providing wellbeing support services to extend the benefits of this high-quality project to a larger audience. In reply to questions, it was pointed

out that the Norfolk Record Office aimed to create a national hub that placed it at the forefront of developments in this field of work. People aged in their 20s to those in their 70s had benefited from the Change Minds sessions. Some of the evidence work with the UEA in support of the project could be found on the Change Minds website. The County Archivist was asked to provide Members of the Committee with an update outside of the meeting on the most recent work in support of the project.

- The County Archivist was also asked to provide a briefing note for Cabinet Members at District Council level on Record Office initiatives (such as the Change Minds Project and work to record the pandemic) that were being undertaken by the Record Office.
- The Committee heard that the Paston Exhibition (which was produced in partnership with the UEA and the Paston Heritage Society and funded through a significant lottery grant) was proving to be a great success although visitor numbers were impacted by the pandemic. Those Members of the Committee who had not already do so were encouraged to visit the exhibition which had been extended for a further two weeks.
- From September 2021, the Record Office had reduced some of the restrictions on building access which meant that more people were able to make use of searchroom facilities and did not have to book all their documents in advance of their visit.
- A survey was being undertaken to obtain detailed data for planning environmental conditions within the Record Office strong rooms as part of future planning for the use of the building.
- Members were pleased to hear about plans to resume the on-line volunteer programme in November 2021.
- The County Archivist answered questions about the most significant of the 126 accessions take on by the Record Office during the period covered by the report and how such documents were themselves accessioned.
- Work on the migration and collection of metadata to improve its long-term sustainability and future use continued to take place. The authority files within the catalogue provided specific access points and were being developed as part of a new way of working with data.
- Members spoke about the importance of the information held within Norwich Diocese Consistory Court Deposition Books some of which had recently have been catalogued in detail.

3.3 The Committee **CONSIDERED and **COMMENTED** on:**

1. The actions taken by the Record Office to provide a service during this period and
2. Approved the continued implementation of the Record Office Service Plan.

**Michael Chenery of Horsbrugh, Chair,
Norfolk Records Committee**

Report of the Norfolk Joint Museums Committee meeting held on 29 October 2021

1 Area Museums Committees

- 1.1 The Joint Committee received updates about Museums activities in Breckland and Norwich. The Joint Committee praised the excellent work that continued to be done during the lockdown period, particularly in developing a stronger social media presence and in responding to school requests for new digital content that involved providing a diverse range of school services online.

2 Norfolk Museums Service - Finance Monitoring Report for 2021/22

- 2.1 The Joint Committee received a report that covered the Norfolk Museums Service (NMS) forecast budget out-turn for 2021/22 and details about the latest monitoring position of the revenue budget, capital programme, reserves and provisions.
- 2.2 The Committee's attention to the following issues:
- Covid-19 had made for significant budget pressures in relation to the revenue budget situation for 2021/22 and particularly a loss of income from admissions and commercial activity.
 - The detailed budget position for 2021/22 showed a steadily improving Covid-19 situation.
 - All NMS sites were currently open to the public but were operating at reduced capacity due to Covid-19.
 - The NMS was working 7 days a week in partnership with the Registrar Service to deal with the substantial backlog of weddings at Norwich Castle Museum caused by the pandemic. The NMS was on target to meet its income targets from weddings for 2021/22, however, Covid-19 related restrictions meant it was not currently possible to meet the demand for weddings at museum sites elsewhere.

2.3 The Joint Committee resolved:

To note the latest monitoring position of the revenue budget, capital programme, reserves and provisions and forecast out-turn for 2021/22.

3 Norfolk Museums Service - Risk Management Report

- 3.1 The Joint Committee received a report that provided Members with the latest Norfolk Museums Service Risk Register for October 2021. There were no material changes to the risk register since this matter was last reported to the Committee.

3.2 The Joint Committee resolved:

To agree the active and dormant risks as per appendices A and B of the report, noting latest updates associated with the COVID-19 pandemic.

4 Norfolk Museums Service – Performance & Strategic Update Report

4.1 The Joint Committee received a report that provided progress with performance of Norfolk Museums Service over the current financial year 2021/22 including the Service's award-winning learning programmes and the Service's work with groups including Looked After Children, carers and foster families and vulnerable older residents across the County. The report also provided an update on all major projects, including the Norwich Castle: Gateway to Medieval England project and the National Lottery Heritage Fund supported youth development programme, Kick the Dust Norfolk.

4.2 The following points were discussed and noted:

- Overall, 61,232 visits were made across all NMS museums up to 31 August 2021, with timed visitor tickets and capped numbers used to maintain social distancing for a significant part of the season.
- Whilst physical school visits for the first five months of the year were lower than usual due to the Covid-19 restrictions (937 visits up to 31 August 2021), the Museums Learning Team had continued to be very busy in terms of online provision and had developed a strong 'hybrid model', blending physical visits with high-quality digital resources for pre- and post-visit. 1,634 virtual visits were delivered up to 31 August 2021, giving a total of 2,571 school visits for the year to date.
- The Joint Committee's attention was drawn to the links within the report to the YouTube highlights on the Norwich Castle channel and on the NMS channel, the Blog Highlights, NMS-wide social media campaigns and social media highlights from NMS museums that covered a diverse range of subjects.
- The Service's digital output had benefitted hugely from the outgoing Museum Trainees' creative ideas and technical know-how.
- The NMS was working with partners in the New Anglia Culture Board on a range of initiatives, including the cultural tourism project Head East UK, supported by Arts Council England and the New Anglia Local Enterprise Partnership.
- The Norwich Castle Project Board had received a progress report on the schedule of works for the *Norwich Castle: Gateway to Medieval England Project* including updates on construction work, and the development of the British Museum Partnership Gallery of the Medieval Period. Members of the Joint Committee would be provided with an opportunity to visit the site as soon as that could be facilitated in accordance with Covid-19 protocols.
- The Committee was reminded that NMS was successful in its application to be included in the Arts Council England's National Portfolio Organisation (NPO) family for the period 2018-22. The Service was in receipt of a grant of c.£1.3m per annum from Arts Council England to provide professional support, advice and guidance to museums for the four-year period 2018-22. The programme of support was delivered by SHARE Museums East. Following a national invitation by Arts Council England, NMS had applied for an extension of its NPO funding until 2023.

