



Norfolk County Council

Environment, Development and Transport Committee

Date: Friday, 08 March 2019

Time: 10:00

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

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

Membership

Mr M Wilby (Chairman)

Mr M Castle

Mr S Clancy (Vice-Chairman)

Mr P Duigan

Mr T East

Mr S Eyre

Mr C Foulger

Mr A Grant

Mr T Jermy

Ms J Oliver

Mr B Spratt

Mrs C Walker

Mr T White

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

Hollie Adams on 01603 223029
or email committees@norfolk.gov.uk

Under the Council's protocol on the use of media equipment at meetings held in public, this meeting may be filmed, recorded or photographed. Anyone who wishes to do so must inform the Chairman and ensure that it is done in a manner clearly visible to anyone present. The wishes of any individual not to be recorded or filmed must be appropriately respected.

A g e n d a

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

2. Minutes

6

To confirm the minutes of the meeting held on 18 January 2019

3. Declarations of Interest

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

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

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

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, 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. Any items of business the Chairman decides should be considered as a matter of urgency

5. Public QuestionTime

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

Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm Tuesday 5 March 2019**.

For guidance on submitting a public question, please visit www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-

6. Local Member Issues/ Member Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given.

Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm on Tuesday 5 March 2019**.

7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.

8. Parish Partnership Programme 2019-20 **Page 33**

Report by the Executive Director of Community and Environmental Services

9. Recommendations of the Single Use Products Member Task and Finish Group **Page 47**

Report by the Executive Director of Community and Environmental Services

10. Adoption of the Norfolk Access Improvement Plan (NAIP) **Page 54**

Report by the Executive Director of Community and Environmental Services

11. Endorsement of new members / refreshed members on the Norfolk Local Access Forum (NLAF) **Page 178**

Report by the Executive Director of Community and Environmental Services

12. Recycling Centre Improvement Programme **Page 190**

Report by the Executive Director of Community and Environmental Services

13. Market Towns Transport Network Improvement Strategies **Page 196**

Report by the Executive Director of Community and Environmental Services

14. Highways Winter Service Review **Page 203**

Report by the Executive Director of Community and Environmental Services

15. Great Yarmouth Third River Crossing	Page 210
Report by the Executive Director of Community and Environmental Services	
16. Norwich Western Link	Page 234
Report by the Executive Director of Community and Environmental Services	
17. Streetlighting review	Page 271
Report by the Executive Director of Community and Environmental Services	
18. Brown Tourist Information Signs Policy	Page 280
Report by the Executive Director of Community and Environmental Services	
19. Recommendations of the Greater Norwich Development Partnership Board	Page 293
Report by the Executive Director of Community and Environmental Services	
20. Review of Norfolk County Council's Planning Obligations Standards (April 2019)	Page 295
Report by the Executive Director of Community and Environmental Services	
21. Performance management	Page 330
Report by the Executive Director of Community and Environmental Services	
22. Risk management	Page 337
Report by the Executive Director of Community and Environmental Services	
23. Finance monitoring and Decisions taken under delegated authority	Page 344
Report by the Executive Director of Community and Environmental Services	

Group Meetings

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

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

Date Agenda Published: 28 February 2019



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Customer Services on 0344 800 8020, or Text Relay on 18001 0344 800 8020 (textphone) and we will do our best to help.

Environment, Development and Transport Committee

**Minutes of the Meeting held on Friday, 18 January 2019
at 10am in the Edwards Room, County Hall**

Present:

Mr M Wilby (Chairman)

Mr M Castle

Mr P Duigan

Mr T East

Mr S Eyre

Mr J Fisher

Mr C Foulger

Mr A Grant

Mr T Jermy

Mr M Kiddle-Morris

Mr B Spratt

Mrs C Walker

Mr T White

1. Apologies and Substitutions

- 1.1 Apologies were received from Mr S Clancy (Mark Kiddle-Morris substituting) and Mrs J Oliver (John Fisher substituting).

2. Minutes

- 2.1 The minutes of the meeting held on 9 November 2018 were agreed as an accurate record and signed by the Chairman

3. Members to Declare any Interests

- 3.1 Mr J Fisher declared a pecuniary interest on item 16, "Review of Norwich Highways Agency Agreement", as Chairman of Norwich Highways Agency Committee

4. Urgent Business

- 4.1 The Chairman shared the following urgent business with Committee:
- Planning permission had been granted for work on the Hempnall Crossroads Roundabout
 - The Chairman had sent a letter to Mr O'Sullivan, the Chief Executive of Highways England, about the ongoing trial related to snails on the Acle Straight. In it he asked for reassurance that this would not delay the dualling of the road
 - The Great Yarmouth Third River crossing contract had been awarded to BAM-Farrans
- 4.2 Cllr Spratt thanked Norfolk County Council (NCC) for their work to improve the Hempnall Crossroads junction

5. Public Questions

- 5.1 Eleven public questions were received, and the answers circulated; see appendix A

5.2 The following members of the public asked supplementary questions:

- Mr A Boswell felt the answer to his question gave no commitment that the Council would ensure policies were compliant with the Climate Change Act and asked how they would ensure climate change mitigation was in line with regulations of the Act when they paid the bill of the Western Link
 - The Executive Director of Community and Environmental Services replied that Officers would ensure they respected regulations from Government when drawing up the plan
- Mr A Cawdron noted that the WSP report declared the Western Link business case would be available by December 2018; he felt there was an absence of a compelling case and coherent strategy in the documents available. He asked, despite millions of pounds of public money spend on advance studies for the Broadland Northway, competition costs and borrowing charges were not yet declared; before declaring further money on this road should the Audit Committee examine historic actions related to the project?
 - The Executive Director of Community and Environmental Services clarified that Audit Committee had looked at the Broadland Northway scheme and contract. Government approval and financial assistance for the Western Link were yet to be gained; if there was no compelling case covering social & environmental issues the Council would not be successful
- Mr M Crutchley noted that Norfolk did not have money to build the Western Link and would be dependent on Government for this; given the amount of money involved, he asked if the Council should abandon the plan until they knew Government would support it and, in the meantime, spend the money on more desperately needed services like Children's Centres and Adult Social Care
 - The Executive Director of Community and Environmental Services replied that to produce a business case and proposition, the Council had to go through a rigorous process as set out by Government. The Council had been clear about their infrastructure priorities, including the Norwich Western Link, and there had been strong public demand for the scheme; in light of this, Members had decided to go ahead with the scheme
- Mr P Lanyon noted that the Aarhus convention required member states to safeguard the rights of citizens to access information at the earliest opportunity in the process; he asked for information on the specific processes followed by the Council to ensure compliance with the Aarhus convention
 - The Executive Director of Community and Environmental Services **agreed** to provide a written response to Mr Lanyon after the meeting
- Mr R Hawker was concerned that the consultation presented only the options selected by WSP and the only public transport route considered practical was option 74; he noted that the local liaison group was promised the report would consider public transport options to provide solutions to transport problems. As these options were not presented Mr Hawker asked how the Committee proposed to make viable public transport options available
 - The Executive Director of Community and Environmental Services replied that the Committee had determined that the 4 options in the report on the findings from WSP in December 2018 were appropriate to take forward
- Ms H Pinto welcomed acknowledgement of the need to reduce the carbon footprint but noted that public transport in rural areas was unreliable and inadequate, with patchy cycle lanes and walkways. She noted that emissions were above average and carbon reductions were a responsibility of the Committee; she asked if the Council would declare a climate emergency and scrap further road building plans to fund sustainable infrastructure projects
 - The Executive Director of Community and Environmental Services replied that the Committee had a broad remit and would continue to work to strike a balance between looking after Norfolk's long-term future and ensuring a

vibrant economy

- Mr J Graham asked, considering that there was reported to be a decade to decarbonise and Norfolk was vulnerable to climate change, how more roads qualified as good infrastructure
 - The Executive Director of Community and Environmental Services replied that the infrastructure plan did not focus solely on road building but also working with people to develop offshore wind farms and develop broadband to reduce need to travel for business, among other infrastructure strategies

6. Member Questions

- 6.1 Five Member questions were received and the answers circulated; see Appendix A
- 6.2 Cllr T Adams asked a supplementary question: he asked if the last paragraph in the answer to his question was a commitment that the issue of providing crossings to support visually impaired pedestrians would be resolved. The Executive Director confirmed that the answer did confirm this.
- 6.3 Point of Order
- Mrs C Walker wished it to be minuted that she was unhappy with the manner of charring; she felt the Chairman had a duty to be courteous to all members of the public and Members attending and felt this duty was not being met
- 6.4 Cllr A Kemp was concerned that the Hardings Way South Traffic Order would create a safety hazard and as it was the subject of a complaint to the Local Government Ombudsman she felt it should not go ahead; she was unhappy with the Borough Council's plans to allow 300-500 home developments along the A10 Corridor. Noting the importance placed on the West Winch Relief Road in the Norfolk Infrastructure Plan she asked why the Broadland Northway and Great Yarmouth River Crossing had been brought to Committee and Council for consideration but not the West Winch Relief Road
- The Executive Director of Community and Environmental Services replied that the Council, in its role as Highways Authority, would consider its response to this but continued to work with the borough council to assess and promote the West Winch housing access road
- 6.5 Cllr S Dark commented on the response to the questions raised by himself and Cllrs Jamieson and Chenery in relation to item 13, "Norfolk Safety Camera Partnership". There was no local objection to the average speed cameras; the questions put to Committee had addressed local concern about junctions on this road. Cllr Dark was reassured by the Chairman's comments in the responses, and by the engagement of Officers that work to look at these junctions would alleviate concerns of residents

7. Verbal update/feedback from Members of the Committee regarding Member Working Groups or bodies that they sit on.

- 7.1 Members requested that Officers ensured Local Members were informed of developments and new information before it was released to the press; the Chairman confirmed this would be taken up with the press communications team.

8. Amendment to Minutes of 6 July 2018

- 8.1.1 The Committee **AGREED** to amend the minutes of the meeting of the 6 July 2018 at paragraph 4.4 to include the underlined text, below:

- 8.1.2 With 9 votes 9 in favour, 3 against and 1 abstention the Committee AGREED to:
- 1) Consider the findings of the equality impact assessment, attached at Appendix B to this report, and in doing so, note the Council's duty under the Equality Act 2010 to have due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
 - 2) Consider and agree the mitigating action proposed in the equality impact assessment
 - 3) To consider the objections raised and the supporting information contained within this report and decide whether or not to approve the Norfolk County Council (King's Lynn, Various Roads) (Bus and Cycle Lane) Amendment Traffic Regulation Order.
 - 4) Having considered the matters set out in 1), 2) and 3) above the Committee agreed that the proposed Traffic Regulation Order should be made

9. Demaining rivers (re-designation of main rivers as ordinary watercourse)

- 9.1 The Committee received the report outlining Environment Agency proposals to designate three stretches of Main River as Ordinary Watercourses, as part of a pilot project to establish a process for 'demaining'.
- 9.2 The following points were discussed and noted:
- It was suggested there may be confusion over which role was carried out by which authority; Officers confirmed that the powers for monitoring water quality would remain with the Environment Agency who were the regulator
 - The efficacy of the IDB (Internal Drainage Board) in providing water quality protection compared to current arrangements was queried; the Officer reported that the IDB guidelines were approved by Natural England and the Environment Agency
 - The Officer confirmed that the IDB were not a statutory planning consultee, however, they had a planning team to review planning applications and send in feedback when relevant; where a development would discharge into a watercourse within an IDB area, IDB consent was required, therefore developers had to comply with IDB bylaws as well as planning bylaws
 - The Officer felt that having an internal board and frameworks with local contractors was a strength as there was no tie-in to large, national frameworks
 - Money spent by the IDB to maintain the water systems in Norfolk was re-allocated annually as appropriate based on a review. Funds would be re-designated to do the proposed work on the river Tud without increasing rates or levies. Bylaws levied a charge on developers if developments would put more water into a river, generating money for sustainable maintenance of the river
 - Demaining would provide the IDB with more freedom to do maintenance on small rivers
- 9.3 The Chairman **proposed** to take recommendation 2, proposal 2, seconded by Mr T Jermy. This was **AGREED** unanimously
- 9.4 The Committee
1. **CONSIDERED** the Environment Agency's proposals for de-maining in Norfolk and **AGREED** the Committee's position on the proposals so that it can be taken

into account before a decision is made on the way forward.

2. The Committee **AGREED**:

2. To support the proposals in principle, subject to the relevant District Councils confirming their support

10. Great Yarmouth Third River Crossing

10.1.1 The Committee considered the report on the Great Yarmouth Third River Crossing project, giving a general update and an update on the statutory pre-application consultation that is required prior to making an application for a Development Consent Order

10.1.2 Officers introduced the report to Members

- A further report would be brought to Committee in March 2019
- The consultation showed there was continued good support for the project
- Members heard an update on procurement, which the Committee had previously agreed to delegate to the Executive Director of Community and Environmental Services in consultation with the Executive Director of Finance and Commercial Services, Leader, Deputy Leader and Chairman of EDT Committee
 - Procurement was completed in December and the contract was awarded to a joint venture between BAM Nuttall and Farrans
 - During the standstill period no challenge was received
 - Sub-contractors and sub-consultants had been agreed; the bridge designers were an Irish company and steel fabrication would be carried out by a company based in the North East of England. Using UK companies reduced Brexit risks for the project
 - Initial meetings with BAM-Farrans had been productive

The following points were discussed and noted:

- 10.2
- It was noted that the new bridge would relieve traffic congestion in Yarmouth and in turn reduce Carbon Dioxide levels; improving movement of traffic through Yarmouth was discussed as crucial to the town, to provide relief from traffic travelling to the south of Yarmouth where there was currently no bridge
 - Members spoke in support of the project, describing it as a necessity for the area; the Chairman noted this was one of the Council's highway priorities
 - When asked, the Officer confirmed that work on the bridge was due to begin in late 2020 and was estimated to be completed in 2023
 - In response to comments about the neutral language in the consultation, the Officer clarified that since the consultation was a statutory process when complying with guidelines it had been necessary to remain neutral
 - Preliminary indications from the consultation responses were shown in the report; detail on the percentage of respondents in support of the River Crossing would be provided in a more detailed report at the next committee meeting

10.3 The Committee:

1. **NOTED** the preliminary outcomes of the statutory consultation described in the report and the further work required to develop the Development Consent Order application
2. **NOTED** the final consultation results including the final scheme to be submitted as an application for a Development Consent Order including any proposed changes to the scheme as a result of the statutory consultation, will be reported to Committee on 8 March 2019

11. Review of the county council's Local Transport Plan

- 11.1 The Committee discussed the report proposing a review of the County Council's Local Transport Plan to ensure that the plan continued to deliver the Council's objectives and priorities including underpinning the county council's priority transport projects and to ensure that the County Council continued to meet the requirements of the Local Transport Act 2008 to have an up-to-date plan
- 11.2 The following points were discussed and noted
- The original plan was adopted in 2011 and therefore needed updating
 - It was felt that £60,000 for the peer review seemed high; the Interim Team Leader, transport, confirmed this was an estimate for a strategic environmental assessment and consultation, which were both requirements. It was hoped that savings could be made on the initial estimate
 - Members suggested additional items to add to the plan, such as around heritage railways; the Interim Team Leader confirmed the transport plan would look at a range of options
 - The inclusion of the Norwich to Liverpool railway line in the plan was welcomed
 - Members thanked the Chairman for the reassurance received about dualling of the Acle Straight during item 5, Urgent Business
 - The Interim Team Leader confirmed that the implementation plan was updated regularly and actions reviewed
 - The local transport plan was key to underpinning major transport infrastructure projects
- 11.3 The Chairman **proposed** that a member working group was set up to look at the plan. The Committee **AGREED** the proposal.
- 11.4 The Committee
1. **AGREED** to review the Local Transport Plan.
 - **AGREED** that a Member working group be set up to review the Transport plan, consisting of Tony White, Bev Spratt, Andy Grant, Phillip Duigan, Colleen Walker, Tim East and Mick Castle

12. Highway capital programme and Transport Asset Management Plan (TAMP)

- 12.1 The Committee considered the report summarising the government settlement and proposed allocations for the capital programme and asset planning 2019/20
- 12.2 The following points were discussed and noted:
- The Assistant Director, Highways & Waste, was not able to give information on the maintenance status of Safety Cameras; he **agreed** to find out information from the Safety Camera Partnership and circulate to the Committee
 - It was queried whether there was resource to use the additional Government funding by the end of the 2017-18 financial year; the Assistant Director, Highways & Waste, confirmed there were works set out to deliver this and the funding was planned to be spent
 - A Member queried whether, with additional funding in place there would still be issues related to structural maintenance and bridge strength; it was confirmed that the spending review set out significant additional funds coming in in the next 18 months; funding remained challenging moving forward
 - It was confirmed for Members that the Local Member funding would not be carried over if not used, however, it could be pooled with other Members' funding or used with parish partnership bids

- Members asked for the Broadland Northway safety results report; this would be shared with the Committee once complete
- It was clarified in response to a query that the 'design fee' was an internal re-charge
- Work would be needed to develop scope for Members to input into the list after the new Governance structure had been adopted
- Mrs C Walker raised the issue of some damaged traffic lights in her district; the Assistant Director, Highways & Waste, **agreed** to raise this at an upcoming meeting with Highways England for urgent attention
- It was clarified for Members that progress of comments or complaints about safety cameras passed on to the Safety Camera Partnership were not tracked; Members asked that they were copied in to such correspondences

12.3 The Committee **RECOMMENDED** that Full Council approves as part of the capital programme:

1. The proposed allocations and programme for 2019/20 and indicative allocations for 2020/21/22 (as set out in Appendices A, B, C and D of the report)
2. The adoption of the 2016 Code of Practice 'Well-Managed Highway Infrastructure' following the successful implementation of the improvement plan
3. The Transport Asset Management Plan (TAMP) for 2019/20 - 22/23
4. The proposed road hierarchy changes detailed in Section 5.2 and Appendix F of the report

13. Norfolk Safety camera partnership

13.1.1 The Chairman addressed the Committee; he acknowledged that speed restrictions and cameras on the A149 had been on the Committees radar for some time; whilst the Committee were extremely sympathetic to everyone involved in the previous day's incident and wished everyone a speedy recovery, it was not the place of the Committee to speculate on the cause of the road incident; he asked Members to base the debate on facts and figures that County Council Officers had provided in the report submitted the previous week. He felt it was important that the decision was made based on the duty to protect the people across all of Norfolk.

13.1.2 The Committee considered the report updating Members on the work of a Member Task and Finish Group on casualty reduction/road safety, which was set up by the Communities Committee and the intention to move to a 'safe system' approach

13.1.3 Officers introduced the report:

- The proposal in the report to implement average speed cameras was within the area where the accident had occurred the day before;
- Two sections of the A149 also in the area of the accident, were within the area of the scheme to reduce 60mph to 50mph and carry out low cost junction works

13.2 The following points were discussed and noted:

- Members asked when the average speed cameras would be put in place; the Assistant Director, Highways & Waste, replied that the materials for these cameras had been procured and work would proceed as soon as possible, given agreement of the Committee
- The timescale of introducing speed reductions to 50mph was queried; the Assistant Director, Highways & Waste, replied that this was subject to a Traffic Regulation Order and would need to go through statutory processes before coming into force
- Junction works on the A149 would proceed as soon as possible, prior to the start

of the summer season 2019

- A Member wished the occupants of the car and the Duke of Edinburgh well after the accident
- It was suggested by Members that a more robust approach should be taken to reduce Road Traffic Accidents in Norfolk
- Increased Local Member input on safety cameras was noted as positive
- In response to comments on the high number of incidents on Norfolk Roads, the Assistant Director, Highways & Waste, reported that the task and finish group was set up due to the rising number of people killed or seriously injured. Junction modifications and other strategies were being looked at as well as road safety cameras; there was no additional funding for this work and opportunities for external funding were being looked at
- A Member discussed the issues related to fast vehicles driving through small villages and the lack of a robust approach in place to support residents. The police were looked to for support with enforcing existing speed limits
- It was noted that the accident the day before had highlighted issues on Norfolk's roads; driver education and safety cameras were noted as important
- Officers were also looking to extend the 50mph limit from north of Dersingham bypass and carry out low cost junction works at Lamsey Lane
- In response to a query from the Chairman, the Assistant Director, Highways & Waste, confirmed that the average speed cameras would cover approximately 10 miles, from Knight's Hill, Kings Lynn to B1440 roundabout at Snettisham

13.3 The Committee:

1. **APPROVED** the process for identification and implementation of new safety camera schemes, as set out in Appendix B of the report
2. **APPROVED** the recommendation from the Assistant Director Highways and Waste to permit the A149 safety camera scheme to proceed to implementation
3. **AGREED** in principle to the promotion of a 50mph speed limit, subject to the necessary statutory processes, and associated low cost junction improvements, for the two sections of A149 identified in paragraphs 3.7.4. and 3.7.5 of the report

14. Commercialisation of Highways Services

14.1.1 The Committee reviewed the report setting out the conclusions of the further work that has been carried out related to the commercialisation of Highway Services; there was a proposal to establish an arm's length company with NORSE for the delivery of the highways services.

14.1.2 Since the report was last brought to Committee in 2018, a member working group was set up and further work had concluded.

14.2 The following points were discussed and noted:

- Mr B Spratt thanked the team for their work doing hedge and ditch maintenance, tarmacking of roads and filling potholes. The Chairman passed on thanks from Members of the public about drainage work recently completed in Harleston
- The approach towards the £500,000 proposed saving was queried; the Assistant Director, Highways & Waste, replied that area 'client' teams would remain within the Council, however, road workers, laboratory staff, vehicle maintenance staff and highway training team would change to become more commercial in a bid to increase efficiency
- A Member queried changes to staff pension provision and pay. Officers confirmed that no redundancy reserve had been built in as NORSE was looking

to grow the business through gaining additional work; Staff would transfer on the same pay; there may be more opportunities for staff through overtime

- The Executive Director reported that there was scope through the transfer to grow highway works nationally through Norse and provide different solutions for other Councils
- It was noted that trade union representatives were not present at the meeting, and queried whether they were content with the proposals; the Assistant Director, Highways & Waste, confirmed that trade union representatives had been informed and met with.
- Reassurance was requested that the business would not be solely run for profit; Officers reassured Members there service level agreement had been drafted which clarified underlying the relationships with clients, NCC and NORSE, including Key Performance Indicators to ensure service delivery remained efficient; this also set out the governance structure to indicate how issues would be addressed
- A Member felt the staff consultation and outcome should have been included in the report
- As NORSE was owned by the Council, Officers were able to influence and engage with them; given experience from other services which had transferred to NORSE, Officers felt that the move would be positive for the service
- Officers confirmed that to develop the proposal, the cost consisted only of Officer time at NORSE and NCC, which was absorbed by each team
- the Assistant Director, Highways & Waste, **agreed** to provide detail of inflation on the savings within the business case to Mr Jermy

14.3 With 9 votes for and 4 against the Committee

1. **AGREED** to enter into a commercial arrangement with Norse Highways Ltd (when established) for the delivery of the highway services listed in para 2.1.1 of the report, to start 1 October 2019.
2. **DELEGATED** responsibility to the Assistant Director (Highways and Waste), in consultation with the Head of Procurement, Committee Chair and Vice Chair, to prepare, agree and implement a Service Level Agreement (SLA) between the County Council and Norse Highways Ltd to deliver the services listed in para 2.1.1 below, on the basis that the SLA includes provision of the components listed in para 2.1.2 of the report .

14.4 There was a break from 11:55 to 12:10

15. Transforming Cities – Update on Norwich being shortlisted for major transport funding

15.1 The Committee received the report discussing the successful shortlisting as one of the 12 city areas eligible for a share of £1.2bn funding from the Transforming Cities Fund, and work which would be done with the Department for Transport to develop business cases for projects to take forward in the period up to 2022/23

15.2 The following points were discussed and noted:

- Officers clarified for Members there was originally anticipated to be one call for applications, but this was split into 2 “tranches”. Tranche 1 consisted of £60m of schemes which were ready to deliver immediately
- Tranche 2 would consist of the main bulk of funding and Officers would work with the Department of Transport to complete applications for this tranche. Guidance for tranche 2 was expected in summer 2019

- Officers were responding to Government recommendations on how to proceed with applications
- It was suggested that the importance of Local Member input into the decision-making process should be reported
- The risk to gaining funding from Government if current working relationships changed was queried; Officers reassured Members that there were strong working partnerships in place
- There was a suggestion that a Transport for Norwich Member working group should be set up; Mr Jermy asked for assurance that County Councillors on this group would also be City Councillors; the Chairman planned to propose one Member each from the Conservative, Labour and Liberal Democrat groups; it would be up to these groups who they chose to put forward
- In response to a question about the role of Park and Ride Services, the Transport for Norwich Manager replied that Officers planned to look at the role of park and ride, management of sites and their locations; if needed there would be funding available through Transforming Cities to address infrastructure and operation

15.3 The Committee:

1. **NOTED** the current position regarding Norwich being one of 12 cities shortlisted for major transport funding through the TCF
2. **AGREED** to the proposed governance arrangements
3. **NOTED** the schemes being presented for Tranche 1 funding
4. **AGREED** the issues to address through Tranche 2 funding
5. **AGREED** the guiding principles and delivery themes derived from reviewing the existing transport strategy for Norwich to support the TCF

16.1 Review of Norwich Highways Agency Agreement

16.1.1 The Committee discussed the report outlining the arrangements in place with Norwich City Council via the Highways Agency Agreement, and giving proposals of how this could evolve in the future

16.1.2 Officers introduced the report to Members:

- When the report was last presented to the Committee it was decided to defer for a year to allow time for more decisions to be made
- A detailed review had identified and implemented £48,000 of savings; both options presented in the report would deliver savings for the County Council and the decision on the way forward would be finely balanced.

16.2 The following points were discussed and noted:

- Some Members spoke in support of maintaining the agreement, noting that the partnership with the City Council had been valuable, and there was no compelling case for a change; other Members spoke in favour of terminating the partnership
- Income from parking charges in Great Yarmouth and King's Lynn were noted as an important source of income for the Norfolk Parking Partnership
- Mr East suggested a Greater Norwich Highways Agency might be helpful
- A Member suggested that more information on other changes other than the financial ones would have been helpful to see in the report

16.3.1 The Chairman, seconded by Mr Spratt, **PROPOSED** option A, "give 12 months' notice to terminate the existing agreement so that the County Council delivers all the remaining highway and traffic functions that are currently delegated to the City

Council. This would be effective from 1 April 2020”

16.3.2 Mr T East **PROPOSED**, seconded by Mrs C Walker, that the decision was delayed by a year for a more complete and comprehensive report including Greater Norwich.

16.3.3 With 3 votes for and 9 against, Mr East’s proposal was lost

16.3.4 With 8 votes for and 4 against, the Chairman’s proposal for option A was **AGREED**

16.4 The Committee:

1. **DISCUSSED** the details of this review of the Norwich Highways Agency Agreement
2. **DECIDED**, with 8 votes for and 4 against, to give 12 months’ notice to terminate the existing agreement so that the County Council delivers all the remaining highway and traffic functions that are currently delegated to the City Council. This would be effective from 1 April 2020

17. Strategic and Financial Planning 2019-20 to 2022-23

17.1.1 The Committee considered and discussed the report showing proposals to inform Norfolk County Council’s decisions on council tax, contribute to the Council setting a legal budget for 2019-20, allow the Committee to take a careful view of all the relevant issues to agree budget proposals for 2019-20 and the Medium Term Financial Strategy to 2021-22 and make recommendations on these to the Policy and Resources Committee.

17.2 The following points were discussed and noted:

- The return on the investment in street lighting was queried; the Finance Business Partner, Community and Environmental Services, replied that the revenue saving was from the existing street lighting programme and a business case would be drawn up for continued investment
- The Head of Support and Development updated members on vacancy management processes; front line vacancies were prioritised, and workload reallocated following which unfilled vacant posts would be evaluated. If it was considered that these vacant posts were no longer needed they would be deleted; this related to posts that had been vacant for some months
- Mr East suggested that “rural impact assessments” should be amended to read “urban and rural impact assessments”

17.3 The Committee unanimously:

- 1) **CONSIDERED** the **CONTENT** of this report and the continuing progress of change and transformation of EDT services
- 2) **CONSIDERED** and **AGREED** the service-specific budgeting issues for 2019-20 as set out in section 5
- 3) **CONSIDERED** and **COMMENTED** on the Committee’s specific budget proposals for 2019- 20 to 2021-22
- 4) **CONSIDERED** the findings of equality and rural impact assessments, attached at Appendix 1 to this report, and in doing so, **NOTED** the Council’s duty under the Equality Act 2010 to have due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

- 5) **CONSIDERED** and **AGREED** any mitigating actions proposed in the equality and rural impact assessments
- 6) **CONSIDERED** the **ADVICE** of the Executive Director of Finance and Commercial Services, and recommended to Policy and Resources Committee that the Council's budget includes an inflationary increase of 2.99% in council tax in 2019-20, within the council tax referendum limit of 3.00% for the year
- 7) **AGREED** and **RECOMMENDED** to Policy and Resources Committee the draft Committee Revenue Budget as set out in Appendix 2 including all of the savings for 2019-20 to 2021-22 as set out

For consideration by Policy and Resources Committee on 28 January 2019, to enable Policy and Resources Committee to recommend a sound, whole-Council budget to Full Council on 11 February 2019.

- 8) **AGREED** and **RECOMMENDED** the Capital Programme and schemes relevant to this Committee as set out in Appendix 3 to Policy and Resources Committee for consideration on 28 January 2019, to enable Policy and Resources Committee to recommend a Capital Programme to Full Council on 11 February 2019

18. Performance management

- 18.1 The Committee received the report based on the revised Performance Management System, which was implemented as of 1 April 2016
- 18.2 The Committee **REVIEWED** and **COMMENTED** on the performance data, information and analysis presented in the body of the report and **DETERMINED** that the recommended actions identified are appropriate

19. Risk Management

- 19.1 The Committee considered the report providing information from the latest risk register as at January 2019, following the latest review conducted in December 2018. The reporting of risk is aligned with, and complements, the performance and financial reporting to the Committee.
- 19.2 The latest mitigations for the third river crossing were confirmed as included in the report
- 19.3 The Committee **CONSIDERED**:
 - a) The changes to EDT departmental risks since the last Risk Management report was reported to this Committee in October 2018, in Appendix A of the report
 - b) The risk reported by exception in Appendix B of the report
 - c) The summary of EDT departmental risks in Appendix C of the report
 - d) The list of possible actions, suggested prompts and challenges presented for information in Appendix D of the report
 - e) The background information to put the risk scoring into context, shown in Appendix E of the report

20. Finance monitoring

- 20.1 The Committee received the report providing financial monitoring information for the services reporting to this Committee for 2018-19.

- 20.2 The following points were discussed and noted:
- The Finance Business Partner for Community and Environmental Services confirmed the capital programme was on track; reserves were held due to timing of projects and more detail would be included in the next report
 - Culture heritage and planning showed a significant decrease; it was confirmed to Members that this was not related to Norwich Castle
 - A Member asked whether the reduction to waste management related to Household Waste disposal charges; it was confirmed that this related to kerbside waste volumes
- 20.3 The Committee **NOTED**:
- a) The 2018-19 revenue budget for Environment, Development and Transport Committee and the current forecast outturn position
 - b) The Capital programme for this Committee.
 - c) The balance of reserves brought forward to 2018-19 and the forecast use for 2019-20.
- 21. Forward Plan and decisions taken under delegated authority**
- 21.1 The Committee reviewed the forward plan and delegated decisions taken by Officers
- 21.2 The Executive Director of Community and Environmental Services confirmed that the urgent decision taken related to Boreas Windfarm under delegated authority had involved consultation of Local Members
- 21.3 The Committee:
1. **REVIEWED** the Forward Plan at Appendix A and identify any additions, deletions or changes to reflect key issues and priorities the Committee wishes to consider.
 2. **NOTED** the delegated decisions taken as set out in Section 2.

The meeting closed at 12.45

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



If you need this document in large print, audio, Braille, alternative format or in a different language, please contact Customer Services on 0344 800 8020, or Text Relay on 18001 800 8020 (textphone) and we will do our best to help.

MEMBER/PUBLIC QUESTIONS TO ENVIRONMENT, DEVELOPMENT AND TRANSPORT COMMITTEE : 18 JANUARY 2019

5. PUBLIC QUESTIONS

5.1 Question from Mr Vee Pond

I would like to know why there are not any road exits from Costessey. There is going to be more traffic from the new housing sites. all filtering on to Dereham Road. There was a bus lane that went through Long Water and they found that the buses were too long to turn round. so they closed it. why can't they open that road again?. They closed Bawburgh lane. I think they should have put one through Ringland as well. I also hope they would consider an exit from the new development on to the bypass. All these exits are possible. Going in to other directions if thought out sensibly.

Response by Chairman of EDT Committee

There are a number of recently built and new housing developments under construction in the Costessey/Longwater area. Each of these has provided an assessment of its transport impacts and proposed mitigation measures which have been or will be provided when certain trigger points are met. These agreed measures have been objectively assessed and represent what, within current planning law, we could reasonably expect the developers to provide to mitigate their impacts. Collectively, from the housing and employment developments in the area, the following measures have been identified to provide additional highway capacity.

1. Free flow left turn slip road from William Frost Way to Dereham Road
2. Widening Dereham Road between the Longwater roundabout and the new traffic lights at Lodge Farm 2
3. Longwater Lane/Dereham Road junction improvement
4. Dereham Road widening to two lanes in each direction (east section)
5. Part signalisation of the Longwater southern (Showground) roundabout
6. Free flow slip road from Dereham Road westbound onto A47 eastbound
7. A47 eastbound off slip road improvement

Items 1 and 2 have been built and items 3 and 4 are under construction using a mixture of developer and government funding. Item 5 will be provided when an agreed threshold of housing completions is met on the Lodge Farm 2 site. This developer has also made a provision of land for item 6 but a funding source needs to be found before this could be progressed, as is the case for item 7.

In addition to these measures, development work has been undertaken on a new route from the A1074 Dereham Road (close to the Lodge Farm 2 access) to the Longwater area at the Ernest Gage Avenue roundabout. This will provide a second access into the Longwater/Queens Hill area and relieve the current access at William Frost Way. Funding will need to be identified before this scheme can be progressed further.

To the north of the Longwater/Queens Hill area, a bus only route has been built onto Ringland Lane to encourage travel by public transport. When the Queens Hill development was conceived, a government appointed Planning Inspector determined that this route should not be open to general traffic.

An access from the Lodge Farm 2 housing development directly onto the A47 trunk road has never been proposed and is not a requirement of the extant planning permission currently under construction. It is also extremely unlikely that a new access would be allowed under current Department for Transport and Highways England guidelines.

5.2 Question from Ms Marilyn Edgeley

I would like to ask the committee to consider countryside access and lack of footpaths on main roads in my area of Haddiscoe. Being a keen walker and sometime cyclist I am very disappointed that the area I live in is lacking the above. There is a number of lovely villages such as Loud, Somerleyton and Fritton that although are within a few miles are not accessible by walking or cycling as the main Beccles to Yarmouth road has no continuous footpath. The council should be promoting walking and cycling in all areas of the county to encourage people to live healthy lives.

Response by Chairman of EDT Committee

Norfolk Trails are managed to national standards with strong emphasis on improving the health, wellbeing and prosperity of the county, bolstering tourism and contributing to the conservation and understanding of our outstanding natural and historic environment. 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.

The parish of Haddiscoe currently has 5 registered public footpaths and 3 public bridleways. However, there are opportunities for the public to apply to add new public rights of way to the legal record (definitive map) or to have the status of an existing right of way upgraded e.g. from a public footpath to a public bridleway or higher, which would then allow for cycling. There is information about this on our website in the 'unrecorded public rights of way' section. <https://www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/about-public-rights-of-way>.

A useful way of improving pedestrian facilities are footway trods. These are a way of providing a low-cost footpath by using unbound material instead of asphalt while still remaining fit for purpose.

It can provide an aesthetically acceptable solution in sensitive rural settings and is intended to provide a less expensive option over a muddy track or grass verge, typically providing a level surface, greater width and improved drainage.

The preferred route to access funding for footway trods is the Parish Partnership Scheme. Whereby we jointly fund works with the parish on a typically 50/50 basis, see attached link to our website.

<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/parish-partnerships-scheme>

Typically the Parish Partnership Scheme funds in the region of 10 to 25 trods each year. Proposals require the support of the parish council.

5.2.1 Supplementary question

Haddiscoe has very few footpaths could the county council liaise with farmers and encourage them to leave paths around crop fields to give walkers access to land and encourage farmers to replant hedgerows and help wildlife.

I feel very strongly that the council should help protect our county and make it attractive for residents and tourists and the long-term benefits to health if we promote walking.

Response by Chairman of EDT Committee

Previous government (DEFRA) funded agricultural schemes have included payments to landowners to provide wider beneficial elements such as permissive access. Unfortunately, payment for the access element was withdrawn by the government a few years ago and so many landowners have chosen not to continue with providing access unpaid. Looking forward there may be new opportunities for renewed access into the countryside and environmental improvements with the Environment Secretary suggesting that farmers will be rewarded with subsidies for providing these.

5.3 Question from Dr Andrew Boswell (consultant, Climate Emergency Planning and Policy, Norwich)

EDT plays a major role in developing the Greater Norwich Local Plan and your officers will know of the legal obligation on local authorities to have climate change mitigation policies in development plan documents. Last year, the revised NPPF stated that plans should take a proactive approach to mitigating and adapting to climate change which is in line with the objectives and provisions of the Climate Change Act 2008 [NPPF2 149 & footnote 48]. Will the EDT commit to ensuring that policies of the Greater Norwich Local Plan are in line with the objectives and provisions of the

Climate Change Act 2008 and advice from the Committee on Climate Change?

Response by Chairman of EDT Committee

As set out on pages 90 to 91 of the Greater Norwich Local Plan (GNLP) “Growth Options” document consulted on in early 2018, the emerging local plan will continue the current approach of following legislative and National Planning Policy Framework requirements to include policies to ensure that the development and use of land contribute to the mitigation of, and adaptation to, climate change. This will include planning for development in suitable locations and policies covering flood risk, water supply, biodiversity, energy and landscape.

5.4 Question from Mr Andrew M Cawdron (member of the Wensum Valley Alliance)

In October 2017, the Norwich Western Link Technical Report was included/tailed in the EDT meeting and subsequently a £1m pounds worth of fees was authorised for 2018. In that report on page 70 was the suggested timetable for establishing the Business Case for the project which was programmed to complete by December 2018. This was to prove the compelling case for the scheme as part of a coherent wider strategy. Has this work (including the coherent wider strategy), been done to schedule and if so will a copy be made public please?

Response by Chairman of EDT Committee

An initial business case assessment and evidence gathering, through both technical work and the initial consultation carried out in summer 2018, have been completed. These informed the Options Appraisal Report (OAR) that was used to determine the shortlist of four options that the Council are consulting on between 26 November 2018 and 18 January 2019. Details of the consultation and the OAR were published in previous reports to EDT Committee in October and November 2018. The consultation report provided to the 12 October 2018 Committee set out an updated programme for delivery and the details of this were also set out in section 8 of the OAR, reported to Committee on 9 November 2018, which were:

- Public consultation (round 2) Late 2018
- Strategic Outline Business Case (SOBC) Spring 2019
- Outline Business Case (OBC) Late 2019
- Preliminary Design Early-mid 2020
- Public consultation (round 3) Late 2020
- Full Business Case (FBC) Summer 2022
- Tender Period Mid 2020
- Construction Phase Late 2022

The Strategic Outline Business Case will be made available to the public. All work being completed for the project is within the budget allocations provided.

More recently, in December 2018, the Department for Transport published new guidance on the funding of 'local major' schemes, such as the Norwich Western Link, as part of the National Roads Fund. The Council is therefore reviewing these new requirements and its programme for development of the scheme in light of this guidance.

5.5 Question from Mr Mark Crutchley

At a time when budgets are under enormous pressure and the council is proposing swingeing cuts to children centres, adult social care and rural bus services amongst others, it nonetheless proposes to waste £2m on design work for the Western Link. A road which would destroy glorious countryside and damagingly increase greenhouse gas emissions at a time when their reduction is essential.

Will the council align its spending priorities with the needs of its poorer residents who most need its support, rather than those of the developers who will be the prime beneficiaries of this destructive road, and abandon the idea of a Western Link?

Response by Chairman of EDT Committee

The Council has a wide remit of services and recognises the importance of making the best use of resources that are available. Investing in Norfolk's transport networks is vital to help everyone get around the county quickly, easily and safely. Better transport infrastructure also enables our existing businesses to grow and attracts new businesses to start-up and relocate here, creating more jobs, which is good for the county's economy and the people who live here.

The Norwich Western Link will have a wide range of benefits including improving the quality of life for local residents, improving emergency response times, supporting economic growth and improving network resilience and connectivity. Our public consultation last summer, which attracted more than 1,700 responses, demonstrated there was very strong public support for a new or improved link between the A47 and Broadland Northway.

5.6 Question from Mr Peter Lanyon

What processes did the Council undergo to ensure that the recent consultation process on the Norwich Western Link was compliant with Articles 6, 7 and 8 of the Aarhus Convention?