4.3 The Joint Committee resolved:

1. To note progress on the 2021/22 position in light of the continued impact of Covid-19.
2. To note progress regarding development of the Norwich Castle: Gateway

to Medieval England project.

3. To note progress in terms of key Arts Council England and National Lottery Heritage Fund programmes for 2021/22.

5 **Presentation from the Friends of Norwich Museums as they celebrate their centenary year in 2021.**

5.1 The Chair introduced Charles Bingham-Newland, Chairman of the Friends of the Norwich Museums, and Francesca Makins, Chairman of the Friends of the Norwich Museums 100 Committee, and former Chairman of the Friends, and welcomed them to the meeting.

5.2 Charles Bingham-Newland and Francesca Makins gave a joint speech, which provided a brief synopsis of the first 100 years of the Friends of the Norwich Museums which can be found on the Committee pages website.

5.3 **The Joint Committee resolved:**

1. To thank Charles Bingham-Newland and Francesca Makins for their interesting and informative talk;
2. To record the gratitude of the Joint Committee for the sustained contribution that the Friends have made to the cultural life of the city and the county;
3. To record the gratitude for the work that the Friends did for the Norfolk Museums Service and the people of Norwich and Norfolk.

6 **An update presentation regarding the Kick the Dust Project**

6.1 The Chair introduced Christine Marsden - Project Coordinator for the *Kick the Dust Project* (funded through the National Lottery Heritage Fund) that had continued to engage with young people throughout the COVID-19 period. The presentation (which could be found on the Committee pages website) highlighted the work of the Kick the Dust team in terms of how it had adapted its approach to accommodate activity since the start of lockdown in March 2020 to continue to support existing groups across Norfolk

6.2 **The Joint Committee resolved:**

1. To thank Christine Marsden, Project Coordinator for the Kick the Dust Project, for an interesting presentation;
2. Look forward to receiving further update reports about this important project in the new year.

John Ward
Chair

Report of the Planning (Regulatory) Committee Meetings held on 24 September and 11 November 2021

A: Meeting held on 24 September 2021

1. **FUL/2021/0018 Old Catton C of E Junior School, Church Street, Old Catton, Norwich, Norfolk NR6 7DS**
- 1.1 The Committee received the retrospective application for work completed on 22 February 2021 which related to the replacement of the original Victorian timber windows on the 1874 Victorian School Building with uPVC alternatives to all elevations. The application was being reported to the Planning (Regulatory) Committee in accordance with the Council's Constitution as it had passed the threshold of three objections to allow the decision to be made under delegated powers.
- 1.2 With 8 votes for, 1 vote against (from Cllr Tony White), and 1 abstention, the Committee **RESOLVED** that the Executive Director of Community and Environmental Services be authorised to:
 - I. Grant planning permission subject to the conditions outlined in section 11.
 - II. Discharge conditions where those detailed above require the submission and implementation of a scheme, or further details, either before development commences, or within a specified date of planning permission being granted.
 - III. Delegate powers to officers to deal with any non-material amendments to the application that may be submitted.

B: Meeting held on 5 November 2021

1. **FUL/2020/0062: Land adjacent to the Barn, Heron Farm, Bunwell Road, Besthorpe, Attleborough, Norfolk, NR17 2LN**
- 1.1 The Committee received the report setting out and application seeking planning permission to change the use of an area of land from open air storage (plant, materials and aggregates) to an aggregate and soil recovery facility (part retrospective). The site was 0.62 hectares in size and sited adjacent to an existing civil engineering business at Heron Farm, Besthorpe. The application sought to recycle / recover up to 60,000 tonnes per annum of aggregates and soils from imported construction, demolition and excavation waste linked to the adjacent Newall civil engineering business.
- 1.2 With 8 votes for, 1 against and 3 abstentions, the Committee **RESOLVED** to:
 1. **Refuse** planning permission for the reasons set out in section 11 (Recommendations) of the report.

2. FUL/2020/0064 Salhouse Road, New Rackheath, Norwich, NR13 6LD

- 2.1 The Committee received the application for a partly retrospective application to allow imported waste materials to be crushed and screened and turned into recovered construction products. The application site is one that already benefits from a Certificate of Lawful Use or Existing Development (CLUED) for a Sui Generis use for the storage of top-soil, sub-soil, recycled construction materials and brick rubble.
- 2.2 Following debate, Cllr William Richmond **proposed** refusing the application on the grounds that the proposal would have an unacceptable adverse impact upon the landscape character and visual amenity of the area, with a negative impact upon the rural countryside location. The proposal was seconded by Cllr Mike Sands.
- 2.3 With 7 votes for, 3 votes against and 2 abstentions, the Committee **RESOLVED** to **refuse** the application on the grounds that the proposal would have an unacceptable adverse impact upon the landscape character and visual amenity of the area, with a negative impact upon the rural countryside location.

Brian Long

Chair, Planning (Regulatory) Committee

Independent Remuneration Panel

Review of Norfolk County Council Members' Allowances Scheme

PANEL MEMBERS

Mr Alan Howard (Chair)
Mr Peter Franzen OBE
Mr David Morgan

November 2021

1. Background

- 1.1 The County Council is required to appoint to an Independent Remuneration Panel (IRP) to make recommendations in relation to its Members' Allowances Scheme.¹ The current members on the Panel were appointed by full Council on 10 April 2017 for a period of 5 years:

Mr Peter Franzen OBE
Professor John Last
Mr David Morgan
Mr Alan Howard

Professor Last advised the County Council that he wished to stand down from the Panel in July 2021.

- 1.2 The IRP's previously agreed objectives and terms of reference are as follows:

To make recommendations to the Council on:

- (i) The level of Basic Allowance to be paid to all Norfolk County Councillors;
- (ii) The posts for which Special Responsibility Allowances (SRAs) should be paid and the level of those SRAs;
- (iii) The appropriateness of continuing to pay a Carer's Allowance and the rate at which it should be paid;
- (iv) Whether allowances should be paid to co-opted Members and if so, at what level;
- (v) The terms of travel and subsistence allowances for members.

All these issues are subject to consideration and recommendation by the Panel.

- 1.3 The Panel's agreed terms of reference are:

To make recommendations on a scheme of payments to councillors which:

- (i) conform with legislation;
- (ii) recognise that the work of a councillor is undertaken for the sake of public service and not for private gain;
- (iii) recognises the demands placed upon councillors by their differing roles and responsibilities within the Council and fairly and equitably compensates them for the time and effort they devote to their work as a member of the Council;
- (iv) is simple to administer and easy to explain and justify to the public.

¹ [The Local Authorities \(Members' Allowances\) \(England\) Regulations 2003](#)

2. 2019 Review of Member Allowances

2.1 The Panel last reviewed the Norfolk County Council Members' allowances scheme early in 2019 and reported their recommendations to full Council on 7 May 2019.² At this meeting the County Council moved from the Committee system to the Cabinet system of governance. The Panel made recommendations for SRAs at this meeting but given the change of governance it was agreed that in view of this significant change that the SRA aspect of the allowances scheme should be reviewed again after a minimum of 6 months of the new model being in operation. Councillors agreed to accept the report of the Panel and recommendations within it except for the following, outlined in the minutes from the meeting³:

- With regard to the proposal for the allowance scheme not to be uplifted in 2021 in line with staff salaries, by whatever percentage was agreed, any decision should be made when setting the budget in February 2020 (for 2021).
- With regard to the SRA for the Chairman and Vice-Chairman of the County Council referred to on page 85 of the agenda, in view of the significant roles carried out at the Council and in the community, the SRA's for both roles should remain as per the current scheme. This would increase the allowances by £3073 per annum, which would still show a small saving in the new governance arrangements.

3. Review of Special Responsibility Allowances

3.1 Following delays caused by the Covid 19 pandemic the Panel began this work in October 2021. The review focused on the posts for which Special Responsibility Allowances (SRAs) should be paid and the level of those SRAs. Given that the Council agreed in May 2021 to appoint to two Deputy Cabinet Member posts to support the Cabinet members for Children's Services and Adult Social Services, Public Health and Prevention the Panel reviewed these as part of their review.

3.2 As part of the review the Panel was also asked by the Council for its views on the following:

- Parental leave and cover during periods of extended leave
- The payment of SRAs in the immediate post-election period

4. Process

4.1 The Panel considered background information provided by the Council, including written submissions from four of the Group Leaders and in addition, undertook the following process:

13th October 2021 – Stage 1:

² County Council meeting 7 May 2019 – [Item 16 Report of IRP- Review of Norfolk County Council Members' Allowances Scheme](#)

³ County Council meeting 7 May 2019 - [Minutes](#)

- Met and questioned the Leader of the Council and Labour Group Leader.
- Considered background information requested and received.
- Considered additional issues raised regarding parental leave and expenses in the immediate post-election period
- Reached initial conclusions and identified further areas where additional information was required.

3rd November 2021 – Stage 2:

- Received the additional information requested regarding parental leave and clarification on the legal position of Councillors in a post-election period. Further information was also considered regarding some specific SRAs.
- Reached final conclusions and agreed recommendations to make to Council on 29th November 2021.

4. Recommendations

That Council considers the attached report on the review of allowances and the recommendations contained within it, as listed below:

Recommendation 1

That the level of remuneration for posts in receipt of an SRA as outlined in paragraph 2.3 and 2.4 of the report should remain at the current level as outlined in the County Council's Constitution.

Recommendation 2

That remuneration for the role of deputy Cabinet Member be set at 20% of the Leader allowance.

Recommendation 3

That remuneration for the current deputy Cabinet Members be backdated to the date that they were appointed on 24th May 2021.

Recommendation 4

That the County Council considers the adoption of a policy to support Parental Leave for Councillors which makes appropriate provision for the payment of allowances.

Recommendation 5

That provision be made to clarify in the Members' Allowances Scheme that the whole amount of an SRA should be paid each year of the term unless, paragraph 8 of Appendix 23 Members Allowances Scheme regarding part time entitlements applies.