Response by Chairman of EDT Committee

The Council developed its proposals for the consultation for the project and reported these to the EDT Committee in October 2018. This included details of a previous consultation completed in the summer of 2018. The Council is satisfied that the consultation is in accordance with the requirements of the Aarhus Convention.

5.7 Question from Mr Richard Hawker

The 476-page Options Assessment Report is only available on-line. The EDT committee did not agree to my earlier suggestion that a copy be placed in the Forum. The public did not have reasonable time or opportunity, therefore, to read this report before the consultation was approved for launch; nor did the EDT committee. I have raised many queries on this report, and they have yet to be answered; no doubt many more will arise. Will the Committee please arrange for printed copies to be put in the Forum and Dereham libraries, and arrange meetings with the public and/or the LLG to scrutinise in detail the report?

Response by Chairman of EDT Committee

The Options Appraisal Report was published via the Council's website a week before the 9 November 2018 EDT Committee meeting with the Committee papers. The shortlist of options determined from this work are subject to public consultation between 26 November 2018 and 18 January 2019 in order for all those interested to scrutinise the work undertaken and the proposed options and also to gather more information on what proposals should be taken forward. Fourteen public consultation events have been held throughout the consultation period, giving members of the public the opportunity to ask any questions they have regarding the project.

As the Options Appraisal Report is available online there are no plans for printed copies to be made available at libraries. A printed copy has been made available at County Hall and this facility has been used by interested individuals when requested.

5.8 Question from Dr Hayley Pinto

The 1.5oC IPCC report was described by Antonio Guterres (UN Secretary General) as "an ear-splitting wake up call."

Norfolk faces threats, including (not limited to): property loss through coastal erosion, flooding, impacts on the Broads, water scarcity and heatwaves impacting agriculture & public health.

Norfolk must respond, rapidly reducing our carbon footprint across the county, not just council activities; to achieve carbon neutrality in a timeframe compliant with science and the Paris Agreement.

Environment, Development and Transport has greatest potential to shape the transformative changes needed to achieve emission cuts and should lead.

Following the ground-breaking IPCC Report, will Norfolk County Council declare a climate emergency as a first step?

Response by Chairman of EDT Committee

Norfolk County Council is already developing and implementing work to reduce the carbon footprint of the county and proactively mitigate climate change and associated impacts through a series of innovative projects.

Through a number of detailed initiatives, the NCC Environment Team is incorporating climate change into much of its work, both through individual projects and also processes. We are also working to ensure that these approaches are embedded not just into decisions made regarding those local to Norfolk, but also the vital tourism market which relies so heavily on Norfolk's varied and unique natural heritage.

5.9 Question from Mr James Graham

I am a PhD graduate and researcher from UEA, with a long history of studying climate science, policy and systems. I am submitting the question below regarding the planning of the final stretch of the NDR. The Norwich Western Link road is explicitly carbon orientated infrastructure when the latest science (IPCC) indicates that we have approximately a decade to entirely decarbonise our economy and infrastructure. It will also mean more development of the Wensum valley. Will the council commit to removing the £2m in the EDT budget for road design until it is ready to think seriously about the long term impacts of such a road on our capability to meet our responsibilities to the current generation? You, in this room are capable of and responsible for making these kinds of assessments and it behoves you to do so in the face of the needed transition.

Response by Chairman of EDT Committee

The Council aims, through the delivery of good infrastructure, to maintain and enhance the transport network in Norfolk and is currently delivering a range of sustainable improvements that will benefit a large cross-section of the travelling public. In recent years we have invested many millions of pounds in supporting and encouraging people to use more sustainable modes of transport, for example by creating dedicated cycle paths and bus lanes, improving pedestrian crossings and running a free bicycle loan scheme in some of the county's more deprived areas.

The Council has confirmed the delivery of the Norwich Western Link as one of its priority infrastructure projects, and therefore sees this investment as important for Norfolk and Norwich. Our public consultation last summer, which attracted more than 1,700 responses, demonstrated there was very

strong public support for a new or improved link between the A47 and Broadland Northway.

5.10 Question from Ms Jacqui McCarney

The Council report says that discussions with Natural England and the Environment Agency in July 2017 suggest a bridge crossing “could be acceptable”. Will you please immediately publish details of these discussions, and all correspondence between Natural England and the Environment Agency and the County Council? The released material should be complete, and include any detailed design and mitigation proposals, that exist or have been discussed.

Response by Chairman of EDT Committee

Subject to agreement with Natural England and the Environment Agency, these details will be published on the Council’s project website, using the following link:

<https://www.norfolk.gov.uk/roads-and-transport/major-projects-and-improvement-plans/norwich/norwich-western-link>

5.11 Question from Mr Hereward McGillivay

There is no evidence that building new roads ever resolves traffic problems, rather it encourages greater car usage, worsening congestion and increasing pollution. Estimates for the NDR show it substantially increasing in greenhouse gas emissions.

There is a wide scientific consensus that we need to rapidly adapt our policies to the climate emergency and completely eliminate greenhouse gas emissions. Local authorities must be part of the solution. The Council agreed with Government to write detailed feasibility studies for public transport. Will you now prioritise public transport options to reduce emissions over a road which will inevitably increase them?

Response by Chairman of EDT Committee

The Council aims, through the delivery of good infrastructure, to maintain and enhance the transport network in Norfolk and is currently delivering a range of sustainable improvements that will benefit a large cross-section of the travelling public. In recent years we have invested many millions of pounds in supporting and encouraging people to use more sustainable modes of transport, for example by creating dedicated cycle paths and bus lanes, improving pedestrian crossings and running a free bicycle loan scheme in some of the county’s more deprived areas.

The Council has confirmed the delivery of the Norwich Western Link as one of its priority infrastructure projects, and therefore sees this investment as important for Norfolk and Norwich. Our public consultation last summer, which attracted more than 1,700 responses, demonstrated there was very

strong public support for a new or improved link between the A47 and Broadland Northway.

6. MEMBER QUESTIONS

6.1 Question from Councillor Alexandra Kemp

Infrastructure in King's Lynn South

Development along the A10, before a bypass, would have severe economic consequences, congesting the high-tech corridor to Cambridge. HM Planning Inspectorate determined, in the Local Plan, "significant new traffic must be restricted until the Link Road is open". Can the Committee confirm Highways will not agree to major development - 300+ new homes on the A10, accessing the A10 only via a new roundabout, before the bypass is built; and West Winch Relief Road, a significant part of Norfolk Infrastructure Plan, must be a bypass - Highways England confirms an "estate road" is insufficient for through traffic.

Response by Chairman of EDT Committee

The planned growth of 3000 dwellings in West Winch is committed through the Borough Council's adopted Local Plan. Through its examination the Local Planning Authority accepted the advice of the Planning Inspectorate to restrict significant development until the West Winch Housing Access Road (WWHAR) is in place. Piecemeal development without the coordinated delivery of the WWHAR is unlikely to be acceptable (understanding this is not a decision taken by Norfolk County Council). We are currently assessing the transport implications associated with current planning applications to ensure this happens.

Recognising its importance we are working in partnership with the Borough Council to continue scheme development for the WWHAR with a view to submitting a planning application for the road at the earliest opportunity. In parallel a single overarching planning application for the remainder of the growth area is likely to come forward.

6.2 Question from Councillor Tim Adams

It has come to my attention that there are still a number of Pelican Crossings in Norfolk without any audible indication function to help visually impaired pedestrians use the crossings.

Would the Committee and its successor commit to reviewing this matter with the purpose of ensuring that these pedestrian crossings do become accessible for visually impaired users?

Response by Chairman of EDT Committee

For clarification, and in order to avoid any misunderstanding, it should be noted that there are a number of signalised pedestrian crossing types installed within Norfolk – PELICAN,PUFFIN/TOUCAN,PEGASUS – in addition there are also pedestrian crossing facilities provided at many signalised junctions.

All of the crossings in Norfolk are provided with equipment to aid people with visual impairments – either an audible signal, a rotating tactile cone or in some instances both where it is acceptable to do so.

- Audible signal – This is located in the push button box. They can only be used on single crossings (not where they are staggered with a central island) or where all pedestrian phases at a junction operate at the same time. This is to ensure that there is no risk that visually impaired pedestrians can mistake the sound of an adjacent crossing. In some circumstances where a crossing is in close proximity to residential properties, the audible signal can be omitted or switched off overnight to avoid a noise nuisance.
- Rotating tactile cone – The tactile unit is located within the push button box with a small knurled metal cone protruding out of the bottom of the housing. The cone rotates for a fixed period at the commencement of the fixed green man period, and by holding their hand on the cone, pedestrians with visual and hearing impairments know when it is safe to cross.

With this in mind, it is felt that no wide scale review is necessary. However, if an issue or specific concern can be identified at any particular site(s) then this could be assessed accordingly.

6.3 Point of clarification from Councillors Stuart Dark, Andrew Jamieson and Michael Chenery as the Local Members affected by Item 13: Norfolk Safety Camera Partnership

Para. 3. 5.1 reads Local members were ‘informed about the scheme by the Highways Service after it had been approved by the SCP. They raised concerns from the local community about speed limits and safety issues at a number of junctions.’

The first part of this paragraph is factually inaccurate - To our knowledge the first time the local members or Parish Councils affected were made aware of this particular average speed camera scheme was when the West edition of the EDP announced it as a prominent, major article not by any prior notification or warning by Highways Officers. This was also not at the ‘approval’ stage but once the cameras had been bought and paid for and an imminent works date set - the very end of the process. This caused real concern in constituents, blindsided their Parish Councils and their County Councillors causing them to engage NCC Highways on the back foot and not the other way round. A meeting was set at which Councillors were informed by SCP staff with Highways officers present that any intervention was too late and this scheme had been approved, equipment bought,

contractors appointed and 'this will be happening' (This is supported by para. 3.94 of the report - which advises members of this committee of the risk of not proceeding with this particular scheme as the SCP has 'committed funding and equipment purchased' with NCC Highways officers involvement and may attempt to get it back).

Secondly, The latter part of Para. 3.5.1 could be interpreted as this was the first time concerns re particular junctions and certain speed limits were raised from the local community. This is not true. To our knowledge there have been many occasions where the affected parishes have formally contacted NCC Highways over the years, usually following serious accidents to be informed accident data did not hit the redesign investment threshold and no, not even slight, remedial works undertaken.

Response by Chairman of EDT Committee

The report acknowledges that the process for engaging Local Members in Safety Camera Partnership schemes has not been as robust as we would expect, and does not engage Local Members at an early stage in the development of schemes. There is a proposed new process that should address this.

In relation to para 3.5.1, it was not the intention to imply that concerns about junctions had not previously be raised by the local community.

6.4 Question from Councillors Stuart Dark, Andrew Jamieson and Michael Chenery as the Local Members affected by Item 13: Norfolk Safety Camera Partnership

Whilst welcoming this paper's recommendation that in the future the local member protocol be adhered to by Highways Officers re SCP activity, given all the above and;

Established best practise around 'decision making' is if you have the time you consult as widely as possible, particularly with people who have better local knowledge.

Para. 2.4.2 stating that NCC Highways officers had been involved in decision making around this scheme for over 3 years, since 2015 and para. 3.8.3 stating it is the Highways authority which ultimately permits the SCP to allow the siting of such schemes - ie. NCC Highways major role

Does the Chair concur that the constituents of the affected parishes and their lawfully elected, mandated representatives and legally constituted parish councils have not been best served in this particular process with regard to consultation and collaboration? And if this is the case, can we have his assurances that Highways Officers will be made to fully understand the severity of what has occurred here with regard to democracy, not just process, and that they take this back to the SCP and any other similar 'decision making' joint bodies they are involved in

highlighting the need to consult early and in detail with elected representatives, not just as a point of procedure but as a point of principal to protect other members, parishes and their constituents in the future.

Response by Chairman of EDT Committee

As I have said in the response above, there is an acknowledgement that the process has not been ideal, and a new process is proposed to address this.

There is already a well established process that the highways service use to engage communities in proposed schemes, including engagement with Local Members at an early stage, which works well. The proposed new process will bring Safety Camera Partnership schemes in line with this, enabling Local Member views and representations to be taken into account before a final decision on a way forward.

6.5 Question from Councillors Stuart Dark, Andrew Jamieson and Michael Chenery as the Local Members affected by Item 13: Norfolk Safety Camera Partnership

With due regard to the other paper before committee today regarding the good work of the Task and Finish Group, there is a real concern by us members with regard to the potential negative skewing of Norfolk's accident prevention activity away from the most appropriate response towards 'average speed cameras' as evidenced in this paper and scheme and that this will create a self-perpetuating cycle. We have already highlighted earlier the fact that local parishes have for sometime been highlighting a small number of specific junctions or inappropriate speed limits (due to increased urbanisation etc) which are playing a disproportionate role in accidents in the region under consideration. However, para. 3.7.2 describes a high level impact 'return formula' applied by NCC Highways to assess the worthiness of any remedial action at a specific site. Despite NCC Highways officers agreeing the junctions and inappropriate speed limit areas locally highlighted are the major contributors to the accidents in the proposed camera scheme region, they have not to date been assessed as worthy of individual intervention. Nor, to the knowledge of members or parishes has any significantly increased police marked/unmarked traffic enforcement activity taken place in the area of the proposed scheme. Yet, these handful of locations have all been condensed together to create the SCP justification needed for a several mile mile long entire route scheme enforcing, apart from in one area, the existing regularly adhered to speed limit, raising unaddressed local concerns re any real accident reduction benefit and questions of proportionality and detrimental impact on the public. Para. 3.9.2 states such Average Speed Camera Schemes are 'fully funded by the SCP' thus making them intuitively attractive to NCC Highways and the paper shows they make revenue which goes back in to the scheme to finance not only their particular route, but other cameras and activities making them attractive to the SCP. Given these financial incentives for all involved to go

a certain direction and the circumstances around this particular scheme can the Chair please give his assurances that sufficient 'checks and balances' are in place to ensure the criteria used to determine accident prevention and application of it by NCC Highways officers gives the public the best possible remedy not an inappropriate lower cost option?

Response by Chairman of EDT Committee

I am sure that you appreciate that officers receive many requests from communities and Members for changes and improvements to the road network in their area. We do not have sufficient funding to be able to address all of these immediately. The Highways Network Safety team monitor the performance of all the road network and identify safety improvements.

In terms of solutions, I can assure you that officers consider all options and seek to put in place interventions that can best meet the risk in each location. Whilst the cost of an intervention is a factor, this is on a return-on-investment basis rather than a skewing towards particular solutions i.e. officers will seek to identify solutions which offer the greatest benefit with the available budget.

The programme of highway improvement schemes is approved by Members each year, and the 2019/20 allocation is on the agenda for discussion at this meeting today. You will see from the proposed programme that there is a wide range of schemes proposed.

6.6 Question from Councillors Stuart Dark, Andrew Jamieson and Michael Chenery as the Local Members affected by Item 13: Norfolk Safety Camera Partnership

Given the lack of prior remedial action at the highlighted specific locations and lack of local engagement in this particular scheme and the fact that the EDP prominently promoted the fact that the average speed cameras installed on the A17 generated revenue from 800 speeding tickets in their first 10 months of operation there is real local concern that the residents of the affected parishes and those using this route are going to be used as a 'cash cow' for funding other schemes, rather than this being about genuine accident reduction. This is not helped by the fact that the one central change in the current proposed scheme (at para. 3.75) indicates a slightly perplexing firm intention to lower the speed limit on a single carriageway either direction rural section of road through woodland with limited turnings whilst the paper only vaguely signals an intention to 'look at' reducing the speed limit on a locally know 'black spot' section of busy by-pass bisecting a village with many turnings, houses and signage indicating people in the carriageway and to 'look at' at some point in 2019/20 the highlighted junctions of local concern.

Can the Chair please reassure us members, parishes and constituents in the affected route that this is not the case by firming up the Council's

commitment with a definitive, clear, short timescale for NCC Highways Officers to positively look at the known junctions and areas of local concern as a top priority as the paper has numerous references to 'looking at' and at 'sometime in 2019/20' but no real, quantifiable drive or timeline to do so?.

Ideally, given the current situation, not of local members or residents doing, this should be short and preferably commenced immediately or as near to the start of the introduction of the Average Speed Camera Scheme, if approved, as possible to help restore public trust.

Response by Chairman of EDT Committee

As I have said above, officers will review and prioritise work based on risk. I understand that the Assistant Director Highways has already written to you to confirm the improvement schemes that have been included in the proposed 2019/20 highways programme. The Committee will consider the programme today and, once approved, highways officers will be able to timetable work in more detail. I am sure that officers will contact Local Members about timescales for delivering the schemes in their divisions as soon as they are able.

In terms of assessing the impact of the safety cameras, and other improvements, it is usual practice for a safety audit to be carried out to assess the impact of new schemes, and this will take place on the A149 at the appropriate time.

6.7 Question from Councillors Stuart Dark, Andrew Jamieson and Michael Chenery as the Local Members affected by Item 13: Norfolk Safety Camera Partnership

Can the Chair please give local residents reassurance that the issue of the A149, the main arterial route in this part of the County connecting tourists from the UK to Hunstanton and the coast beyond and residents to their main market town and the rest of the UK (so vital for business and the economy) is being looked at strategically and holistically re improving infrastructure and safety and for investment as per current best practice rather than piecemeal improvements here and there and if this is the case, given the experience of this issue, that local residents and their representatives will be consulted and involved in the process... so that things improve away from the predictable annual gridlock.

Response by Chairman of EDT Committee

I am happy to give that reassurance.

Officers will continue to take opportunities to identify suitable funding, including through funding bids, that could deliver improvements.

Environment Development and Transport Committee

Report title:	Highway Parish Partnership Schemes 2019/20
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
<p>Strategic impact</p> <p>The Parish Partnership programme delivers small highway improvements which are considered a priority by local communities and support Local Transport Plan (LTP) objectives. It is also covered by a “vital signs” performance indicator.</p> <p>In March 2017, EDT Committee agreed to continue the programme using £300,000 of the highway improvements budget to fund up to 50% of each bid, with consideration of increased contributions for parish councils with incomes below £2,000. Additionally, on 19th January 2018 the committee agreed to boost this by £25,000 for the next 4-years utilising the £20m investment from our members</p>	

Executive summary

This report sets out the proposed parish partnership programme for 2019/20 following analysis and review of the applications submitted.

Recommendations

That members:

- 1. Approve all bids listed in Appendix B for inclusion in the Parish Partnership Programme for 2019/20, including additional funding of £16,762**
- 2. Approve those in Appendix C for provisional inclusion pending the success of the bid to the Safety Camera Partnership.**

1. Background

- 1.1. The Parish Partnership Scheme began in September 2011, when Parish and Town Councils were invited to submit bids for local highway improvements, with the County Council initially funding up to 50% of bid costs. Funding is therefore targeted to meet needs identified at a local level and helps us to support and promote our role in enabling communities.
- 1.2. The programme has been well received by Parish/Town Councils and members and feedback has been very positive from communities. Key features are that it:
 - Delivers local priorities identified by local people
 - Draws in additional funding for small scale highway improvements
 - Helps communities have more of “a say”.

- 1.3. Invitation letters for 2019/20 bids were sent out in June 2018 with a closing date of 11 December 2018 (Appendix A), giving bidders good time to develop their proposals.

2. Funding

- 2.1. The Parish Partnership Programme was previously renewed on an annual basis. In March 2017 EDT Committee agreed to use £300,000 of the highway improvements budget to fund this. An additional £25,000 from the Council's £20m investment in Highways was agreed by committee in January 2018.
- 2.2. In previous years The Safety Camera Partnership (SCP) has agreed to contribute funding towards the SAM2 bids. In 2018/19 they contributed £86,000.

3. Bids submitted

- 3.1 136 bids were received for 2019/20. A short deadline extension was allowed for 3 bids.
- 3.4 We received 1 first time bid from a Parish (see paragraph 3.5) with precept (information supplied by the Parish Councils with their bids) below £2,000. Bid values fall within a narrow range of £550 to £3,100. Bidders are seeking NCC support of between 50% and 75%.

3.5

Parish	District	Precept	Scheme type	Comments
Thornage	North Norfolk	£1,530	Village Gateways	Parish seeking £1,158.80 towards a £3,476.40 scheme

- 3.6 Since 2018/19 the following approach has now been adopted to support bidders with annual income below £2,000:
- 75% County Council contribution
 - £5,000 maximum bid value
 - Offer available only once to any bidder.
- 3.7 This is considered to be an offer which is both reasonable to low-income bidders whilst still being equitable towards other bidders with moderate incomes. It will help encourage first-time bidders who may, if the scheme continues, subsequently wish to consider the alternative funding sources outlined on the NCC website. The total NCC contribution toward this bid would be £3,476.4 (compared with £2,317.6 had our contribution been 50%) which is also considered reasonable, and still allowing us to support all viable bids.