Special Responsibility Allowances (SRAs)

1. Background and context to the review

- 1.1 This report has been prepared by the Panel with regard to the regulations under the Local Authorities (Members' Allowances) (England) Regulations 2003⁴. In considering Special Responsibility Allowances (SRAs), the Panel must have regard to Government Guidance, in particular the following key issues:
- (i) there must be significant additional responsibilities if an SRA is to be paid;
 - (ii) there is no limit on the number of SRAs and a member can receive more than one SRA, although in Norfolk the practice is that a member can hold more than one SRA post but is only paid for one (the highest);
 - (iii) if the majority of members receive an SRA the local electorate may question whether this is justified;
 - (iv) not all responsibilities given to particular members **may involve significant additional responsibility**.
- 1.2 When we last made recommendations in May 2019 the Council was moving away from the Committee system of governance it had operated in since 2014 to a Cabinet governance system. We agreed that the system needed time to bed in order that we could properly assess the allocation and levels of SRAs in the Members' allowances scheme.
- 1.3 We note that expenditure on SRAs has increased by 40.5% between 2016/17 and 2020/21. We understand that direct comparison is difficult because the Council moved from the existing committee system to a Cabinet system in 2019/20, however, we wish to highlight this growth to the Council. During our deliberations we have been cognisant of the wider context of the financial situation and budget pressures facing the Council in the year ahead and ensured our recommendations could be accommodated within the existing budget envelope.
- 1.4 The Panel is aware that the Government guidance recommends that Councils restrict the number of SRAs available in their scheme to fewer than 50% of Members. Although the County Council's scheme allows only for the highest allowance to be paid to Members who are entitled to two or more SRAs, we wish to draw Council's attention to the increasing number of potential recipients of SRAs. We would ask that when the new Panel meets it gives consideration to this and some other matters that we indicate below in light of the overall financial context and challenges facing the County Council.
- 1.5 In preparation for our review, we invited the leaders of the political groups on the County Council to identify any changes or issues they would like us to consider in the current special responsibility aspect of the allowances scheme. Given that we had been asked by the County Council to look at the appropriateness of an SRA for the newly appointed

⁴ [Local Authorities \(Members' Allowances\) \(England\) Regulations 2003](#)

Deputy Cabinet Members, at options to pay allowances for parental leave and for cover in periods of absence we also asked Group leaders for their views on these aspects as well.

2 Special Responsibility allowances

- 2.1 When considering whether SRAs were justified for posts we were mindful of the guidance from Government that responsibilities given to Members (such as Chairing a meeting) may not also involve a *significant* additional responsibility. We considered guidance from HMRC ⁵ regarding Members allowances noting that:

“It does not necessarily follow that a particular responsibility which is vested to a particular member is a significant additional responsibility for which a special responsibility allowance should be paid. Local authorities will need to consider such particular responsibilities very carefully. Whilst such responsibilities may be unique to a particular member it may be that all or most members have some such responsibility to varying degrees. Such duties may not lead to a significant extra workload for any one particular member above another. These sorts of responsibilities should be recognised as a time commitment to council work which is acknowledged within the basic allowance and not responsibilities for which a special responsibility allowance should be recommended.”

- 2.2 We received no specific suggestions from political group leaders in relation to the SRAs paid to existing posts but did receive comments from the Labour group leader about the high level of allowances in general and the wish to set a cap on the budget. It was also suggested that a future review, in a more stable financial climate, might consider how SRAs could be more fairly divided between groups.
- 2.3 In previous reviews of the Members' Allowances Scheme, we have taken the approach to first consider the rate of remuneration allocated to the Leader of the Council, with all subsequent positions allocated at a percentage of this rate. Therefore, having reviewed the level of appropriateness for each of the current SRAs our findings and recommendations are as follows:

- **Leader of the Council**
Having reviewed the SRA currently paid to the Leader of the Council we agree that this SRA is comparable with other similar sized local authorities and therefore should remain the same.
- **Deputy Leader of the Council**
We agree that this SRA is still appropriate and should remain at the current level of remuneration of 65% of the Leader allowance.
- **Cabinet Member**
The current level of remuneration for Cabinet members is 50% of the Leader allowance. We have reviewed this and agree that it remains appropriate in that it is comparable with other similar sized local authorities and therefore should remain the same.

⁵[HMRC internal manual – Employment Income Manual](#)

We also agree to recommend to Council that the following SRAs remain at the same level of remuneration as outlined in the County Council's Constitution⁶:

- Chair of Select Committees
- Chair of Scrutiny Committee
- Leader of Political Group with 31 or more Members
- Leader of Political Group with 21- 30 Members
- Vice Chair of Scrutiny Committee
- Leader of Political group with 9-20 Members
- Deputy leader of a Political group with 31 or more Members
- Deputy leader of Political Group with 21-30 Members
- Deputy Leader of Political group with 9-20 Members
- Chair of the Council
- Vice Chair of the Council
- Chair of Planning Regulatory
- Chair of Audit Committee
- Chair of Pensions Committee
- Chair of Health Overview and Scrutiny Committee
- Opposition Spokes aligned to the functions reporting to Select Committees

2.4 We requested further information regarding some roles that currently receive an SRA to consider what specific elements justified this remuneration. We focused specifically on the following roles:

- Member of Adoption Panel
- Member of the Norfolk Foster Panel
- Chair of Norfolk Records Committee
- Chair of Norfolk Joint Museums Committee
- Chair of Standards Committee

2.5 Having reviewed the information provided, we did not think that we had sufficient evidence at the present time to be able to make a valid judgement on these roles as to whether they are significant enough to justify payment of an SRA in the current Cabinet system. However, neither had we received any compelling evidence to recommend changing the current rate of SRA at this stage. Therefore, we ask that further work should be undertaken by the new Panel to consider what 'significant' role these recipients hold. The Panel suggest that the current recipients of these SRAs could be invited to provide evidence at a future Panel review to help clarify what the roles involve.

2.6 **Recommendation:**

The Panel recommend to Council:

Recommendation 1

That the level of remuneration for posts in receipt of an SRA as outlined in paragraph 2.3 and 2.4 of the report should remain at the current level as outlined in the County Council's

⁶ [Norfolk County Council Constitution – Appendix 23 Members' Allowances Scheme](#)

Constitution.