4. Assessment of Bids

- 4.1. Bids have been assessed through a combination of the following factors:
- Contribution to LTP objectives
 - Outcome for the local community
 - Value for money
 - Compliance with regulations

- 4.2. 136 bids were submitted and assessed, shown in the following table along with the value of these bids considered viable.

Scheme Types	No	£ Original bids	£ Assessed bids	£ NCC Contribution	£ Parish Contribution
20mph Wig Wags	6	£36,068	£36,068	£18,034	£18,034.00
Access	1	£35,650	£35,650	£17,825	£17,825.00
Bus Shelter	18	£124,926	£124,926	£62,463	£62,463.23
Crossing Point	2	£65,000	£50,000	£25,000	£25,000.00
Drainage	2	£25,000	£25,000	£12,500	£12,500.00
Footway	4	£43,930	£43,930	£21,965	£21,965.00
Guard Rail	1	£11,200	£11,200	£5,600	£5,600.00
Hardstanding	1	£2,700	£2,700	£1,350	£1,350.00
Junction Improvement	1	£5,755	£5,755	£2,877	£2,877.50
Kerbing	7	£61,214	£61,214	£30,607	£30,607.00
Kissing Gate/Bridge	1	£10,000	£10,000	£5,000	£5,000.00
Lining	2	£1,070	£1,070	£535	£535.00
Posts	5	£8,126	£8,126	£4,063	£4,063.00
PROW	1	£2,640	£2,640	£1,320	£1,320.00
SAM2	33	£105,748	£105,748	£52,874	£52,874.00
Signs	9	£13,730	£13,480	£6,740	£6,740.00
Surfacing	1	£5,302	£5,302	£2,650	£2,650.98
Traffic Calming	2	£16,499	£16,499	£8,249	£8,249.50
Traffic Counter	1	£400	£400	£200	£200.00
Trod	10	£62,321	£62,321	£31,160	£31,160.50
VAS	3	£34,744	£34,744	£17,371	£17,371.90
Verge Works	1	£2,000	£2,000	£1,000	£1,000.00
Village Gateways	23	£127,905	£127,905	£63,952	£63,952.68
Village Signs	1	£2,595	£2,595	£1,297	£1,297
136		£804,524	£789,273	£394,637	£394,637

- 4.3. The most popular bids have been for:

1. SAM2 (mobile VAS units which flash vehicle speed as a reminder to the driver). Subsequently owned/maintained by the Parish Council (33)
2. Village Gateways (23)
3. Bus Shelters (18)
4. Footway and Trods - a simplified, lower cost alternative to footways (often constructed using recycled road surface material) (14)

- 4.4. Over the last four years, the implementation of trods has enabled 29 footway requests to be removed from the County Council's footway database.

- 4.5. 6 bids for "part-time advisory 20mph Speed Limits with flashing school warning lights outside Schools" were submitted (4 in 2018/19) amounting to £36,068, helping promote safety at schools.

- 4.6. Of the 136 bids, 133 were considered viable bids. The total value of these bids is £789,274, making the required County Council contribution £394,637.

- 4.7. The 3 sites not taken forward included one which can be consumed within an existing improvement scheme (Norwich), one withdrawn (Clenchwarton), and

one which did not comply with traffic sign regulations (Horstead).

- 4.8. The non-SAM2 bids would require a total of £341,762 to be supported by the County Council. Our planned budget was £325,000, being made up from £300,000 LTP integrated transport fund and £25,000 from the Council's £20m investment in Highways.
- 4.9. It is proposed that the additional funding of £16,762 is drawn from the County Council's £20m investment to enable all those 100 schemes in Appendix B to be supported. First time bidders are shaded yellow.
- 4.10. In previous years The Safety Camera Partnership (SCP) has agreed to contribute funding towards the SAM2 bids.
- 4.11. We have submitted a bid to the SCP for a further £52,874 in 2019-20 to support the 33 SAM2 requests with a total cost of £105,748. This will be discussed at the Operational Group meeting of the SCP on 11 February 2019. This meeting will consider which bids can be taken to the main board of the SCP in late March, when the level of any available funding will be confirmed.
- 4.12. This emphasises the important role that the Parish Partnership Programme can have in assisting the SCP in casualty reduction initiatives.
- 4.13. It is proposed to provisionally include the SAM2 bids in the parish partnership programme pending the success of the bid to the Safety Camera Partnership. These are shown in Appendix C. First time bidders are shaded yellow.
- 4.14. The number of bids received over the past six years by Parish is mapped in Appendix C, showing a reasonable distribution across Norfolk
- 4.15. The number and value of bids submitted over the past six years by District is shown in Appendix D. This indicates a reasonable spread of bids in relation to the size of each District, although the number (22) and value (£116,593) of bids within the Great Yarmouth Borough Council area continues to be comparatively low.

5. Further development

- 5.1. "Parish partnerships" is also one of the Councils "vital signs" indicators, supporting community-based working.

6. Financial Implications

- 6.1. The allocation of funding to the Parish Partnerships programme was approved by members as part of setting the Highways capital programme. The bids from parishes recommended to be taken forward are within the available funding.
- 6.2. It is proposed that the additional funding of £16,762 is drawn from the County Council's £20m investment to enable all those 100 schemes in Appendix B to be supported.

7. Issues, risks and innovation

- 7.1. No specific risks arising from the parish partnership programme.
- 7.2. The SCP may not choose to financially support the 33 SAM2 bid we have made for funding in 2019-20.

Background Papers

1. [Report](#) on “Highways Capital Programme 2019/20/21 and Transport Asset Management Plan” to EDT 18 January 2019
2. [Report](#) on “Highways Capital Programme for 2018/19/20 and Transport Asset Management Plan” to EDT 19th January 2018 (Page 85 onwards)
3. [Report](#) on “Highway Parish Partnership Programme- unparished wards” to EDT 8th July 2016, item 17
4. [Report](#) on “Highway Parish Partnership Schemes 2017-18” to EDT 17th March 2017, item 9

Officer Contact

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

Officer name: Kevin Townly

Tel No.: 01603 222627

Email address: kevin.townly@norfolk.gov.uk



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 A: Letter to Parish/Town Councils inviting bids (June 2018)

From the Chairman of the County Council's Environment, Development & Transport Committee

Dear Sir/Madam

Delivering local highway improvements in partnership with Town and Parish Councils

I am delighted to inform you that due to the success of working in partnership with Parish/Town Councils for the last seven years the Parish Partnership Scheme Initiative will again be repeated in the financial year 2019/20. Further supporting information, including possible funding sources for your share of the bid, is available on our website (click on [this link](#)).

The County Council has again provisionally allocated £325,000 on a 50/50 basis (There is an upper limit on Norfolk County Council funding support of £25,000 per bid) to fund schemes put forward by Town and Parish Councils to deliver projects that are priorities for local communities. We are particularly keen to encourage and support first-time bids.

This letter provides more information on the process, invites you to submit bids, and explains how the County Council can support you in developing your ideas. The closing date will be the 7 December 2018. If you need any advice in developing your ideas, especially around the practicalities and cost estimates, please consult your local Highway Engineers based at your local Area Office.

Once all bids have been received we will assess them and inform you of our decision in March 2019 following approval by the ETD committee.

To encourage bids from Town and Parish Councils with annual incomes (precepts plus any another income) below £2,000, we are offering the following support;

- 75% County Council contribution
- £5,000 maximum bid value
- Offer available only once to any bidder

We will also accept bids from unparished County Council wards. Such wards can always opt to become a formal Parish Council, but otherwise we are offering support on the basis that the ward raises the required 50% funding. Kings Lynn Borough Council, Great Yarmouth Borough Council and Norwich City Council have kindly indicated their willingness to consider proposed schemes and potential funding for them. Further details are in the relevant committee report on our website (click on [this link](#)).

What sort of schemes would be acceptable?

- Small lengths of formal footway
- Trods (a simplified and low-cost footway),
- Improved crossing facilities
- Improvements to Public Rights of Way.

- Flashing signs to tackle speeding. We would encourage you to consider Speed Awareness Mobile Signs (SAM2) - which flash up the driver's actual speed rather than fixed signs (VAS) - which flash up the speed limit. The number of VAS in Norfolk has grown, and checks show that speed reduction benefits can be minimal. Whilst we will still consider bids for fixed VAS, we will need to be satisfied that they will be effective in reducing speed. We consider that SAM2 mobile signs, which are moved around on an agreed rota, are better at reducing speed; **SAM2 can be jointly purchased with neighbouring Parishes, and would be owned and maintained by the Parish/Town Council**
- Part-time 20mph signs with flashing warning lights, outside schools. The County Council trialed these in 2008/9, and generally had a favourable community response, with some moderate reductions in average speeds during peak times. Whilst the County Council supports the aspiration to have part-time 20mph speed limits outside each school in Norfolk, to do this would cost in the region of £3,750,000.

“Keep Clear” carriageway markings outside schools. Applications will be considered for new school keep clear carriageway markings (which must be supported by the local school), however, these will not be enforceable without a Traffic Regulation Order which is outside the scope of the Parish Partnership Scheme. If you wish to enforce the Order it would have to be wholly funded by the Parish or the Local Member.

New Bus Shelter. A copy of Norfolk County Councils guidance for new bus shelters is available on our web site (click on [this link](#)). **Any new shelter would be owned and maintained by the Parish/Town Council.**

Schemes can be within or off the highway provided they are linked to the highway. If they are off highway the future responsibility for the maintenance will fall to the Parish or Town Council.

Schemes should be self-contained and not require other schemes or works to make them effective.

Schemes that support the Local Transport Plan (LTP) objectives will have a higher priority for funding. The LTP can be found on our website (click on [this link](#)).

With the County Council's agreement Parishes can employ private contractors to deliver schemes. Any works on the highway would be subject to an agreed programme, inspection on completion, and the contractor having £10m public liability insurance.

What schemes will not be considered?

- Bids for minor traffic management changes such as speed limits or waiting restrictions or any Traffic Regulation Order will not qualify.
- Bids for installation of low-energy LED lighting in streetlights to help cut energy bills and maintenance.
- Mirrors in the highway

What information should you include in your bid?

- Details of the scheme, its cost and your contribution.
- A plan/map of the extents of the scheme

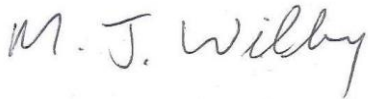
- Who, and how many people will benefit.
- How it supports the objectives of the Local Transport Plan.
- Local support, particularly from your local Member, frontagers and land owners.
- For 'off highway' schemes, your proposals for future maintenance.

Please find a simple bid application form attached to this letter. When assessing your bid, we will consider the points above, but also:

- The potential for casualty reduction.
- Any ongoing maintenance costs for the County Council.

Your bids should be emailed to ppschemes@norfolk.gov.uk (or posted for the attention of the County Programme Engineer, Linda McDermott, at the above address). If you need further information on the bid process please contact Linda, by email or by phoning 01603 228905. For advice on the scheme practicalities and/or likely costs, please contact your local Highway Engineer.

Yours sincerely

A handwritten signature in dark ink, appearing to read 'M. J. Wilby', written in a cursive style.

Martin Wilby

Chairman of Environment, Development and Transport Committee

APPENDIX B: Individual viable bids (excluding SAM2's), in Member order

Parish	Member	Scheme Type	Value of Works
Tharston and Hapton	Alison Thomas	Bus Shelter	£4,043
Wacton	Alison Thomas	PROW	£2,640
Thornham	Andrew Jamieson	Village Gateways	£10,000
Blofield	Andrew Proctor	Village Gateways	£20,500
Drayton	Anthony Adams	Verge Works	£2,000
Felthorpe	Anthony Adams	Trod	£16,000
Bunwell	Beverley Spratt	VAS	£6,270
Lyng	Bill Borrett	Bus Shelter	£8,000
North Elmham	Bill Borrett	Surfacing	£5,302
Sparham	Bill Borrett	Bus Shelter	£5,000
Swanton Morley	Bill Borrett	Kerbing	£7,000
Wimbotsham	Brian Long	Trod	£2,700
Wimbotsham	Brian Long	Trod	£3,000
Norwich - Mile Cross	Christine Rumsby	Crossing Point	£50,000
Watton	Claire Bowes	20mph Wig Wags	£3,000
Spixworth	Daniel Roper	Bus Shelter	£5,000
Cringleford	David Bills	Traffic Calming	£9,499
Hethersett	David Bills	Village Signs	£2,595
Hethersett	David Bills	Traffic Calming	£7,000
Brampton	David Harrison	Village Gateways	£3,538
Burgh and Tuttington	David Harrison	Village Gateways	£14,000
Burgh and Tuttington	David Harrison	Kerbing	£900
Bacton	Ed Maxfield	Drainage	£10,000
Garvestone	Edward Connolly	Village Gateways	£3,754
Great Ellingham	Edward Connolly	Signs	£2,800
Yaxham	Edward Connolly	Bus Shelter	£9,178
Yaxham	Edward Connolly	Village Gateways	£4,010
Gimingham	Edward Maxfield	Signs	£450
Overstrand	Edward Maxfield	Bus Shelter	£4,257
Trimingham	Edward Maxfield	Trod	£7,500
Trunch	Edward Maxfield	Village Gateways	£1,820
Mundford	Fabian Eagle	Footway	£9,000
Weeting	Fabian Eagle	Village Gateways	£5,000
Norwich - Crome	George Nobbs	Drainage	£15,000
Leziate	Graham Middleton	20mph Wig Wags	£6,834
Marham	Graham Middleton	Footway	£3,930

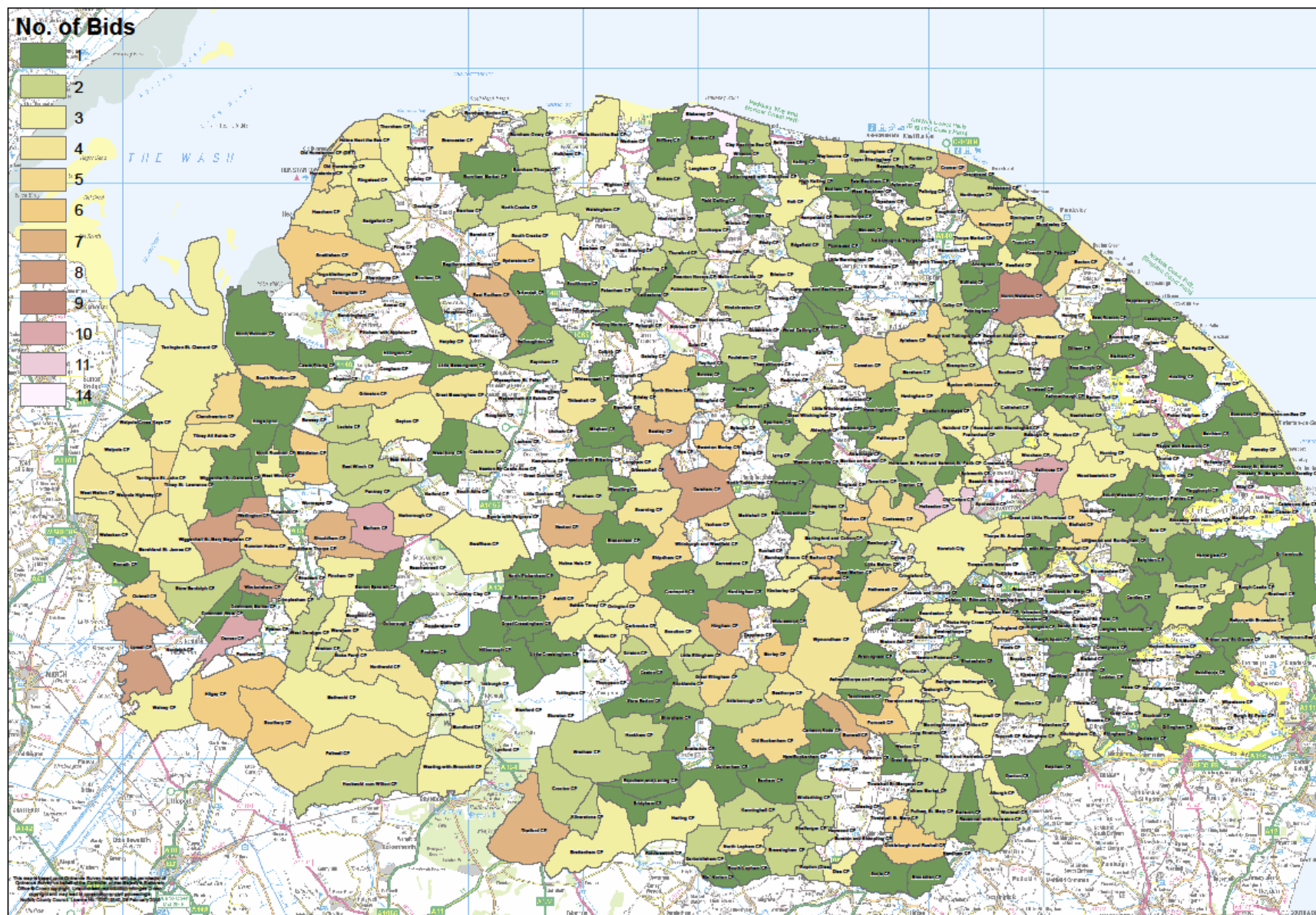
Parish	Member	Scheme Type	Value of Works
Marham	Graham Middleton	Trod	£3,725
Middleton	Graham Middleton	Bus Shelter	£3,900
Cawston	Greg Peck	Hardstanding	£2,700
Heydon	Greg Peck	Signs	£1,000
Themelthorpe	Greg Peck	Village Gateways	£8,000
Wood Dalling	Greg Peck	Signs	£1,000
Downham West	Harry Humphrey	VAS	£6,300
Welney	Harry Humphrey	Village Gateways	£2,000
Martham	Haydn Thirtle	Village Gateways	£6,000
Great and Little Plumstead	Ian Mackie	Footway	£20,000
Thorpe St Andrew	John Fisher & Ian Mackie	Bus Shelter	£14,557
Aldborough	John Timewell	Bus shelter	£7,561
Worstead	John Timewell	Posts	£1,750
North Walsham	John Timewell/Eric Seward	Kerbing	£10,000
Sheringham	Judy Oliver	Bus Shelter	£4,969
Norwich - Sewell	Julie Brociek-Coulton	Crossing Point	£15,000
Old Catton	Karen Vincent	Posts	£280
South Creake	M Chenery	Village Gateways	£1,455
Easton	Margaret Dewsbury	20mph Wig Wags	£6,834
Kimberley	Margaret Dewsbury	Traffic Counter	£400
Gillingham	Margaret Stone	Bus shelter	£3,370
Stockton	Margaret Stone	VAS	£22,174
Binham	Marie Strong	Village Gateways	£2,600
Blakeney	Marie Strong	Kerbing	£3,600
Blakeney	Marie Strong	Posts	£1,470
Blakeney	Marie Strong	Posts	£1,426
Langham	Marie Strong	Village Gateways	£6,228
Thornage	Marie Strong	Village Gateways	£4,635
Beetley	Mark Kiddle-Morris	Trod	£12,000
Denver	Martin Storey	Kerbing	£11,200
Denver	Martin Storey	Guard Rail	£11,200
Feltwell	Martin Storey	Bus Shelter	£5,000
Hilgay	Martin Storey	Lining	£200

Parish	Member	Scheme Type	Value of Works
Southery	Martin Storey	Bus Shelter	£7,800
Stoke Ferry	Martin Storey	Village Gateways	£2,432
Redenhall with Harleston	Martin Wilby	Access	£35,650
Bircham	Michael Chenery	Village Gateways	£5,525
East Rudham	Michael Chenery	Lining	£870
Harpley	Michael Chenery	Village Gateways	£672
Stanhoe	Michael Chenery	Village Gateways	£4,364
Hoveton	Nigel Dixon	Signs	£1,130
Scottow	Nigel Dixon	20mph Wig Wags	£6,834
Dereham	Phillip Duigan / William Richmond	20mph Wig Wags	£9,000
Dereham	Phillip Duigan / William Richmond	Signs	£6,000
Dereham	Phillip Duigan / William Richmond	Trod	£6,000
Hickling	Richard Price	Village Gateways	£4,222
Hemsby	Ron Hanton	Village Gateways	£10,000
Tilney All Saints	Sandra Squire	Bus Shelter	£8,000
West Walton	Sanrda Squire	20mph Wig Wags	£3,566
Holt	Sarah Butikofer	Kerbing	£5,114
Holt	Sarah Butikofer	Bus Shelter	£6,035
Hellesdon	Shelagh Gurney	Bus Shelter	£14,308
Grimston	Simon Eyre	Bus Shelter	£5,902
Roydon	Simon Eyre	Trod	£1,278
South Wootton	Simon Eyre	Bus Shelter	£8,047
South Wootton	Simon Eyre	Trod	£2,700
Brettenham	Stephen Askew	Trod	£7,418
Ingoldisthorpe	Stuart Dark	Junction Improvement	£5,755
Snettisham	Stuart Dark	Kissing Gate/Bridge	£10,000
Cromer	Tim Adams	Kerbing	£23,400
Southrepps	Tim Adams	Village Gateways	£3,850
Tattersett	Tom FitzPatrick	Village Gateways	£3,300
Salhouse	Tom Garrod	Signs	£500
Salhouse	Tom Garrod	Posts	£3,200
Salhouse	Tom Garrod	Footway	£11,000
Poringland	Vic Thomson	Signs	£600

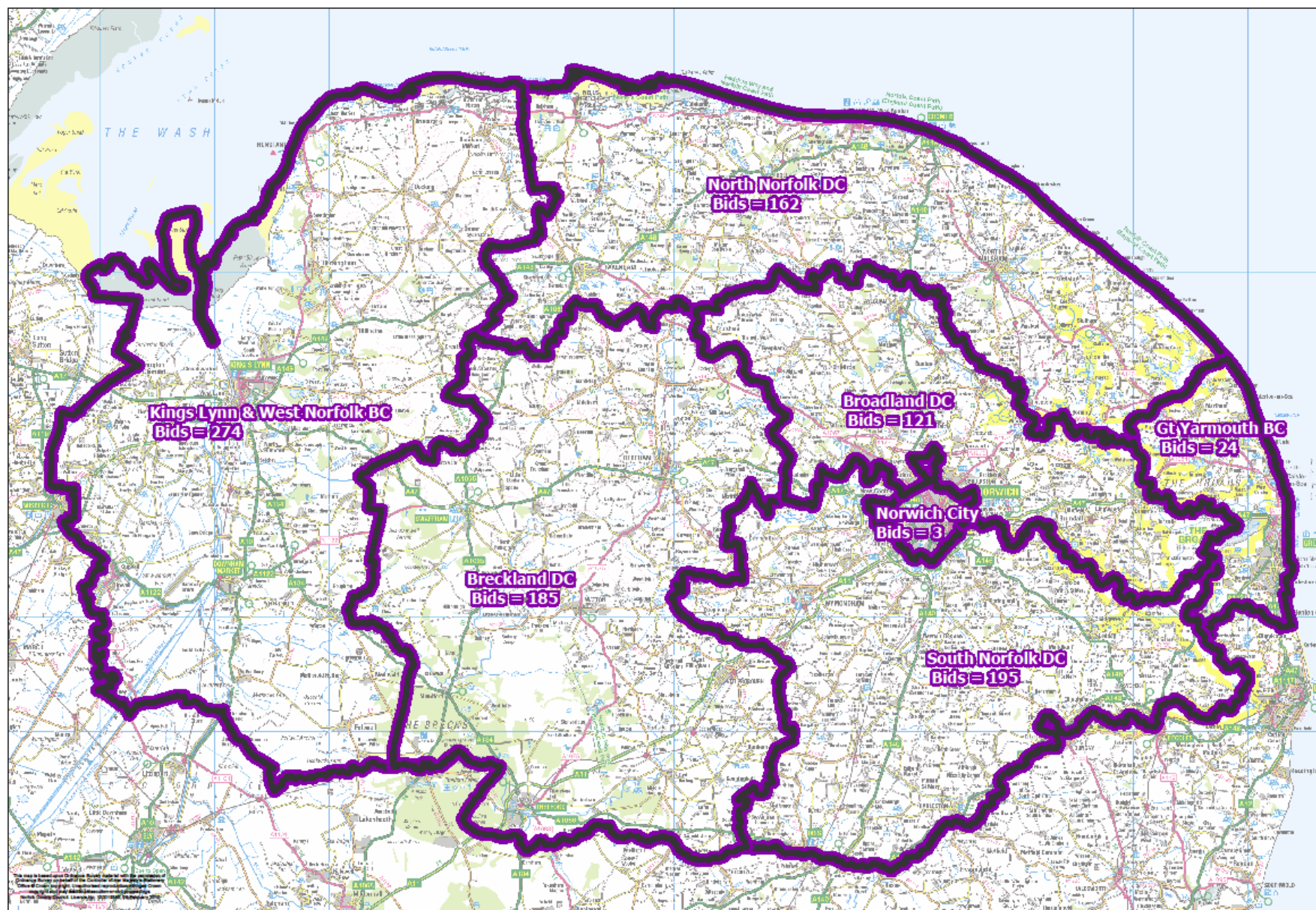
**APPENDIX C: Individual viable SAM2 bids, in Member order
(Subject to funding bid to Safety Camera Partnership).**

Parish	Member	Scheme Type	Value of Works
West Winch	Alexandra Kemp	SAM2	£3,350
Hempnall	Alison Thomas	SAM2	£3,150
Long Stratton	Alison Thomas	SAM2	£3,550
Burnham Market	Andrew Jamieson	SAM2	£3,624
Hillington	Stuart Dark	SAM2	£3400
Holme-next-the-Sea	Andrew Jamieson	SAM2	£450
Hunstanton	Andrew Jamieson	SAM2	£3,676
Langley with Hardly	Barry Stone	SAM2	£3,250
Loddon	Barry Stone	SAM2	£3,646
Seething	Barry Stone	SAM2	£3,356
Freethorpe	Brian Iles	SAM2	£3,417
Caston	Claire Bowes	SAM2	£2,800
Griston	Claire Bowes	SAM2	£3,150
Stratton Strawless	Daniel Roper	SAM2	£3,100
Bradenham	Edward Connolly	SAM2	£6,188
Rocklands	Edward Connolly	SAM2	£4,350
Yaxham	Edward Connolly	SAM2	£3,150
Swafeld	Edward Maxfield	SAM2	£3,396
Weston Longville	Greg Peck	SAM2	£3,848
Barford	Margaret Dewsbury	SAM2	£3,350
Marlingford and Colton	Margaret Dewsbury	SAM2	£3,200
Geldeston	Margaret Stone	SAM2	£3,200
Ashmanhaugh	Nigel Dixon	SAM2	£3,670
Lessingham	Richard Price	SAM2	£4,000
Walpole Cross Keys	Sandra Squire	SAM2	£3,428
Fulmodeston	Steffan Aquarone	SAM2	£3,139
Blo' Norton	Stephen Askew	SAM2	£3,667
Old Buckenham	Stephen Askew	SAM2	£3,250
Roudham and Larling	Steve Askew	SAM2	£3,368
Thorpe Market	Tim Adams	SAM2	£250
Raynham	Tom Fitzpatrick	SAM2	£3,400
Wroxham	Tom Garrod	SAM2	£2,975

APPENDIX D: Cumulative bids by Parish (February 2019)



APPENDIX E: Cumulative bids and bid value by District (February 2019)



Number of Parish Partnership Bids to NCC per District, as of 5th February 2019

Environment, Development and Transport Committee

Report title:	Recommendations of the Single Use Products Member Task and Finish Group
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact In response to a motion passed at Full Council, a Member Task and Finish Group was established by EDT Committee to make recommendations to its meeting 8 March 2019 on a balloon and lantern free charter and in relation to single use products and plastics in buildings owned or operated by the County Council.	

Executive summary

Existing County Council policies and progress are identified and proposals for next steps are presented.

Recommendations:

Members are requested to:

- 1. Recommend to Full Council on 15 April 2019 that it supports:**
 - a) Adoption of a balloon and lantern free charter.**
 - b) Updating the County Council's Environmental policy and Norfolk Fire and Rescue Service Advice on lanterns.**
 - c) Adopting a single use products policy for procurement and facilities management.**
 - a) Development of a charter for good practice on single use products as a Norfolk wide voluntary sign up quality scheme and use of County Hall as a demonstration project to establish good practice and principles.**
- 2. Request that the Member Task and Finish Group meets in September 2019 and March 2020 to assess progress and make any further recommendations required.**
- 3. To agree that the County Council becomes a signatory to the Courtauld Agreement which brings together organisations involved in the food system to make food and drink production and consumption more sustainable and reduce food waste.**

1. Proposal

1.1. Balloons and Lanterns

The Member Task and Finish Group advises that Committee recommends that the County Council adopts a balloon and lantern release charter which would supplement and complement its existing ban on their release on County Council owned land.

This approach would encourage other organisations to sign the charter and thereby provide an easy to use template to apply the principles to land they are responsible for.

Signatories to the charter would also be agreeing to ensure that their organisations switch to safer alternatives, such as tree planting, flying flags or banners, holding virtual races or using balloons in a contained way and actively encourage residents to these safer alternatives as well.

Signatories would also extend their commitment to:

- a) Support national campaigns.
- b) Promote restrictions on all open spaces used for recreation.
- c) Encourage retailers to sell alternatives and sign up to the charter.
- d) Gather evidence of the impacts of sky lanterns and balloon releases.
- e) Lobby for a ban on releases of balloons and sky lanterns.

In support of this approach the Group recommends that the County Council's Environmental Policy and Norfolk Fire and Rescue Service Advice on lanterns are both reviewed and updated.

1.2. **Single Use Products**

The Member Task and Finish Group assessed the beneficial changes already delivered by the County Council and assessed what further progress can be made and proposes:

- a) That a single use products policy for procurement and facilities management is adopted that requires practices to effectively minimise the use of single use plastics and to dispose of them responsibly. For example through procurement this could minimise the use of packaging, buying in bulk, eliminating double wrapping and where possible returning wrapping. In relation to catering this could be achieved by minimising the use of packaging by food and drink suppliers, minimising the use of packaging at point of sale, providing glasses and ceramic cups, favouring plumbed in water dispensers, incentivising users to bring their own reusable cups and containers, minimising the use of disposable wipes and buying cleaning products in bulk with appropriate dosing systems to prevent over use.
- b) Audits of single-use product and plastic usage on County Council premises, so that the scale of usage and viable and practicable re-use alternatives can be identified.
- c) Working with the Norfolk Waste Partnership to establish scope for collaboration.
- d) Recommending County Hall as a demonstration project to establish good practice and principles that can be replicated at scale, for example through other organisations and educational establishments.
- e) Developing a charter for good practice on single use products as a Norfolk wide voluntary sign up quality scheme using the same principles and approach suggested for the balloon and lantern release charter.
- f) Contributing to consultations on relevant national policy in 2019, such as on the introduction of a deposit return scheme for single use drinks containers.

- 1.3. To assess progress and make any further recommendations required it is suggested that the Member Task and Finish Group meets in September 2019 and March 2020 to review progress and make any further recommendations required.

2. Evidence

2.1. Balloon and Sky Lanterns

- 2.1.1 [Policy and Resources Committee](#) on 26 January 2015 agreed to '*ban the launching of sky lanterns and mass release of balloons from Norfolk County Council owned land*'. As the County Council land ownership is mainly agricultural land and premises such as offices and buildings this policy, although emphatic in its nature, will have had limited effect as the properties are not prone to this sort of use. To build on this a balloon and lantern free charter is suggested, to inspire others to adopt the same policy on land which is in their control.

The approach suggested is based on that taken in Dorset by the [Litter Free Coast and Sea](#) campaign as a part of its coastal partnership activities.

- 2.1.2 The County Council's [Environmental Policy](#) and Norfolk Fire and Rescue Service [Safety Advice And Guidance](#) on lanterns should be reviewed and updated to support the exiting ban on balloons and sky lanterns and any future charter.

2.2. Single Use Products

- 2.2.1 The Member Task and Finish Group assessed the beneficial changes already delivered by the County Council. In response to a County Council motion approved on 12 December 2016 (Section 5.2 below) in early 2017, and again more recently, existing practices within the County Council were reviewed involving input from the Corporate Property Team and Norse, for example in relation to restaurant services and facilities management.

- 2.2.2 This established that recycling of plastics was already being addressed, particularly in County Hall, as waste segregation was taking place that included the collection of plastics, either supplied via catering or generated by staff through the use of bottles and containers.

Norse has updated recycling signage and systems (for example in the restaurant, main reception and on all floors) to ensure the correct information is given out to all County Hall staff and visitors to help ensure that waste is recycled and disposed of appropriately. Food waste bins are also located throughout the building and at the plate clearing station in the restaurant.

Further potential for improvement was identified in relation to the number of drinking water outlets at County Hall. An evaluation showed reasonably low usage of plastic cups, with an estimated 350 used in six months, and the number of water cooler drinks machines has been reduced, for example in the reception area at County Hall and in the training rooms. The restaurant continues to use glasses and reusable cutlery, with plastic knives, forks and spoons having been removed and wood versions being moved over to corn starch.

The majority of the single use plastics used at County Hall and some satellite offices are recyclable material (eg drink bottles and sauce containers) and where appropriate, alternatives are sourced for those items that are not recyclable material, for example reusable cups were assessed for the County Hall shop and elsewhere where hot drinks are provided. However, some items which are contaminated, for example with food residue, do end up being disposed of with general waste and options for alternative materials for some products would be more expensive.

- 2.2.3 This year sandwich packaging has been reduced and simplified and a 'bring your own lunchbox' scheme has been introduced that provides a 10p reduction for take away items. The stock of UHT milk cartons is being run down to be replaced by milk jugs, snack item sales have shifted to using tongs and paper bags, sauce sachets are being replaced by a sauce station and bottled drinks are being replaced by cans in fridges and vending machines.

The next planned step is ending the provision of disposable cups to customers at the County Hall shop, meaning that drinks will be provided in ceramic based or other reusable cups that can be returned and reused.

- 2.2.4 Norse has also progressed the agenda in its role as a leading school meal provider in East Anglia. Following a trial in June 2018 with Primary Schools it has established a way to successfully reduce the packing used in its pick and mix menus without reducing the appeal to children, the overall food presentation and the practicality of the lunch service. Different types of packing and drink options were trialled and following the October 2018 half-term the packaging product list has been reduced by 50%, individual products have been switched to those made of single materials, use of plastic containers has dropped by 95% and no straws are provided as drinks are not pre-packed. This development in primary schools is being replicated in the secondary schools in business and industry catering sites operated by Norse from early 2019.

- 2.2.5 To effect wider change the County Council, working as part of the Norfolk Waste Partnership, increased its focus on lobbying and influencing national policy development around plastics, litter, waste reduction, future targets and the circular economy.

To achieve this the Partnership and the County Council now has active representation on Adept's waste panel (the Association of Directors of Environment, Economy, Planning and Transport), Nawdo's policy and advisory committee (the National Association of Waste Disposal Officers), has a representative on the Local Government Association's Waste Sounding Board, and the Partnership joined Recoup (Recycling of Used Plastics), which is an influential organisation working on the plastics agenda. This approach, alongside using pre-existing channels, has been used throughout 2017 and 2018 to help influence national policy and the development of a national resources and waste strategy which was published 18 December 2018.

- 2.2.6 Norfolk County Council is also working with the Suffolk Waste Partnership on a successful project called [Food Savvy](#) which although it has a primary focus on reducing food waste is also delivering local initiatives to reduce plastic waste. A current example is working directly with local employers Aviva and the Environment Agency in Norfolk on the establishment of a lunch club project, funded by the private sector, to get employees to take part in a month long supported plastic free lunch experiment (support such as videos, planning tools, meal plans and the support of chefs and provisions of samples to test) to lead to good ideas being shared through work places that reduce plastic usage and food waste.

Reducing household food waste at source can have a positive impact on our budgets. Action relies on working with householders as well as householders acting on messages given to them. Currently, from information provided by Wrap the average UK household throws away the equivalent of six meals a week,

which would fill 50 carrier bags with wasted food and amounts to around £700 of wasted money every year for a family. However, many families still do not recognise how much food goes to waste from their homes, 60% still believe they waste 'none' or 'hardly any' food. Over one third don't know how much they could save by reducing their food waste.

To support and build on the County Council's activities in this area to reduce food waste it suggested that it becomes a signatory to the Courtauld Agreement. National waste charity Wrap launched Courtauld 2025 as voluntary agreement in March 2016, to bring together organisations involved in the food system to make food and drink production and consumption more sustainable and reduce food waste.

- 2.3 To help inform the Group's work a visit to the Costessey Materials Recovery Facility operated by News Ltd was held on 12 February 2019 to establish the wider context around plastics usage and recovery. This process highlighted the issue and associated significant costs of contamination in recycling, operational issues around sorting materials collected for recycling and the direction of emerging national policy.

The Group has contributed to a supportive response to the Government's consultation (which ended on 22 February 2019) on its proposal to extend the single-use carrier bag charge to all retailers and to increase the minimum charge to 10p. Government has already implemented a charge on plastic bags, banned the sale of plastic microbeads, consulted on banning plastic drinking straws, stirrers and cotton buds, and is assessing the impact of banning other single-use plastic items and the County Council should continue to actively contribute to opportunities to influence emerging national policy.

3. Financial Implications

- 3.1. On 11 February 2019 Full Council approved a £25,000 budget to support work to avoid the use of single use products and fund actions arising from the work of the Member Task and Finish Group. Whilst there are no direct additional financial considerations arising from the recommendations in this report this budget could be used to support the development and delivery of education programmes and initiatives and any future decisions made in relation to premises management and catering. Such decisions should be based on detailed business cases and understandings of the consequences of different approaches, for example in relation to the:
- a) Wider socio-economic impacts.
 - b) Potential effects on businesses/SMEs.
 - c) Economic impact of changes, including on families and communities.
- 3.2. Becoming a signatory to the Courtauld Agreement is not about generating additional costs, rather it is about capitalising on the existing works and activities that are already in place by the County Council to reduce food waste. It is also about doing it in a way that sends out a signal about what we are doing to a wider audience that includes Wrap and businesses and organisations that produce waste. This is an important consideration as producers are expected to play a larger part in how local authority waste services are funded in the future, through what is called producer responsibility.

The agreement's focus is on an area of our major costs. Of the circa £50m total local authority cost for waste in Norfolk we are spending more than around £11m

a year or 22% of the total system costs by dealing with food waste. That includes the cost of collecting and processing food waste, and the cost of collecting and dealing with the food waste element of residual waste.

4. Issues, risks and innovation

- 4.1. Release of sky lanterns and balloons has environmental, social and economic impacts such as fire hazard and loss of livestock or wildlife as a result of ingestion, entrapment and or panic.
- 4.2. There is no accepted definition of single-use plastic (SUP) products, but it can be taken to include things that are made wholly or partly of plastic and that are not intended to be reused or refilled for the same purpose as they were originally intended.

SUP products include a diverse range of commonly used items that are discarded after having been used once for the purpose for which they were provided, often for as little as a few seconds, and are rarely recycled or recyclable, and are prone to littering.

SUP products include: food containers; beverage cups, bottles containers, their caps & lids; cotton bud sticks; cutlery, plates, stirrers, straws; sticks for balloons and balloons; packets and wrappers; cigarette filters; sanitary items and wet wipes; and lightweight plastic carrier bags.

SUP items represent about half of all marine litter items found on European beaches by counts. Single-use drinks containers, or parts of them, regularly feature among the top ten items found on UK beaches.

5. Background

- 5.1. Committee agreed to establish a Member Task and Finish Working Group at its meeting on 09 November 2018 in response to this motion passed at Full Council on 15 October 2018:

'Council reaffirms its commitment to the protection of the environment, in particular the marine environment, as we are a county with some 90 miles of coastline and acknowledge that we have a responsibility toward keeping it as pristine as possible.

Therefore, this Council resolves to ask Environment, Development and Transport Committee to establish a Task and Finish Group to investigate the issues of a balloon and Chinese lantern free charter and single use products including, but not limited to, single use plastics in council owned or operated buildings and report back with recommendations by April 2019.'

Committee established the following terms of reference for the Group:

- a) To consider and investigate the issues set out in the motion to Full Council as set out above.
- b) To report back findings and recommendations to EDT Committee at the meeting in March 2019.

The Membership of the Group is:

- Cllr Steffan Aquarone.
- Cllr Stuart Clancy (Chair).
- Cllr Terry Jermy.
- Cllr Bev Spratt.

- Cllr Sandra Squire.
- Cllr Tony White.

5.2. The County Council approved the following motion on 12 December 2016:

‘This Council RESOLVES to ask the Norfolk Waste Partnership to research the Reduction of single-use plastic in Norfolk. This should include the following proposals for consideration:

- 1. request officers to develop a robust strategy to move towards making Norfolk County Council workplaces ‘single-use-plastic-free’ by the end of 2017 and encourage other institutions, businesses and citizens to adopt similar measures;*
- 2. end the sale and provision of SUP products such as bottles, cups, cutlery and drinking straws in council buildings by the end of 2017, by using reusable or fully recyclable alternatives.*
- 3. investigate the possibility of requiring pop-up food and drink vendors at council events to avoid SUPs as a condition of their contract; and to replace with reusable or fully recyclable alternatives.*
- 4. work with tenants in commercial properties owned by Norfolk County Council to encourage the phasing out of SUP cups, bottles, cutlery and straws, by using reusable or fully recyclable alternatives.’*

5.3. Wrap launched Courtauld 2025 as a voluntary agreement in March 2016, to bring together organisations involved in the food system to make food and drink production and consumption more sustainable. Wrap sees local authorities as critical players in trying to reach the goal of reducing food waste as local authorities are at the end of the pipeline and have to deal with food waste left over by householders.