3. Deputy Cabinet Members

- 3.1 The Deputy Cabinet Member role currently exists in the County Council's Constitution but not in the scheme of Members Allowances. We are aware that the Leader actively chose not to appoint 'from day one' in 2019 because the new governance model was not yet fully embedded. In our report of May 2019, we supported the Leader's approach of taking an evidence-based decision as to if/where these posts would be needed. We therefore agreed not to make recommendations as to these posts in the scheme but said that we would be happy to consider this once the new governance arrangements had bedded in and the evidence became clearer.
- 3.2 At the full Council AGM on 24th May 2021 the Leader announced the appointment of two Deputy Cabinet Members to support the work of the Cabinet members for Children's Services and Adult Social Services, Public Health and Prevention. As part of the overall review the Panel therefore undertook the task of assessing the appropriateness of an SRA for these new roles. We considered the role profile for the Deputy Cabinet Members included in the Constitution and noted that they had also been given responsibility for chairing the newly established Children's Services/Adult Social Services Performance Review Panels.
- 3.3 We received differing representations from those group leaders that responded to us regarding the proposal for an SRA for the new deputy Cabinet Members. Comments were raised as follows:

Leader of the Council:

- Deputy Cabinet Members have taken on significant and important roles helping to support the portfolio holders with the largest remits and where the severe pressures of the pandemic have fallen.
- They have and will continue to take on specific projects on behalf of the Portfolio Holder and also drive forward the important work of the new Performance Review Panels to ensure that the County Council is delivering on the performance indicators for our 'People' services.

Labour Group leader:

- There has not been any justification for deputy cabinet members.
- It is not necessary for them to Chair Performance Review Panels as these could have been sub committees of the Scrutiny committee.
- The Performance Review Panel meet in private out of the public gaze and report into Scrutiny quarterly, so it is difficult to assess their role.
- There is no evidence that the Cabinet Members for children's and adults are overworked.

Liberal Democrat group leader:

- Will the Deputy Cabinet Members have enough responsibility for an allowance and if the Panel considers this should it be set at an appropriate level below say that of

Vice Chair of Scrutiny who may have to chair a meeting in public

- 3.4 Having considered these representations and spoken to two of the group leaders that asked to meet with us, we acknowledge that it is difficult to assess the role that the deputy Cabinet Members are undertaking within the Performance Review Panels given that they have only just been established and meetings are still in their early stages. The responsibilities of the two posts have however been noted and we therefore recommend that the remuneration of this role be set at 20% of the Leader's allowance. It was noted that the postholders had not received remuneration since they were appointed in May 2021 and we agree to also recommend that this remuneration should be backdated to this date.

3.5 **Recommendation:**

The Panel recommend to Council:

Recommendation 2

That remuneration for the role of deputy Cabinet Member be set at 20% of the Leader allowance

Recommendation 3

That remuneration for the current deputy Cabinet Members be back dated to the date that they were appointed on 24th May 2021.

4. General allowances

- 4.1 As part of our review looking at Members' allowances the County Council has asked for our views regarding parental leave for Councillors and also how payment of SRAs are determined in the period of time between an election and the AGM. In addition, the Labour group leader referred in his submission to the changes to the car parking arrangements for staff at the County Council and although it is not necessarily within the remit of the Panel to comment on this, we did give this matter consideration and provided our view.

5. Parental leave and cover during periods of extended leave

- 5.1 It is not for the Panel to consider what the County Council's parental leave policy should be however, we were asked by the Council for our views on whether Councillors taking maternity, paternity or adoption leave should continue to receive their SRA in full.
- 5.2 We have noted that the County Council is keen to encourage and make it as easy as possible for as wide a range of people to stand as elected representatives. There is currently no legal right to parental leave for elected Councillors with any policies only implemented on a voluntary basis. The LGA has produced a Parental Leave Policy for Councils to use on a voluntary basis. A copy can be viewed [here](#)⁷.
- 5.3 In addition to taking periods of leave we note that Councillors may also need to have temporary cover for a variety of personal reasons. The Council has highlighted that there

⁷ [LGA Parental Leave Policy for Councils](#)

may be a need to ensure that adequate arrangements are in place to provide cover for any Cabinet Members or recipients of an SRA during this period. We were asked to consider if in cases where the post holder is in receipt of an SRA and a replacement is appointed to cover the period of absence whether that person should receive an SRA on a pro rata basis for the period of the temporary appointment.

- 5.4 Amongst those group leaders that made representations there was broad agreement that the County Council should introduce a parental leave policy in accordance with the LGAs policy and we too were supportive that all Members should receive their basic allowance and any SRAs in full whilst on maternity, paternity or adoption leave
- 5.5 When considering proposals regarding Councillors that were in receipt of an SRA while on extended periods of leave, we considered that it was difficult to determine due to the differing roles and responsibilities that the SRAs covered and the length of time that cover may be needed. Although it may be appropriate for someone to provide temporary cover unremunerated in the short term there was a need to determine what was 'long term' cover. We considered the draft parental leave policy due to be considered by Cambridgeshire County Council at their meeting on 9th November 2021 and noted their proposal that those Councillors entitled to an SRA would continue to receive their allowance in full for a period of six months, 'if they were absent from their Councillor duties due to leave for maternity, paternity, adoption and shared parental leave'. Further guidance from the Council's Director of Governance has supported this timescale as appropriate in that it would align with the requirement for Members of the Council to attend at least one meeting within a six-month consecutive period.
- 5.6 We noted representations from the Labour group leader that in considering a policy for Councillors requiring cover in case of sick or special leave of absence that any absence should be approved by the Monitoring Officer to ensure that the provision was applied correctly.

5.7 **Recommendation**

The Panel recommends to Council:

Recommendation 4

That the County Council considers the adoption of a policy to support Parental Leave for Councillors which makes appropriate provision for the payment of allowances.

6 Payment of SRAs post-election

- 6.1 Following a County Council election there is a period of time between the election of Councillors and the appointment of the Leader, Cabinet and Committee Chairs at the AGM. The Council has asked for the Panel's views on arrangements and specifically the payment of SRAs during this period of time. We also received representations from the Labour group leader that he would like us to look at this with a view to providing clarity to Council.
- 6.2 The Panel has fully considered this, and we agree that it would be helpful to provide clarification for future elections. Legal clarification was received as to the status of

Councillors and a Leader of the Council during this time. We considered the Local Government Act 1972 which stated that County Councillors are officially appointed ‘on the fourth day after the ordinary day of election of county councillors’ and that ‘newly elected councillors shall come into office on the day on which their predecessors retire’,⁸ this is reflected in the County Council’s Constitution.

- 6.3 We then received guidance from the Director of Governance on the County Council’s Constitution ([Appendix 23 Members Allowances Scheme, paragraph 4](#))⁹ addressing the Council’s position with regard to payment of SRAs. Paragraph 4 is reproduced below.

“4. Special responsibility allowances

- (1) Each year a special responsibility allowance will be paid to those Councillors who hold the special responsibilities that are specified in Appendix B.
- (2) Subject to paragraph 8, the amount of each allowance will be the amount specified in Appendix B.
- (3) A Councillor is only eligible to receive one Special Responsibility Allowance (the highest).
- (4) Members of a political group shall only be eligible to receive Special Responsibility Allowances if there are at least 9 members in the group. This provision applies only to those SRA posts relating to Group activities, i.e Group Leader, Deputy Group Leader, Group Spokesperson. It does not apply to other SRA posts.”

- 6.4 We wish to draw Councillors’ attention to the extract from the Constitution above which identifies an SRA as an allowance at an amount set by Council which is intended to be paid each year for the term of the appointment (generally until the next election) in recognition of the special responsibility undertaken.

- 6.5 We take the view that, in accordance with the Constitution, SRAs are an allowance paid each year of the term rather than a salary. We consider that ahead of the next election provision should be made to clarify the scheme to establish that the whole amount of the allowance should be paid each year of the term unless the following applies regarding part year entitlements ([Appendix 23 Members Allowances Scheme, paragraph 8](#)): Paragraph 8 is reproduced below:

“8. Part-year entitlements

- (1) If, during the course of a year:

- this Scheme is amended;
- or the amount payable is changed;
- or a Councillor becomes, or ceases to be, a Councillor;
- or a Councillor accepts or relinquishes a special responsibility for which a special responsibility allowance is payable, entitlement to allowances will be calculated pro rata according to the number of days in the month in question.

- (2) If changes are made to the category of any allowance etc. the allowance payable

⁸ [Local Government Act 1972 Section 7: Elections of Councillors](#)

⁹ [Norfolk County Council Constitution \(November 2021\): Appendix 23 – Members’ Allowances Scheme](#)

will be that which was applicable when the duty was undertaken”

6.6 **Recommendation:**

The Panel recommends to Council:

Recommendation 5

That provision be made to clarify in the Members’ Allowances Scheme that the whole amount of an SRA should be paid each year of the term unless, paragraph 8 of Appendix 23 Members Allowances Scheme regarding part time entitlements applies.

7. **Car Parking**

- 7.1 In October 2021 the County Council changed the system of car parking at the County Hall site. Although we did not consider that this area was within the remit of the Panel the issue was raised with us by the Labour group leader specifically that parking for County Councillors was not subject to restrictions in the way that parking for staff was. We noted that the car parking system would be reviewed in January 2022 and are mindful of the new system.

We strongly believe that it is important that Councillors only use the car park when coming into County Hall on Council business. We are also conscious that the County Council is trying where possible to reduce its carbon footprint and therefore suggest that Councillors consider using alternative forms of transport when they are able.

Notice of Motions

Notice of the following motions has been given in accordance with the Council Procedure Rules:

1 Member Champions
Proposer: Cllr Brenda Jones
Seconder: Cllr Lucy Shires

Council notes the decision of the Leader to appoint Members champions drawn solely from Conservative members of council. Council recognises the excellent work done previously when Members champions were drawn from across political groups and the credibility those members had among other councillors and those involved with the issues they championed because they were representing all councillors rather than the administration.

Council notes that the abolition of the Mental Health Champion means the council will no longer be able to comply with the terms of the decision made by council in 2014 to sign up to the Mental Health Challenge and regards that as a retrograde step.

Council further notes that as yet the requirements of Appendix 32 of our Constitution have not yet been met as the Leader has not consulted other group leaders nor made an announcement of the Members Champions at cabinet.

Council therefore requests

- 1. The Leader to fulfil his obligations under the constitution to consult the leaders of other groups on the council before making an announcement to council of his decision, together with an explanation of his reasons**
- 2. To reinstate the position of Mental health Champion so that council can continue to be a signatory to the Mental Health Challenge as determined unanimously at the council meeting on 20 January 2014**
- 3. Requests the Corporate Select Committee to review the constitutional arrangements of Member champions to clarify their roles, responsibility and accountability and make recommendations to council accordingly**

2. Future Olympic Success from Norfolk
Proposer: Cllr Steve Morphew
Seconder: Cllr Colleen Walker

Council congratulates Norfolk athletes who were selected to represent team GB at the recent Tokyo Olympic and Paralympic Games

- Gianni Regini-Moran (gymnast from Gt Yarmouth)
- Sophia McKinna (shot putter from Gorleston)
- Aaron Heading (Trap shooter from Kings Lynn)

- Lauren Hemp (footballer from North Walsham)
- Jessica Jane Applegate (swimmer from Gt Yarmouth, won 1 gold and 2 bronze medals)
- Alfie Hewitt (tennis player from Cantley, won 1 silver medal)
- Amy Conroy (basketball player from Norwich)

Council notes Olympic Team GB was a total of 375 athletes of which only 4 were from Norfolk representing 1.4% of the total athletes competing for GB and unfortunately none won medals.