Organisations that sign up to the commitment are basically saying that they agree to work with suppliers and customers across the food chain from producer to consumer. This is something we are already doing in Norfolk, for example by working on the [Food Savvy](#) initiative with the Suffolk Waste Partnership, previous work with Sainsbury’s, supporting community fridges, delivering ‘Love Food Hate Waste’ and ‘Plan Eat Save’ initiatives, working with a network of food waste volunteers, as well as by supporting food waste collections and the recent. Note that there is no expectation on councils not doing food collections to start doing so if they sign up – as is evident in the Suffolk Waste Partnership involvement for example.

Officer Contact

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

Officer name : Joel Hull

Tel No. : 01603 223374

Email address : joel.hull@norfolk.gov.uk



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.

Environment, Development and Transport committee

Report title:	Adoption of the Norfolk Access Improvement Plan (NAIP)
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact <p>The Norfolk Access Improvement Plan 2019 – 2029 (NAIP) replaces the Rights of Way Improvement Plan 2007 – 2017 fulfilling the statutory duty for Norfolk County Council as county Highway Authority, to review and publish a Rights of Way Improvement Plan every 10 years under the Countryside and Rights of Way Act 2000</p>	

Executive summary

Norfolk's extensive countryside access network is an invaluable resource for residents and visitors and is free to all users. It offers a variety of attractive routes to explore for recreation and health benefits and for accessing local services. It provides access to unparalleled vistas and landscapes, to archaeology and built heritage and provides habitats for wildlife.

Norfolk County Council's Norfolk Access Improvement Plan and Statement of Actions 2019 – 2029 (NAIP) has been completed (see Appendix 1) with advice and assistance from members of the Norfolk Local Access Forum (NLAF), the statutory body that advises the Council on access to land in Norfolk. The NLAF fully recommend the document which was signed off at their meeting on 30th January 2019.

The NAIP sets out the priorities for increasing public use and enjoyment of Norfolk's Public Rights of Way network (PRoW) – footpaths, bridleways, restricted byways and byways open to all traffic. The NAIP also includes consideration of other routes and areas that allow people to access the countryside such as cycle tracks, quiet lanes, unclassified county roads and permissive routes which contribute to a dense network of access routes. Many of these are promoted as long-distance trails and attached circular walks and rides under the banner of the Norfolk Trails network. Norfolk also is fortunate in having two National Trails, the Peddars' Way and the Norfolk Coast Path.

The Plan will help deliver Norfolk Futures, the Council's strategy to 2028 which aspires to make the most of Norfolk's heritage, culture and environment; build communities to be proud of; make effective use of digital data; deliver services in places where most needed and help build a healthy and sustainable future for Norfolk.

Recommendations:

- 1. That the NAIP is adopted by the Environment, Development and Transport Committee (EDT Committee) and officers instructed to work to reference it across (and integrate it with) other Council plans, publications and initiatives.**
- 2. That the EDT Committee members assist with promotion of the plan wherever possible.**

1. Proposal

- 1.1. The NAIP is presented to the EDT committee for approval.

2. Evidence

- 2.1. The Norfolk Access Improvement Plan 2019-2029 (NAIP) sets out the priorities for increasing public use and enjoyment of Norfolk's Public Rights of Way network (PRoW) – footpaths, bridleways, restricted byways and byways open to all traffic. The NAIP also includes consideration of other routes and areas that allow people to access the countryside such as cycle tracks, quiet lanes, unclassified county roads and permissive routes which contribute to a dense network of access routes. Many of these are promoted as long-distance trails and attached circular walks and rides as the Norfolk Trails network. Norfolk also has two National Trails, the Peddar's Way and the Norfolk Coast Path.
- 2.2. Norfolk's extensive countryside access network is an invaluable resource for residents and visitors and is free to all users. It offers a variety of attractive routes to explore for recreation and health benefits and for accessing local services. It provides access to unparalleled vistas and landscapes, to archaeological sites and built heritage and provides habitats for wildlife.
- 2.3. There are 2,400 miles (3,900km) of Public Rights of Way in Norfolk (footpaths, bridleways, restricted byways and byways open to all traffic) as well as cycle tracks, quiet lanes, unclassified county roads and permissive routes.
- 2.4. The NAIP sets out priorities over the next 10 years for improving this rural and urban access network so that it is better able to meet the varying demands placed upon it:
- by increasing public, economic and environmental benefit associated with / derived from the countryside access network;
 - through community involvement
 - through a collaborative and pragmatic approach to responsibilities and resources;
 - by increasing investment in the countryside access network.
- 2.5. The NAIP includes a review of the achievements of the previous plan, discussion of and recommendations to address the needs of future users and a detailed Statement of Actions which sets out our long-term plans to deliver our ambition to improve the countryside access network in partnership.
- 2.6. The Plan will help deliver Norfolk Futures, the Council's strategy to 2028 which aspires to make the most of Norfolk's heritage, culture and environment; build communities to be proud of; make effective use of digital data; deliver services in places where most needed and help build a healthy and sustainable future for Norfolk. Norfolk Futures and the Council's vision for Norfolk in 2021 align with "World Class Environment", the county's rural strategy.
- 2.7. The NAIP's 10-year Statement of Actions is organised under 8 umbrella themes (objectives) which are to achieve:
- A well-managed access network

- A well-connected access network
- A well protected environment
- A well-promoted access network
- An access network underpinned by excellent information management
- A community –led access network
- An access network that supports / delivers health outcomes
- A valuable access network.

- 2.8. The NAIP was produced by Norfolk County Council following extensive consultation with user groups and with expert input and advice from the Norfolk Local Access Forum (www.norfolk.gov.uk/nlaf). Forum members are local people and experts in their specialist area of countryside access (or related interest area) who volunteer their time to provide advice to Norfolk County Council (and other bodies such as Natural England) on how to make the countryside more accessible and enjoyable for recreation and to benefit social, economic and environmental interests.
- 2.9. A Citizen Space online public consultation on an earlier draft of the NAIP took place between 14th March 2018 and 15th June 2018 www.norfolk.gov.uk/naip generating 102 responses. A structured stakeholder event was held on 18th April to seek comments on the draft Statement of Actions (identify gaps and with capturing opportunities for collaboration, ownership and delivery of actions) which was attended by 41 people.
- 2.10. The NAIP is set against the backdrop of Norfolk's projected growth agenda which envisages that by 2026 there will be 95,000 more jobs, 10,000 new businesses and 117,000 more homes in the county. A greater population and rise in visitor numbers will place increasing demands on the Public Rights of Way and access network which is composed of many historic routes and ways dating back centuries that do not always meet the needs and demands of users and land managers today. Other challenges are:
- (i) the loss of permissive access
- The countryside access network faces losses as permissive access agreements arranged through Countryside Stewardship are no longer funded by DEFRA. Permissive paths play an important role in making connections between existing rights of way and linking communities with green spaces. The Norfolk Local Access Forum has made good progress with a pilot scheme in west Norfolk which could deliver a template for other communities to follow
- (ii) the 2026 deadline to identify and submit applications to register unrecorded paths created before 1949 before they are lost forever (applications based solely on user evidence are not subject to the cut-off date). We are keen to encourage user groups and communities to submit applications to help get these unrecorded routes on the map.

3. Financial Implications

- 3.1. The delivery of the plan is dependent on sourcing and securing external funding to make improvements. All recent improvements to the network have been funded from a range of external sources including, the Department for Transport, the Rural Development Programme England, the Heritage Lottery Fund, Interreg, and the Community Infrastructure Levy.

If we are unable to secure external funding for the improvements discussed in the NAIP we will need to manage public expectations and explain that this kind of capital investment in the recent past has mainly come from either central government grants or from the EU.

Collaboration, partnership and projects (such as the Greenways project; Green Pilgrimage project; Pushing Ahead; are key to achieving the Plan's Statement of Actions objectives. Please see the Statement of Actions for more detail (from page 74 of the pdf of the NAIP).

Appropriate resources for capital improvements and maintenance of the network are essential to allow the plan to fully meet its objectives.

Individual Statement of Actions project objectives identify where existing NCC staffing resource will be required, and where external funding will be necessary.

4. Issues, risks and innovation

- 4.1. There are some risks around not being able to meet public expectations. The document is careful to point out that funding for improvements will need to be external, sourced and secured in most cases. The Environment Service have a strong track record in securing external funding to improve the County's access network. Currently with Brexit there are risks and potential opportunities regarding the availability of central government funding streams. However, we are exploring new ways of funding access infrastructure through, for instance, crowd-funding.

5. Background

- 5.1. The NAIP is required under Sections 60(3) and (4) of the Countryside and Rights of Way Act (2000). The legislation required that certain factors are taken into consideration when developing our access improvement plan, including assessing the condition of the network (legal record, information, publicity and management); together with resources available to enhance it. Appropriate resources for capital improvements and maintenance are essential and information on use of the network will be key to help us understand whether we are meeting our aims. Innovative ways of funding and partnership working will be required together with making best use of volunteer enthusiasm.

Officer Contact

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

Officer name: Andy Hutcheson

Tel No.: 01603 222767
07795 811231

Email address: Andrew.hutcheson@norfolk.gov.uk



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.

Norfolk Access Improvement Plan (NAIP) 2019 - 2029



Norfolk's Rights of Way Improvement Plan

Contents

Foreword

Executive Summary

- 1 Introduction
- 2 Progress—achievements of the ROWIP 2007—2017
- 3 Future user needs
- 4 Gaps in the network
- 5 Network management
- 6 Crossover between the NAIP and other plans
- 7 Statement of Actions 2019—2029
- 8 Appendices

If you have any queries about this document, please contact:
Community & Environmental Services
Norfolk County Council
Floor 6 County Hall | Martineau Lane | Norwich | NR1 2SG
Tel. (01603) 222773
E: environment@norfolk.gov.uk
W: www.norfolk.gov.uk

For a large print version or other format, please contact us.



Foreword

Welcome to the Norfolk Access Improvement Plan for 2019–2029 which incorporates the Rights of Way Improvement Plan. The Plan sets out priorities for improving access to the countryside for residents of Norfolk and visitors to our county over the next ten years.

The document replaces the previous 10 year plan which was reviewed as required under the Countryside and Rights of Way Act (CROW Act, 2000). The new plan is the result of extensive consultation with many user groups, and draws out priority areas to address future need. Feedback showed that there is great enthusiasm and potential to deliver a more integrated access network which provides for a wide range of user groups and which benefits **local businesses, people’s health, landowners and the environment**.

Our plan is set against the backdrop of Norfolk’s growth agenda: by 2026, there will be 95,000 more jobs, 10,000 new businesses and 117,000 more homes.¹

A greater population and rise in visitor numbers will place increasing demands on our Public Rights of Way and access network, which is composed of many historic routes and ways dating back centuries that do not always meet the needs and demands of users and land managers today. **Welcome initiatives such as Norfolk County Council’s recent plans to bring** disused railways back into use as cycling and walking routes across Norfolk (Greenways project) aim to deliver many miles of new routes, connecting market towns and allow people to use sustainable options for travelling to school, work and local services. Expanding the network of off-road cycling and walking trails will help promote Norfolk as a visitor destination.

However, the countryside and urban access network faces losses as permissive access agreements arranged through Countryside Stewardship lapse, with (at the time of writing) no replacement schemes available.

Permissive paths play an important role in making connections between existing rights of way and in linking communities with green spaces: their loss will be keenly felt, unless local solutions can be found.

The drive to identify and submit applications to register unrecorded paths created before 1949, for a deadline in 2026 (Countryside and Rights of Way Act 2000, Section 53) before they are lost forever, is another significant responsibility that must be met during the lifespan of this current plan. Gathering the documentary evidence and applying for paths to be recorded can be a lengthy process, but without legal protection, the right to access many routes which are still in current use but not recorded on the Definitive Map and Statement will be lost to future generations*. We are particularly keen to encourage user groups and communities to submit applications to help get these unrecorded routes on the map. Applications must be received and accepted by 2026.

We are lucky to have a variety of beautiful landscapes including the Broads National Park, Norfolk Coast: Area of Outstanding Natural Beauty and Wash European Marine Site that attract visitors and local people alike into the countryside. Maintaining and improving access for all users is essential to enable people to enjoy Norfolk to the full and for the long-term sustainability of the landscape. We encourage you to become familiar with **our plans and get involved with our journey to maintain and shape Norfolk’s** access network for the future.

Councillor Martin Wilby
Chair of the Environment, Transport and Development Committee, Norfolk County Council

Martin Sullivan
Chair of the Norfolk Local Access Forum

* Applications based solely on user evidence are not subject to the cut-off date

^{1,2} etc. Please see Appendix for website references and full website urls

Executive Summary

There are 2,400 miles (3,900km) of Public Rights of Way in Norfolk (footpaths, bridleways, restricted byways and byways open to all traffic), as well as cycle tracks, quiet lanes, unclassified county roads and permissive routes, making up a dense network of access routes. Many of these are promoted as long-distance trails and associated circular walks and rides.

Public Rights of Way can contribute to people's wellbeing, offer sustainable and non-polluting transport opportunities for commuting, support the rural economy and provide green corridors for wildlife.

Our goal over 10 years is to increase the number and range of **people accessing the outdoors through Norfolk's Public Rights of Way network**. To achieve this we need to ensure that the network reflects user needs and we must take account of the wider public **including those who don't participate in outdoor recreation on a regular basis**.

The Norfolk Access Improvement Plan (which incorporates Norfolk's Rights of Way Improvement Plan) sets out priorities over the next 10 years for improving this rural and urban access network to make it easier to enjoy Norfolk's countryside and coast sustainably.

The new plan is required under sections 60(3) and (4) of the Countryside and Rights of Way Act (2000) and is for anyone with an interest in countryside access, whether a user, landowner or manager or other stakeholder.

The legislation requires that certain factors are taken into consideration when developing our access improvement plan, including assessing the condition of the network (legal record,

information, publicity and management); together with resources available to enhance it. Appropriate resources for capital improvements and maintenance are essential and information on use of the network will be key to helping us understand whether we are meeting our aims. Innovative ways of funding and partnership working will be required together with making best use of volunteer enthusiasm.

There are three parts to the Norfolk Access Improvement Plan: a **review of the achievements of the previous plan (Norfolk's Rights of Way Improvement Plan 2007 – 2017)**; discussion of and recommendations for future user need; and a Statement of Actions, our long-term plan to deliver our ambition, which is organised by theme.

Looking ahead, key strategic objectives are to:

- manage the countryside access network so that it is better able to meet the varying demands placed upon it;
- increase public, economic and environmental benefit;
- actively seek the involvement of communities;
- take a collaborative and pragmatic approach to responsibilities and resources; and
- increase investment in the countryside access network.

The Plan has been produced by Norfolk County Council (as Highways Authority for Norfolk) following extensive consultation with user groups, and with expert input and advice from the Norfolk Local Access Forum (NLAF). Forum members are all local people and

Executive Summary

experts in their specialist area of countryside access, who volunteer their time to provide advice to Norfolk County Council and Natural England on how to make the countryside more accessible and enjoyable for recreation and to benefit social, economic and environmental interests.

The Plan will help deliver [Norfolk Futures](#)¹, the Council's strategy to 2028, which aspires to make the most of Norfolk's heritage, culture and environment; build communities to be proud of; make effective use of digital data; deliver services in places where most needed and help build a healthy and sustainable future for Norfolk. Norfolk Futures and the Council's [Vision for Norfolk in 2021](#)¹ align with "World Class Environment", the county's [rural strategy](#)².

The NAIP's 10 year Statement of Actions consists of 8 sets of objectives intended to achieve the following aims: a well managed access network; a well connected access network; a well protected environment; a well-promoted access network; an access network underpinned by excellent information management; a community-led access network; an access network that supports/delivers health outcomes; and a valuable access network.

Annual delivery plans collating all activities across the wide partnership of organisations involved with Public Rights of Way will be created each year.



^{1,2} etc. Please see Appendix for full website urls

1 Introduction: the Norfolk Access Improvement Plan (NAIP)

1.1 The Norfolk Access Improvement Plan 2019-2029: Rights of Way Improvement Plan 2 (or 'NAIP') sets out the priorities for improving our rural and urban access network for the benefit of people and wildlife. This includes Public Rights of Way (PRoW), long-distance trails, other promoted routes such as circular walks/rides, quiet lanes, unclassified county roads (UCRs) and permissive paths.

[The Countryside and Rights of Way \(CROW\) Act \(2000\)](#)¹ requires Highway and National Park Authorities to make a new assessment of specified matters in their original [Rights of Way Improvement Plans](#)² and to review these, deciding whether they should be amended, not more than 10 years from the date of publication.

The strategic review of [Norfolk's Rights of Way Improvement Plan \(2007-2017\)](#)³ considered the wider factors that influence both rural and urban access. Norfolk County Council produced a smarter live [Action Plan](#)⁴ which is being monitored by the [Norfolk Local Access Forum \(NLAFF\)](#)⁵ and recognises the current priorities for the access network.

The NAIP will link to the [Broads Integrated Access Strategy](#)⁶ which is monitored by the [Broads Local Access Forum](#)⁷ or BLAF, and will recognise shared goals for access improvement.

We aim for users to experience all that the network has to offer and to enjoy the many benefits that come with this. For example, better provision for walkers, cyclists, equestrians, drivers of motorised

vehicles and those with physical or mental disabilities and visual impairments. We also want to encourage more people currently not using the network to go out and enjoy the countryside.

In addition to the wide range of users, other beneficiaries include local businesses, landowners and the environment, all of which stand to gain from a high quality and better signed and promoted network.

The NAIP will help deliver [Norfolk Futures](#)⁸, the Council's strategy to 2028 to build a healthy and sustainable future for Norfolk.



^{1,2} etc. Please see Appendix for full website urls

1 Introduction: refreshed aims and objectives

1.2 The new 10 year Statement of Actions has a refreshed set of aims and objectives with a structure for annual delivery plans.

We aim to create an easy to use, safe, healthy and sustainable way to enjoy the Norfolk coast and countryside by delivering:

1. A Well Managed Access Network. We will manage a well-signed and maintained network of multiuse routes efficiently and economically (Public Rights of Way and promoted Norfolk Trails and the National Trails in Norfolk) providing access to coastal, rural and urban areas, using good systems and standards;
2. A Well Connected Access Network. We will develop an integrated green network of routes and paths that provides opportunities for all users; improves ecological resilience; creates opportunities to connect with green space and places of natural and cultural heritage; improves connections for work/education/recreation for residents, and addresses other gaps with demonstrable need where possible, both within and outside targeted 'growth' areas;
3. A Well Protected Environment. We will protect the biodiversity and archaeology of the access network, improve **understanding of Norfolk's landscape, archaeology and the** natural and historic built environment that can be accessed from the network and manage the impact of visitors on protected sites;
4. A Well Promoted Access Network. **We will promote Norfolk's** access network, the outstanding countryside and heritage that can be reached from it, and the benefits of outdoor activity, developing a communications plan to reach key user groups (visitors, walkers, cyclists, horse-riders, motorised vehicle users, disabled users and new users);
5. An Access Network Underpinned by Excellent Information Management. We will maintain paper, Geographical Information Systems (GIS) and web-based versions of definitive and interactive maps and other access network information and integrate datasets spatially to identify opportunities where PROW/Trails can deliver gains for the economy, health and communities;
6. A Community-led Access Network. We will increase the involvement of communities in the development of and care for their local access network, working with parish councils, volunteers and other community organisations;
7. An Access Network that Supports / Delivers Health Outcomes. We will improve the health and wellbeing of residents and visitors through initiatives which promote and demonstrate the benefits of physical activity to those not currently using the access network or who would benefit from additional physical activity as identified in the Norfolk Public Health Strategy;
8. A Valuable Access Network. We will maximise the economic benefits to Norfolk that are generated through the access network by working with businesses, tourism agencies and Destination Management Organisations (DMOs) etc.

2 Achievements of the ROWIP 2007—2017: overview

2.1 Overview

[Strategic Review March 2015](#)¹

A review of the ROWIP 2007—2017 was undertaken in 2014/15 with the [Norfolk Local Access Forum \(NLAF\)](#)², to address areas which had become out of date. A new development framework was established with an updated action plan. It included Public Rights of Way plus the wider countryside access network in its remit and was intended to form part of the preparation for the new 10 year plan in 2019.