Paralympics Team GB was a total of 215 athletes of which 3 were from Norfolk who between them won four medals. This represents 1.1% of the total athletes competing for GB.

We are proud of the achievements of our Olympians and Paralympians and Council believes more of Norfolk athletes could achieve success at the highest level if they had access to better facilities and support.

Council was inspired by the success of Team GB athletes in skatepark disciplines and recognises the high level of interest amongst younger people in the county reflected in the continuing demand for more and better skateparks.

Council believes the sale of the Airport Industrial Estate provides an opportunity to build an international standard skatepark for Norfolk that would cater for skatepark disciplines from beginner to elite and help Norfolk athletes achieve success in these new Olympic events.

Council

- 1. Urges cabinet to retain a suitable site from the sale of the Airport Estate and use part of the sale proceeds from the remainder towards building an international skatepark.**
- 2. Requests officers to develop a scheme in conjunction with the skateboarding community for an operational model based on a community business that could manage a new skatepark without relying on county council revenue funding**

3 Business rates for offshore installations

Proposer: Cllr Steve Morphew

Seconder: Cllr Terry Jermy

Sizewell B power station in Suffolk pays around £25m a year in business rates. However, none of the wind farms or offshore platforms that provide energy through and are serviced in Norfolk pay business rates because the structures are situated beyond the shoreline.

Onshore wind and other renewable generators are subject to business rates that help support local services and fund the council's work on protecting the environment and combatting climate change.

Council believes Norfolk and other counties that contribute to the energy needs of the country offshore deserve to be recognised in the same way as those who host onshore generation and supply.

Council

1. calls upon the government to extend the boundary for business rate liability to include offshore installations.
2. requests the Leader of the council to
 - a) write to and lobby ministers
 - b) raise the issue with the Local Government Association and other representative bodies in local government
 - c) seek support from Norfolk MPs

4 Offshore Wind Benefits to Norfolk

Proposer: Cllr Graham Plant

Seconder: Cllr Andy Grant

The Council recognises the multiple benefits that offshore wind power, off the Norfolk coast, presents:

- A sustainable and renewable energy source which will assist in meeting the Government's target of delivering 40 gigawatts of offshore wind power by 2030.
- A major contribution to the Council's Environment Policy, which seeks to work with partners towards carbon neutrality by 2030 and "embed the ethos and practice of supporting 'clean growth' within the economy, including investigating opportunities which help to develop the green/renewable energy sector".
- Significant employment and skills opportunities, especially in areas like Great Yarmouth, where higher value jobs are in short supply. Norfolk has the potential to benefit more than any other area in England from growth in offshore wind, that will require a diverse mix of skills, with an additional **6,150 full-time well-paid jobs** forecast to be created by 2032 (New Anglia Energy Recovery and Resilience Plan).

The Council also:

- Recognises the need for some of these projects to make landfall and grid connection in various parts of the county, involving cable routes and new sub-stations.
- Acknowledges the disruption that this may cause to local communities in the short term and therefore supports the need for a coordinated and integrated approach to connecting the electricity generated from offshore wind farms to the grid.
- Recognises the need for further detailed work to be carried out by National Grid on the implications of the various grid connection options, including the:
 - Wider onshore environmental implications of any new transmission network
 - Economic opportunities for those coastal areas and communities affected
 - Opportunities for local communities to be appropriately compensated for any impacts caused by the need for either onshore or offshore infrastructure.
- Would support any offshore transmission infrastructure which reduces the environmental and community impacts that the current approach (radial, point to point) has on the county, subject to there being no anticipated long term impact on the marine environment off the Norfolk Coast;

- Support the wider opportunities for harnessing electricity generated offshore to supply clean energy to local homes and business; as well as helping to deliver housing and employment growth in Norfolk.

The Council resolves to continue to work closely with:

- The Department of Business, Energy and Industrial Strategy (BEIS), National Grid; the Office for Gas and Electricity Markets (OFGEM), New Anglia LEP, local councils and energy companies to progress the work needed to secure the long term environmental and economic benefits of offshore wind, whilst minimising its impact on local communities as far as possible.
- BEIS on the Government Offshore Transmission Network Review.
- Major companies: their supply chains and local colleges to develop employment and skills strategies to ensure that the high quality jobs set to be created in the sector over the next 50 years, are accessible to, and promoted to, Norfolk residents.

5 Transport for Norwich
Proposer: Cllr Jamie Osborn
Seconder: Cllr Ben Price

The Climate Change Committee's Sixth Carbon Budget report states that, nationally, carbon emissions must be reduced by 78% by 2035 relative to 1990 to stay within legislated carbon budgets. The Government's recent plan, Decarbonising Transport: A Better Greener Britain requires councils to set out how local transport plans will deliver quantifiable carbon reductions in transport in line with these national carbon budgets and net zero ambitions.

In 2019, Norfolk County Council committed to work towards carbon neutrality by 2030 across the local authority area, a target that is more ambitious than the national target of net zero by 2050.

Transport now makes up the largest share of the UK's carbon emissions (27% in 2019 according to Decarbonising Transport: A Better Greener Britain) and an even higher contribution in Norfolk at nearly 40%. A report from the UEA commissioned by the New Anglia LEP states that Norfolk went from being below the UK average for carbon emissions in 2005 to above average in 2016 in large part due to continued reliance on road transport (predominantly cars).

Some wards in Norfolk and Greater Norwich including Rockland, Tasburgh, Easton and Hempnall, fall into the category of the worst 10% in England for carbon emissions per capita from car driving based on analysis in Carbon.Place compiled by Oxford University.