There have been many changes in the way Rights of Way have been managed in Norfolk since 2007. Reduction in resources for local government has led to a split in responsibilities between departments. Statutory maintenance is now covered by the **Council's** [Highways Teams](#)³ whilst promotion has remained with the Environment Team with the rebranding of promoted routes under the [Norfolk Trails](#)⁴ brand. Norfolk Trails comprises 13 long-distance routes managed to [National Trail standard](#)⁵ and 200 circular walks and associated cycle and bridle routes. There is one National Trail in Norfolk which is managed through a Norfolk National Trail Partnership: the Peddars Way and Norfolk Coast Path.

The County Council's responsibilities as a Surveying Authority— keeping a record of all Rights of Way in Norfolk—lie with the Legal Orders and Registers Team (see Appendix 8.4).

[Permissive Access](#)⁶ has also seen changes with the ongoing closure

of Countryside Stewardship schemes and a reduction in the number of permissive paths available for public use.

Changes in legislation include implementation of the [Marine and Coastal Act 2009](#)⁷ leading to the creation of new sections of National Trail in Norfolk which form part of the [England Coast Path](#)⁸.

There have also been many changes in the way other relevant national and local strategies and plans are managed – for example:

- [New Anglia](#)⁹ – the Local Enterprise Partnership – has taken the lead on Economic Strategies and Planning;
- **a 'Business Board' replaced the Greater Cambridge Greater Peterborough Enterprise Partnership (GCGP LEP) in 2017 with responsibilities to develop economic growth in an area which includes King's Lynn;**
- [Public Health](#)¹⁰ has been incorporated into the responsibilities of the County Council;
- The East Anglian Tourist Board has been replaced by [Visit East Anglia](#)¹¹
- the Sports Partnership created [Active Norfolk](#)¹²
- the [National Planning Policy Framework](#)¹³ has been introduced
- Parish Councils are now adopting [Neighbourhood Plans](#)¹⁴.

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: strategic context

2.2 Strategic context: who manages our countryside access network?

The Highway Authority (Norfolk County Council) manages and makes improvements to the public access network which comprises 3,900km of [Public Rights of Way \(PRoW\)](#)¹, [long-distance trails](#)² and associated promoted routes including circular walks, cycle and bridle routes. This also includes the [Peddars Way and Norfolk Coast Path National Trail](#)³ and the new stretches of the England Coast Path.

[The Norfolk Local Access Forum \(NLAF\)](#)⁴ provides strategic advice to the Highway Authority on local access improvement priorities and projects.

A right of way is usually maintained at public expense with responsibility for its surface lying with the Highway Authority and the underlying land owned by the adjoining landowner.

Landowners have a responsibility to ensure that Public Rights of Way are accessible and the Highway Authority has the responsibility to enforce this. Norfolk County Council can take enforcement action against a landowner or occupier such as a tenant farmer who does not comply with the law.

The Broads National Park area is managed by the [Broads Authority](#)⁵. The [Broads Plan](#)⁶ sets out a long term aim for the sensitive management of tourism and recreation. It identifies possible improvements that should be made to access routes and

their connections to key tourist facilities and sustainable transport links.

The [Integrated Access Strategy](#)⁷ was developed in 2013 to deliver this element of the Broads Plan and the document serves a similar purpose to the NAIP. Shared aims and objectives will be identified and addressed within the thematic strands of this plan.

The Broads National Park area has its own Local Access Forum (the [Broads Local Access Forum](#)⁸) that advises the Broads Authority on access functions. There is a dialogue between the two Forums and joint working undertaken to achieve joint goals.

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

2.3 Progress since publication of the ROWIP in 2007

The needs of users remain broadly the same as described in the 2007—2017 ROWIP:

- good signage and waymarking;
- well drained, robust surfaces in all weather conditions; and
- good information about a route, both before a visit and en-route.

There are variations amongst user groups, but the needs have not changed significantly.

2.3.1 Assessment of the Network

The rights of way network is 3,900km long in Norfolk. Walkers are relatively well catered for and off-road cyclists, horse-riders, carriage drivers and motorists are supported wherever possible. The reduction in resources for local authorities has meant that Norfolk County Council has some difficulties meeting some user groups' expectations and there are still issues with :

- Poor maintenance (vegetation not cut enough, uneven surface, muddy and poorly-drained paths);
- Safety (primarily from motor traffic);
- Obstructions (locked gates, barbed wire fences, crops, ploughing);
- Poor continuity and connectivity of cycle and bridle routes;
- Poor signposting/ waymarking.

^{1,2} etc. Please see Appendix for full website urls

Considerable progress has been made on promoted routes with a well signed network of long distance trails ([Norfolk Trails](#)¹) and the development of more circular routes. Norfolk is lead partner for the Norfolk Coast Path National Trail, including the implementation of the new [England Coast Path](#)² in Norfolk. Two new stretches of coast path (Hopton on Sea to Sea Palling and Sea Palling to Weybourne) have been opened with two further stretches between Weybourne and Sutton Bridge under development (2019).



2 Achievements of the ROWIP 2007—2017: progress

2.3.2 Assessment of Adequacy

Many of the key shortfalls identified in 2007 remain:

- Fragmented and uneven distribution of the network, particularly bridleways and byways;
- Limited opportunities for people with disabilities;
- Lack of good information for infrequent users to encourage them to go out onto the network.

Progress has been made in many areas however, and notable improvements include:

- Further development of the 13 long distance [Norfolk Trails](#)¹, (Angles Way; Boudicca Way; Bure Valley Path; Fen Rivers Way; Little Ouse Way; Marriott's Way; Nar Valley Way; Norfolk Coast Path; Paston Way; Peddars Way; Weavers' Way; Wensum Way; Wherryman's Way), ten of which were established under the previous ROWIP. These are now maintained to the same **standard as National Trails**. The Marriott's Way and Peddars Way National Trail have good multi-user access;
- The establishment of Stretches 1 and 2 of the [England Coast Path](#)²;
- The creation of new circular walks linked to Norfolk Trails and public transport where available, which add to the portfolio of circular walks developed under the previous ROWIP;

- The creation of the [Norfolk Trails website](#)¹;
- The creation of a series of [Access Tested](#)³ routes by Norfolk Trails and [Easy Access Walks](#)⁴ by the [Norfolk Coast Partnership](#)⁵.



^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

2.3.3 Statement of Actions

The 2007-2017 ROWIP identified seven objectives, developed from the findings of the needs assessment and set out how Norfolk County Council planned to work with partners to achieve the objectives in the Statement of Actions. Each objective had aims, actions and an indication of resources required together with key partner organisations and performance measures.

Objective 1 – develop a well signed, maintained and easily accessible network. This objective was aimed at improving the management of the network.

The majority of measures within this objective were achieved – with a review of the priority system for footpaths prioritising greatest use **and public benefit generating the ‘Norfolk Trails’ concept: as well as** significant reductions in the number of stiles and barriers on PRoW.

Objective 2 – Develop and maintain an integrated network that provides for the requirements of all users. This objective aimed to integrate the ROWIP into a wide range of associated plans and policies to provide transport, economic, health and social benefits. Again, much good work was done and many plans and policies do now refer to the ROWIP; work with Local Authorities to develop Green Space Strategies was achieved as well as easy access routes.

Objective 3 – Improve promotion, understanding and use of the network. This objective aimed to address the need for better

coordinated, branded and targeted promotion of the network, increasing public use and economic benefits to rural areas. Much of this was achieved through the creation of the Norfolk Trails brand and website, funded projects, the establishment of a range of visitor counters on routes and the uploading of the Definitive Map onto the NCC website. Development projects included:

- Upgrading and promotion of: Angles Way, Boudicca Way, the Nar Valley Way and Weavers Way;
- Creation of a new trail—the Wensum Way— which connects the **Nar Valley Way with Marriott’s Way and allowed for a new 96 mile Cross Norfolk Trail from King’s Lynn to Great Yarmouth.**

The work with the health sector was delivered by developing a series of over 100 health walks published as the Health Heritage and Biodiversity range of walks aimed at less frequent users and describing the suitability of routes for disabled users in attractive booklets which were very popular.

Objective 4 – Encourage community involvement in improving and maintaining PRoW. This objective aimed to increase public involvement in the protection and maintenance of the network. The actions in this objective were limited in their ambitions, and the situation within NCC has changed considerably regarding the involvement of communities and volunteers – so a great deal more has been achieved by volunteers than originally envisaged.

2 Achievements of the ROWIP 2007—2017: progress

Objective 5 - [Develop a safe network of PRow](#). This action aimed to improve safety for walking, cycling and riding. Many initiatives have improved safety of routes crossing roads and railways and replacement and maintenance of bridges.

The Norfolk Cycling and Walking Strategy has addressed safety issues for walking and cycling, and the [Pushing Ahead](#)¹ project has a funding stream for safety improvement on the Highway network.

Objective 6 - [Prepare and make publicly available an up to date digitised Definitive Map](#).

The Definitive Map has been digitised and is now available on the [NCC website](#)². Procedures for dealing with applications to add historic paths to the definitive map are described within the current [NCC policy](#)³ which deals with applications in the date order they are registered. This is particularly important for routes that were established before 1949 because if these routes remain unrecorded by 1 January 2026 then they will be lost ([CRoW Act 2000, Section 53](#)⁴).

Objective 7 [Protect and enhance biodiversity](#) associated with the network of the PRow. This objective aims to ensure that the PRow management regime recognises, protects and promotes biodiversity.

Norfolk contains many sites designated under UK and European legislation (e.g. [Natura 2000](#)⁵) for nature conservation value, some very large, and is among the most important counties in England for

nature conservation. Sites may be vulnerable to change and/or development, either directly or indirectly. Recreation levels in the county continue to increase and the location of and scale of new development will continue to influence the level of visitor use. Increased recreation places increasing demands on the management of the protected sites and can cause impacts to the designated interest features. As such strategic planning for residential development needs to ensure these issues are adequately addressed and well signed. Maintained public access routes are key to achieving a good balance between public access and protection of sensitive sites.

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

The review of the ROWIP in 2015 published a new [Statement of Action](#)⁶ under themes. Under these themed headings, notable and ongoing achievements include:

Green Infrastructure and Planning

The opportunity to develop ideas for projects funded by the Community Infrastructure Levy or CIL through the [Greater Norwich Infrastructure Plan](#)⁷ (GNIP). [Marriott's Way](#)⁸ has received significant funding for upgrading already.

Health and Wellbeing

- The [Staying Active and Independent for Longer \(SAIL\)](#)⁹ project has been funded through the 2 Seas Interreg Programme and is helping older people to remain active. SAIL is being delivered by Active Norfolk and Norfolk Trails;
- Norfolk Health Walks (initiated by Active Norfolk and since 2012 run by volunteers) have encouraged many people to become more active.

Access for All

- An upgrade to the Angles Way which created a boardwalk with wheelchair access running alongside [Burgh Castle](#)¹⁰. The project was funded by the WREN Landfill Trust.

Community Engagement and Volunteering

- **The establishment of Friends' Groups and Volunteering schemes** on the Peddars Way and Norfolk Coast Path National Trail, **Angles Way and Marriott's Way.**

Children, Young People and Education

- Working with schools to engage children and young people **through projects including the Marriott's Way Heritage Project.**

Economic Partnership and Business Engagement

- **Promotion of the Weavers' Way and Paston Way through the Explore More Coast project;** promotion of walking and cycling **opportunities near the coast between King's Lynn and Hunstanton through the Coastal Treasures project.**
- Development of a [rural businesses toolkit](#)¹¹ as part of [COOL Tourism](#) to help businesses benefit from their proximity to Norfolk Trails
- **Celebrating the railway heritage of the Marriott's Way through the Heritage Lottery Fund (HLF) [Marriott's Way Heritage project](#)¹².**

Environment, Biodiversity and Conservation

- Improving access to the natural environment in Thetford Forest through the creation of the Brecks Forest Way (Breaking New Ground project).

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

Coastal and Open Access

- Creation of stretches 1 and 2 of the England Coast Path from Weybourne in north Norfolk to Hopton, south of Great Yarmouth.

Cycling

- Encouraging walking and cycling in Norwich and Great Yarmouth through projects such as Pushing Ahead 1 and 2 and Active Travel; new off-road cycle access between Hoveton and Horning, the first section to open of the [Three Rivers Way](#)¹³ cycle path;
- **Upgrades to Marriott's Way**

Horse Riding and Carriage Driving

- Significant improvements to signage and surfaces along the Peddars Way;
- **Upgrades to Marriott's Way.**

Mechanically Propelled Vehicles

- There is continued work to educate Mechanically Propelled **Vehicle users to prevent misuse and damage to the county's unsurfaced byways.** Inclusion of these on the Council's Interactive Map is a useful step forward and has enabled other countryside users to know that these rights of way are accessible to all.



^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

2.3.4 Broads Public Rights of Way and Open Access Plan

Many landowner and conservation bodies contributed to access improvements on their land over the period of the last ROWIP. The Broads Authority managed their contribution to the ROWIP through the Broads Rights of Way and Open Access Improvement Plan (part of the wider Broads Plan). This was reviewed in 2013 and was refreshed as the [Broads Integrated Access Strategy](#)¹ to deliver the access element of the Broads Plan by better connecting moorings, nearby villages, facilities and tourist attractions.

Long-term, the Broads Integrated Access Strategy's aim is to work with councils and other stakeholders to develop new paths and moorings and improve existing ones. Extra signposts will be put up to direct holidaymakers to nearby facilities and the use of mobile app technology will be investigated.

The Broad's Integrated Access Strategy's key objectives are to:

- Improve links between land and water and to the water's edge;
- Improve access links to local facilities, settlements and visitor destination points;
- Encourage sustainable travel choices such as public transport, walking, cycling and non-powered boating and improve links between public transport provision and visitor destination points and access routes;
- Provide appropriate information and interpretation on access to

recreational opportunities;

- Work with partners and local communities towards the long-term objectives of this strategy, seeking to make the best use of shared knowledge and resources;
- Produce an annual action plan and monitor this in line with the Broads Plan review process.

© Photograph <http://gonecoastalinaustin.blogspot.co.uk/>



^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

The [Strategy](#)² provides a broad framework for the development of the recreational access network in the Broads. Delivery of the strategy is monitored and evaluated in line with, and to inform, the Broads Plan review process. Annual progress reports are taken to the Broads Authority Navigation Committee and Broads Forum.

Although the Broads Authority's Integrated Access Plan remains a separate document to the Norfolk Access Improvement Plan, the aspirations of both documents align and there are many opportunities to deliver actions for Norfolk together. This is reflected throughout the Statement of Actions in the new NAIP.

The importance of the Broads National Park for recreation and visitor attraction has been recognised in several pieces of market research commissioned by Norfolk County Council, Visit Norfolk and the Broads Authority. Research carried out by Insight Track for Visit Norfolk in 2014 specifically identified the importance of the Broads, highlighting the fact that for domestic visitors, the most appealing areas of Norfolk are urban, coastal or waterways. Stakeholder research showed that walking, particularly to obtain views of water or to walk alongside water, was one of the most popular activities for visitors and residents.



^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

2.3.5 Norfolk Coast Partnership—access in the Norfolk Coast Area of Outstanding Natural Beauty (AONB)

To meet the needs for recreation in the AONB, with a view to increasing understanding, valuing and care for the area is a secondary, non-**statutory, but central purpose of the area's** designation.

Section 4.5 of the Norfolk Coast Partnership's [Management Plan 2014-19](#)¹ highlights key issues and corresponding objectives relating to access and recreation in the Norfolk Coast AONB, notably the encouragement of the sustainable enjoyment of the area by visitors and local residents.

The key policies relating to access are to:

- **Improve communication of the area's special qualities, including seascapes;**
- Improve understanding about current and future visitor numbers, behaviours, visit profiles and recreational activities, particularly for coastal Natura 2000 sites and seek funding for their mitigation;
- Develop consistent messages with the tourism sector and local communities about promotion of the area that take into account sensitivity to visitor and recreational pressures and capacity to manage these;

- Develop integrated and holistic management of recreation **activities along the Area's coast to provide opportunities for all** actual and potential users that do not impact on sensitive sites, especially coastal Natura 2000 sites;
- Ensure that opportunities, information and incentives for visitors to enjoy the area without using the car, including new public access links, are easily available and increased where appropriate.

Actions on 'Access' undertaken by/via Norfolk Coast Partnership and/or its Sustainable Development Fund in the Norfolk Coast AONB, 2008-18

Access, whether it be delivered via work on the ground or associated promotional materials, is incorporated wherever possible into all Norfolk Coast Partnership projects.

Key projects within this timescale and relating to key policies are:

- [Explore More - Walks](#)²
Ten walks of varying lengths have been developed and audited and are now promoted via the Norfolk Coast Partnership website. These walks promote the lesser known parts of the Norfolk Coast AONB, with the intention of drawing tourism away from the most sensitive areas along the coast to equally interesting inland sites within the AONB hinterland;

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

- [Explore More - Off-road Cycling](#)³
Four off-road, inland cycling routes totalling 59 miles have been created and are promoted via the Norfolk Coast Partnership website. This project was originally designed to create horse-riding routes too, however there were insufficient resources to make the links with landowners to create suitable routes around the existing fragmented bridleway sections within the AONB.
- [Your Norfolk Coast](#)⁴
This business to business project includes an active map of sustainable activities in the Norfolk Coast AONB and offers a toolkit and itinerary builder which provide businesses with access information for their guests, enabling them to enjoy the best of the local area in a sustainable way.
- [Accessible Walks for All](#)⁵
Based on a Heritage Lottery funded project in 2000, suitable accessible walks were selected with a user focus group and guides were created for each route. The details of these 14 walks have since been developed further and are now available to download on the Norfolk Coast Partnership website. They are audited biannually in line with latest best practice and in the event of any user group feedback or known changes. The information has recently been revamped to include photography of the routes to facilitate suitability choices for the end user.
- [Norfolk Coast Cycleway](#)⁶
Following Sustrans National Cycle Network Route 1, then regional route 30 and a variety of quiet lanes and small roads to Great Yarmouth, the map and information for the Norfolk Coast Cycleway was revamped, updated and reprinted in 2012. The Norfolk Coast Cycleway is 97 miles in length with 212 miles of additional cycleway loops exploring the AONB, linking villages and services to the route; it provides access to the three mainline rail stations close by. Details of these additional routes are available to download from the Norfolk Coast Partnership website. The map is now available to buy from the Norfolk Coast Partnership's online shop and a list of local stockists. If it can be judged via map sales, the route is hugely popular with locals and visitors.
- [Nine Chalk Rivers Project](#)⁷
15% of the world's 200 true chalk rivers are located in Norfolk representing a rare and valuable resource particularly for biodiversity. This Catchment Restoration Fund project incorporated promotion of routes for members of the public to access nine of these chalk rivers.
- [Glaven Eel Project](#)⁸
The Glaven Eel Project, funded by the Heritage Lottery Fund and delivered in 2015-18, saw the development of a Glaven Eel

^{1,2} etc. Please see Appendix for full website urls

2 Achievements of the ROWIP 2007—2017: progress

Trail, incorporating a trail leaflet, interpretation boards at key sites and five new pieces of eel-inspired art along the Glaven River.

- [Sustainable Development Fund](#)⁹
 The Norfolk Coast Partnership Sustainable Development Fund, a community-focussed grant scheme, has helped to fund a number of projects which include provision, promotion or improvement of access:
 - o [Pretty Corner Woods – Sheringham](#)
 The Woodland Trust project improved waymarking of the trails in the area and interpretation in the woods for visitors.
 - o [Paston Heritage Society](#)
 The Paston Heritage Society produced a guide book containing walks and information relating to the Paston family, utilising existing footpath and quiet lanes.
 - o [Holme Dunes – Norfolk Ornithology Association](#)
 Full wheelchair access to the car park hide at Holme dunes and access improvements for the observatory to the Norfolk Coast Path, including boardwalk and steps with handrails for people with reduced ability.
- [Norfolk Coast AONB 50th Anniversary book](#)¹⁰ – ‘Walk with Me’
 This celebratory book, on sale throughout the Norfolk Coast AONB, was developed with direct input from local communities who contributed local walks expressing their love of the area

through photography and poetry. The book clearly highlights walking and/or cycling as the best way of enjoying the area and maps key routes.

- [Norfolk Coast Guardian Newspaper](#)¹¹
 The Norfolk Coast Guardian, the free annual newspaper of the Norfolk Coast Partnership, has a print run of 60,000 copies which are distributed to residents and visitors within the Norfolk Coast AONB. Each edition features an access map and includes articles on access.
- [Website Active Map](#)¹²
 The Norfolk Coast website has been expanded to include an **‘Active Map’**, which encourages and enables people to undertake sustainable activities in or near the AONB, including cycling and walking routes, cycle hire locations, family friendly sites, public transport routes, locations of public toilets, sites suitable for school visits, etc.

Norfolk Coastliner bus
 © Lynx bus company



^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: introduction

3.1 Future user needs

In Norfolk, there are 3,863km of Public Rights of Way registered on the Definitive Map and a further 348km of detached cycleways and footpaths.