Recognising the need to reduce carbon emissions from transport, particularly car-driving, council therefore resolves to:

- 1. Acknowledge the Climate Change Committee's conclusion that total car kilometres should decline by 7-16% by 2030 in order to stay within carbon budgets and compare this with the cumulative effects of the actions proposed in the Transport for Norwich Strategy.**

2. **Seek an independent expert assessment of the cumulative impacts on car travel demand of the proposals in the Transport for Norwich Strategy.**
3. **Set targets for reducing total car mileage and associated carbon emissions across the Transport for Norwich Strategy area, together with monitoring and reporting mechanisms.**
4. **Prioritise measures to reduce demand for car travel across the Greater Norwich area, not only in the city centre, including:**
 - a) **improved and affordable public transport links**
 - b) **a workplace parking levy across the Greater Norwich area**
 - c) **working with partners to explore a “mobility credits” scheme such as that being piloted in Coventry**
 - d) **working with district councils and partners to sustainably reduce incentives for driving, including provision of cheap parking.**
5. **Write to the Secretary of State for Transport in support of the idea of national road pricing based on time and distance of journeys and size of vehicle.**

6 Reviewing the Pandemic Response

Proposer: Cllr Emma Corlett

Seconder: Cllr Maxine Webb

Council resolves to establish a cross party group to include external partners with an independent chair to review Norfolk’s response to the pandemic and make recommendations that will help Norfolk become more resilient when faced with future emergencies.

Council requests the Leader in consultation with other group leaders to appoint the chair and members of the review panel drawn from an appropriate cross section of expertise and interests.

Council requests Cabinet to provide resources to support this review to enable the results to be reported to council with an action plan from Cabinet in July 2022.

7 Future Letting of County Hall

Proposer: Cllr Brenda Jones

Seconder: Cllr Alison Birmingham

Council notes the briefing to Broadland and South Norfolk District Council staff to tell them they were moving to County Hall before any Norfolk County Councillors outside the inner circle of the administration were consulted. Council further notes that the proposal to bring staff and council accommodation from Broadland and South Norfolk to County Hall has been abandoned. Given the importance and sensitivity of the work of Norfolk County Councillors, Council resolves to ask the Corporate Select Committee to suggest ways that the interests of County Councillors and staff can be protected in the event of any proposals to let County Hall accommodation to third parties.

8 Corporate Board
Proposer: Cllr Steve Morphew
Seconded: Cllr Matt Reilly

Council believes the business of the Corporate Board should not be shrouded in secrecy and should be treated in the same way as every other part of the council. Corporate Board papers should be published except where they meet the same confidentiality tests of all other council business and available to council members in the usual way. Council resolves to request the Director of Governance to publish all Corporate Board papers from the date of its establishment and hereafter.

9 Unaccompanied Asylum-Seeking Children (UASC)
Proposer: Cllr Paul Neale
Seconded: Cllr Jamie Osborn

This Council notes:

- The recent announcement of Kent County Council that they are no longer able to support any more unaccompanied asylum-seeking children (UASC)
- Confirmation that Government will not be pursuing a mandatory rota for the National Transfer Scheme (NTS) but will offer a small funding uplift
- The Dublin III reunification programme has ended following Brexit
- That other councils have made commitments to take a minimum number of UASCs a year through the NTS

This council further:

- Notes that Norfolk County Council is not at the 0.07% of child population level that is the UASC quota under the NTS and does not currently anticipate doing so.
- Notes that gaps in funding from Government to support UASCs means a cost to the general fund
- Gives thanks to the council's UASC social workers, foster carers with placements of UASCs and all others who provide support to children and young people who arrive in the city

This council therefore requests:

- The chief executive write to the Home Secretary to express the council's:
 - dismay at the Government's refusal to introduce a mandatory rota for the NTS
 - concern that there is no replacement for Dublin III
 - disappointment that the Government funding uplift will not provide sufficient support to ensure that more councils take UASCs through the NTS
 - concern that in the meantime, UASCs are waiting at the border for placements that councils aren't providing.

10 Environmental Policy
Proposer: Cllr Steff Aquarone
Seconded: Cllr Saul Penfold

Greta Thunberg has called the recent COP26 a failure describing it as a PR event, "where leaders are giving beautiful speeches and announcing fancy commitments and targets, while behind the curtains governments of the Global North countries are still refusing to take any drastic climate action."

Council agreed its Environmental Policy in November 2019. Since then it's become clear that Norfolk needs leadership in order to respond to climate change at the necessary

speed. Will the Cabinet member for Environment and Waste commit to expanding the ambition of carbon neutrality by 2030 to cover the whole of Norfolk, and urgently take the lead on creating a local climate action plan in collaboration with local partners and stakeholders for presentation to the next full council meeting.

11 Reduction of Sewage Discharges

Proposer: Cllr Tim Adams

Seconder: Cllr Rob Colwell

On 23 September 2019 the Council agreed to call on the Government to fast track legislation to better protect and restore our waterways and invest in effective monitoring and enforcement to ensure that all our rivers are once again clean and healthy.

In 2019 the Environment Agency stated that 8% of rivers in the Anglian river basin met a good ecological status. Now we find out that in 2020 Anglian water had 180,326 hours of storm overflows that had discharged sewage into local rivers.

The recent government fiasco on this issue was shameful but for the government to turn to mean anything urgent enforcement is needed to ensure that the public can once again have confidence to be able to use East Anglian's rivers safely.

The Council resolves to:

1. request the Leader of the Council to write to the Secretary of State for Environment, Food and Rural Affairs asking that the legal duty on water companies to progressively reduce the adverse impacts of storm overflow discharges is robustly enforced to ensure that this practise is stopped as soon as possible
2. request the Leader of the Council to write to the Chief Executive of Anglian Water to ask that the information on how often they use storm overflow discharge is made publicly available on a regular basis so that the public can have confidence that there is a reduction in the discharges