-----users permitted-----								
Type (categories in square brackets are not counted as part of the PROW network)	Definition / use	Maintained by NCC?	Length in Norfolk (km)	Walkers	Horse riders	Cyclists	MPV users	Carriage drivers
Footpaths	For use by people on foot.	yes	2,717	✓	x	x	x	x
Bridleways	For use by people on foot and on horseback or using a bicycle.	yes	576	✓	✓	✓ must give way to other traffic	x	x
Byways Open to All Traffic (BOAT)	For use by vehicles and other kinds of traffic (usually walking, horse riding and cycling).	yes	63	✓	✓	✓	✓	✓
Restricted Byways	For use by people on foot, horseback or carriage driving.	yes	507	✓	✓	✓	only if rights exists	✓
Permissive Paths	For use as permitted by the landowner. These paths are not managed by NCC.	not usually		as agreed	as agreed	as agreed	x	x
[Detached cycleways]	For use by cyclists. Detached cycleways are adopted highway that do not run adjacent to a road.	yes	[82]	x	x	✓	x	x
[Detached footpaths]	For use by walkers. Detached footpaths are adopted highway that do not run adjacent to a road.	yes	[266]	✓	x	x	x	x
[UCR]	Has the same legal status as an ordinary metalled road. UCR are managed by NCC.	yes	[5,117]*	✓	✓	✓	✓	✓

* of which
4,063km is metalled

3 Future user needs: introduction

Natural England has established that local walkers want a dense network of paths close to where they live and cyclists and horse riders want safe, off road paths. Public Rights of Way in Norfolk provide 3,863km of access (of which 700km is on Norfolk Trails managed to National Trail standards—see [Natural England's New Deal: Management of National Trails in England](#)¹). However, whilst the network is relatively dense in some districts such as South Norfolk, it is sparse in others. The access for walkers is relatively good but only 1,146km of the network is accessible to horses (and bicycles) and 63km is open to all traffic. The connections between paths have often been lost for historical reasons and in many areas a coherent network is lacking. 9,000 hectares of land has been mapped as open country, registered common and dedicated land, to which the public has a legal right of access on foot.

We now have good evidence about the numbers and types of users on the 700km of Norfolk Trails using data collected from counters on the routes and analysed alongside national datasets. Fixed data counters were first installed on the Trails network in 2012 meaning we can now see trends emerging on visitor use.

The Norfolk Trails team works with an independent consultant, Insight Track who have analysed counter and survey data to calculate a more local economic visitor spend to compare with the **MENE (Natural England's Monitoring of Engagement with Natural Environment)** national average.

Using MENE data for Norfolk, which estimates visitor spend at £6 per visit to green space and £18 per visit to the coast, the total value of the Public Rights of Way network to Norfolk in 2016/17 was valued at: **£12,477,576.**

Using Public Health data for Norfolk and the Health Economic Assessment Tool (HEAT), the health benefits of access to the environment including exercise, mental health and well-being for 2016/17 was **£170,350,000.**

Added together, this gives a total value of countryside access in Norfolk (2016/17) of £182,827,576.

Feedback about satisfaction with the PRoW network in Norfolk is available through the [National Highways and Transport Network Survey](#)² which evaluates perceptions and satisfaction with highways and transport services including PRoW using Key Benchmarking Indicators (KBI) - see **Appendix 8.5 for more detail.** In 2018's survey, Norfolk County Council scored 54/100 for KBI 15 (Public Rights of Way) against the national average of 57/100 and 51/100 for KBI 16 (Public Rights of Way, aspects) against a national average of 55/100, demonstrating need for improvement.

The following sections of this plan assess the needs of specific user groups, identifying priority actions to improve network adequacy. These actions are reflected in the Statement of Actions, our blueprint for action over the next 10 years.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: user groups

3.2 User groups

Natural England has identified the needs of user groups as follows:

Local walker needs

- Paths of about 1.4 to 1.8km length to complete a walk of 30 **mins duration and meet the Government's target for minimum** weekly activity of 150 minutes per week for adults.
- Research in Thames Basin Heaths shows that visitors to natural greenspace walk an average of 2.4km.

Recreational walkers and runners

- This user group covers a much greater distance than 2.4km in a typical walk but most require a circular route.
- The best provision enables users to adapt the length of circular routes to their needs. Linear routes that are well connected by public transport provision are also useful.

Needs of horse-riders

- Horse riders need routes of about 11 to 12km to complete a typical daily ride of 60 mins duration, which would meet the **Government's higher target for 300 minutes of activity per week** (source BHS)

Needs of cyclists

- Cyclists need routes of about 7 to 8km for a 30 minute ride and **15.5km for an hour's ride to meet the minimum and higher** target respectively.

Non-users or infrequent users

- The Sport England [Active People Survey](#)¹ results have consistently shown that some groups are under-represented in terms of participation. This includes women, disabled people, some black and minority ethnic (BAME) groups, those from certain socio-economic groups and older people (over 75).
- [MENE](#)² results show that those who are less likely to have taken a visit to the natural environment were those of BAME, those aged 65 and over, those with a long term illness or disability and those in certain social grades.

The Norfolk Local Access Forum has been working with user groups and other interests to get their views and suggestions for improvement which are reflected in this section of the plan.

3 Future user needs: user groups | walkers

3.2.1 Walkers, walking

It is important to note that all policy areas recognise walking as the key means of accessing the countryside access network. Walking is therefore encapsulated within the overarching themes and objectives identified throughout this Plan. We are looking at those factors that affect people's ability to access the countryside and to enjoy an optimum experience when they do so, whether they relate to individuals, families and lifestyles or whether they relate to where people live and the opportunities they have to access and engage in activity on the network.

Walking is the most popular form of recreation associated with the countryside. It is a means of transport in its own right and usually accounts for at least part of journeys made by other means, for example walking to and from the bus, train or car.

Walking has health and recreational benefits as well as functional uses and yet many of us do not walk enough to gain these benefits. Walkers are possibly the most diverse group of users as they include everybody from the very young to the very old and those with a wide range of disabilities. They can also be separated into two distinct groups: those that walk for practical reasons (to get to work, school, shops, etc.) and those that walk for pleasure, recreation or health. The latter may be further divided into groups such as dog walkers, casual walkers and ramblers. (Please not that Section 3.2.5 covers the needs of those with mobility or visual impairments, learning disabilities and mental health issues.)

There are no universal walkers' requirements, but frequent needs are for routes that are:

- A range of lengths from short to more challenging;
- Circular or linear where public or other transport connects the ends of the walk;
- Safe and free from obstructions;
- Appropriately surfaced;
- Easy to follow on the ground;
- Close to home;
- Clearly shown in publicity material;
- Equipped with suitable infrastructure;
- Close to facilities at the start / end, or signposted during the route (e.g. toilets, pubs, café etc.)
- Offer viewpoints or are picturesque;
- Are well managed, regularly cut and maintained;
- Include seating.

3 Future user needs: user groups | walkers

Priority actions

- Create linear and circular walks adding to the Norfolk Trails network that link business, heritage and cultural sites, working in partnership when opportunity arises;
- Create new shared routes to maximise benefits for users and seek to improve or change the status of existing routes through landowner negotiation where appropriate;
- Link routes with public transport and ensure information is provided on bus services to enable people to plan their trips using public transport;
- Work to address gaps in the network where there is demonstrable need;
- Manage the National Trails Partnership in Norfolk in a way that fosters a collaborative approach to increasing public, economic and environmental benefit associated with the Trail;
- Establish the England Coast Path in Norfolk;
- Investigate the potential to create an East Anglian Trails Partnership;
- Support the Local Access Forum and encourage key stakeholders (such as managers of open access land) to work together to create, promote and link-up access opportunities;
- Support the needs of walking groups (which is likely to grow as the number of active retirees expands in north Norfolk, for example).



3 Future user needs: user groups | cyclists

3.2.2 Cyclists, cycling

The public health related reasons for a cycling vision are hugely compelling. Equally persuasive are the potential economic and environmental rewards in pursuing an ambitious cycling vision for the county.

Using cycling as a way of ultimately defining Norfolk as a destination and as a place to live has real potential for marketing the county. Green infrastructure can help to deliver this vision, but it also requires that funding be sought from a wide variety of sources including the EU, central government, charities and district councils.

We will develop a coherent and attractive vision for cycling that is well integrated in policy and has wide political approval with an evidence base for the benefits.

Good practice elsewhere has demonstrated that implementing a range of positive cycling measures tends to obtain the best results.

A considerable obstacle to the take up of regular cycling activity is the perception of safety. Riding a bike is considered to be the least safe way to travel¹ yet UK fatality figures were lower for cyclists in 2015 than for pedestrians (100 vs 409), as were injuries (18,745 vs 23,664)² although in urban areas, cyclists are more likely to be hurt as they are less protected during an incident.

Cities including Copenhagen and Amsterdam, where up to 63% of residents use their cycles on a daily basis, achieve the lowest accident figures due to extensive well designed and integrated

cycling infrastructure.

The Broads Authority has identified a need to improve cycling infrastructure to deliver benefits for residents and increase participation in active travel in its Integrated Access Strategy for the Broads National Park. The Broads Sustainable Tourism Strategy also identifies developing the walking and cycling offer as a key priority for tourism in the Broads. In the Strategy, tourism businesses have identified provision for walking and cycling as an issue of high importance.

Existing mechanisms to improve provision for cycling and to encourage cycling include:

- Active travel initiatives for regular journeys (school; work etc);
- Development of a Local Cycling and Walking Infrastructure Plan for Norwich;
- **Tax incentives such as the Government's 'Ride to Work' scheme;**
- Signed Sustrans routes and cycle ways;
- Road safety initiatives;
- Bike training in schools.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: user groups | cyclists

Priority actions

- Increase the evidence base to attract funding to develop **Norfolk's cycling offer including feasibility/ pilot studies for the use of disused railways (Greenways project) for off-road cycling and the use of quiet/ green lanes for cycling to school;**
- Teaching children to ride bikes and cycle safely and proficiently;
- Develop the concept of the [Green Loop](#)³ linking **Marriott's Way** with the Bure Valley Path and the planned multi-modal path between Thorpe St. Andrew in Norwich and Wroxham;
- Deliver the Three Rivers Way in partnership with the Broads Authority, Sustrans and local authorities;
- Investigate innovative ways to use [wayfinding](#)⁴ (the use of maps, signs and information to encourage and assist journey planning) to improve uptake of cycling for both leisure and active travel across the county;
- Create shared-use routes and improve signage with partners;
- Promote cycling access to and within the Broads and the Norfolk Coast AONB as alternatives to car travel for leisure;
- Collaborate with public transport providers, in particular rail companies, to improve cycle space allocation;
- Audit routes for suitability and improve access conditions where necessary;
- Develop Norwich and Great Yarmouth cycle maps which include commuter journey routes and leisure rides for families.

© Bikeability



3 Future user needs: user groups | horse riders and carriage drivers

3.2.3 Equestrians, horse riding and carriage driving

Riding is a growth activity: the Equestrian Access Forum's 2012 report 'Making Ways for Horses – Off Road Equestrian Access in England' states: 'Between 1999 and 2006 the number of riders in Britain increased by 44% to 4.3 million (i.e. people who had ridden at least once in the past 12 months) which works out at 7% of the total population'.

The network of bridleways, restricted byways, byways open to all traffic and unclassified country roads (UCRs) across Norfolk is sparse and scattered with a minimal number of joined up circular routes compared to the network of footpaths.

Off-road access is important for equestrians i.e. riders and carriage drivers. On-road riding can be pressurised and dangerous not only **on faster, bigger roads but on some smaller country 'rat runs' where** the volume and speed of traffic are extremely off-putting for both horse and rider. There are many of these roads across the county and this can create potentially hazardous circumstances for both equestrians and vehicle users due to the unpredictable nature of horses. Many motorised vehicle users do not respect this fact and their driving behaviour around horses demonstrates this.

According to Making Ways for Horses (2012), horse riders and carriage drivers want a local network of rideable and driveable routes which gives a variety of local rides and links to wider networks, with equality of access to the countryside, in line with

other groups such as walkers and cyclists, providing safe, accessible off road access.

Wherever practical, this group would like to see footpaths upgraded to enable wider access to the countryside, allowing riders safe routes off the roads and away from tarmac and traffic.

The Broads Authority has identified the need to develop horse riding and improve safety for riders in the Broads National Park by creating new bridleways or shared-use routes.

3 Future user needs: user groups | horse riders and carriage drivers

Priority actions

- Engage with rider and carriage driver groups at the outset of new route planning to integrate their needs. This could include, for example, vegetation clearance to allow more head room;
- Where practical, work with partners and landowners to improve, develop and promote horse riding/carriage driving routes that minimise the risk to horse and rider/driver, upgrading routes to multipurpose function where appropriate;
- Improve opportunities for cycling and horse riding where practical by linking up routes e.g. by including quiet lanes; Organise user focus groups to assess need;
- Provide education and raise awareness about equestrian use of the network amongst all user groups and develop a general toolkit for all users of the network which provides tips and 'etiquette' on multi-use.



3 Future user needs: user groups | MPV

3.2.4 Drivers of motorised vehicles (Mechanically Propelled Vehicles- MPV)

Many people may use a car to get to the starting point of their walk or cycle ride. The focus of this section, however, is the specific use **of Norfolk's network of unsurfaced roads or green lanes by users of MPVs as a mean of directly accessing the countryside.**

The driving of vehicles on these routes is NOT off-road driving. Off-road driving means just that and can only take place on private land which is off public highways; but even then, there are rules in place **that must be followed. The county's network of unsurfaced roads** are public highways and as such require vehicles to meet the same legal standards as they would on surfaced roads.



© Photograph credited Martin Sullivan

Norfolk is a popular tourist destination and this includes users of our network of green lanes. Although Norfolk has just 63km of Byways Open to All Traffic (BOATs)* it has 5,117km of Unclassified Country Roads (UCRs) of which 4,063km are metalled, which make it **popular with visitors combining 'green laning' with access to the coast and other tourist attractions.**

Priority actions

- Promote national codes of conduct for green lane driving e.g. **the Motoring Organisations' [Land Access and Recreation Association](#)**¹ (LARA) and follow [guidance from Historic England](#)² to avoid damage to archaeological and heritage sites;
- Demonstrate acceptable use of MPVs away from quiet lanes and UCRs through organised events at permanent or temporary sites. Involve local enthusiasts and members of clubs as volunteers and ambassadors for these events and activities;
- Waymark UCRs;
- Monitor inappropriate behaviour (police and community);
- Recruit members of clubs and associations to help with volunteer work, including maintenance of UCRs, local promotion, education and emergency response. Promote their involvement and seek external funding to maintain and promote UCRs as multi-user routes.

* The public has the right to drive motor vehicles on Byways Open to All Traffic (BOATs) as well as on Norfolk's Unclassified County Roads (UCRs), which are typically shown on Ordnance Survey maps as Other Roads with Public Access.

3 Future user needs: user groups | all abilities access

3.2.5 People with mobility or visual impairments, learning disabilities or mental health needs (all abilities access)

The network of Public Rights of Way (PRoW) and Norfolk Trails should be, as far as possible, accessible to all types of user including the elderly, those with chronic health conditions including physical disabilities, mental health issues, people with visual impairments and those with young families.

The physical needs of these groups of people in relation to the countryside access network are identified by the existing Rights of Way Improvement Plan (RoWIP) and the action plan pledges to identify and develop accessible routes as well as promoting these with partners. The Norfolk Health, Heritage and Biodiversity Walks developed between 2008 and 2011 ensured that each town provided some routes accessible to wheelchair and pushchair users. However, developing these walks highlighted the lack of accessible routes in the more rural locations and an obvious need to address this situation. Other circular walks and long distance trails have been upgraded in places to improve accessibility to more users but there are still gaps in the network and this is a high priority for the new NAIP.

The new Norfolk Access Improvement Plan (NAIP) will explore the opportunities to promote the countryside access network to a wider range of users. For many, finding, accessing and understanding the

information in front of them poses a challenge in the first instance and then there are issues of confidence, self-esteem and familiarity in going outdoors and venturing into the countryside. We need to build relationships with carers, groups and organisations that help and support people with chronic conditions so that they are given the best opportunities to discover and enjoy the countryside. Similarly we will need to find the most effective means of promoting the countryside access network to the elderly or those with young families.



3 Future user needs: user groups | all abilities access

Priority actions

- Audit routes (PRoW and Norfolk Trails) to assess current provision (surface condition, infrastructure, signage) for those with mobility problems, visual impairments or mental health difficulties such as dementia or who use wheelchairs or pushchairs. Identify, prioritise and cost specific route and signage improvements for funding bids;
- Improve access for disabled users during other route management work wherever possible, including the provision of new accessible entry points;
- Consider the wider infrastructure needed by people with disabilities to access the countryside (such as the provision of toilets and changing places), and how this could be integrated with the access network;
- Develop promotional material suitable for a range of target users and ensure the website is accommodating for those who may have visual impairments;
- Investigate the potential for provision of all-terrain vehicles in partnership with country parks (or at other strategic locations).

© Photograph credited Martin Symonds



3 Future user needs: user groups | infrequent users

3.2.6 Infrequent Users – for example minority groups, lower socio-economic groups, younger people, older people and women

The Sport England [Active People Survey](#)¹ has consistently shown that some groups are under-represented in terms of participation and miss out on the benefits that countryside access can bring. This includes young people, people with a disability, some black and minority ethnic (BAME) groups, those from certain socio-economic groups and older people.

Recommendations from [Natural England](#)² and the [National Institute for Health and Care Excellence](#)³ for encouraging non-participants and infrequent users to become more active include:

Before people go:

- Access to good printed material identifying routes for easy walks near to where people live;
- Access to good online information with downloadable maps of short linear and circular walks;
- Encouragement through wide use of social media with targeted information for specific audiences such as younger people;
- Through carers and support organisations who are interested to find out about walks for their clients.

On the ground

- Good signposting; good surfaces; well maintained structures

suitable for all users; welcoming signs.

Promotional schemes

- Programmes such as Walking for Health;
- Volunteer led walks/rides;
- Walkers are Welcome schemes;
- Pub walks/rides;
- Events such as sponsored walks/rides;
- Incentives such as passports or awards for younger people.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other users | infrequent users

Priority actions

- Use [Joint Needs Assessment data](#)⁴ to understand where these populations are and to develop approaches in response;
- Develop appropriate material both in print and online for hard to reach audiences;
- Develop funded projects which target groups for whom increased physical activity would be beneficial;
- Explore new approaches to engage with new or infrequent users to encourage them to use the Norfolk countryside e.g. through personal contact;
- Raise awareness of the benefits of access to the environment and undertaking physical activity with professionals who advise / refer / interact with priority groups such as primary and secondary care, housing associations and priority workplaces;
- Investigate the potential to engage with partners such as district councils to promote services to vulnerable groups.



^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | landowners

3.3 Other sectors of the community

3.3.1 Landholders, landownership and management

The largest groups of landowners are farmers who need to balance farming and business needs with their responsibilities as owners of land across which Public Rights of Way pass. This means they must ensure that PRoW crossing their land are accessible and not obstructed. Many landowners go the extra mile to keep routes open, free of litter and repair fences and gates etc.

A number of landowners across Norfolk have provided permissive paths across their farmland close to local villages. These paths have been well used by local people because they provide safe, off-road routes, or link with other existing Public Rights of Way. However, many permissive paths are closing as the funding provided through Environmental Stewardship schemes ceases. Some landowners have maintained their permissive paths with financial support from parish councils or put other funding mechanisms in place.

If landowners are to provide these permissive paths, bridleways and open access areas in the future, there will need to be further financial support as part of a national or local scheme. The [Agriculture Bill](#) (2018)¹ identifies that farmers will be paid for the provision of public goods and it is considered likely that one of these 'public goods' could include the provision of permissive access. It is expected that a new scheme could be in place by 2025.

The Highway Authority (Norfolk County Council), District Councils and Parish Councils are all landowners and responsible for PRoW and other public access over their land including Local Nature Reserves, Town and Village Greens.

Other organisations which own or manage land over which public access is permitted include:

- [RSPB](#)²
- [Norfolk Wildlife Trust](#)³
- [County Wildlife Sites](#)⁴ (where publicly accessible)
- [Woodland Trust](#)⁵
- [National Trust](#)⁶
- [Forestry Commission](#)⁷
- [Thetford Forest Park](#)⁸
- [Natural England](#)⁹ (National Nature Reserves where accessible)
- [Ministry of Defence](#)¹⁰
- Private estates such as [Holkham](#)¹¹

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | landowners

Priority actions

- Permissive access: we will request improved support from government and other agencies/organisations to landowners **where they provide 'permissive' (or voluntary) access to the public on their land as part of a strategic access route;**
- Permissions: we will work with partners and relevant authorities to enable a simplified and more streamlined process for landowners wishing to obtain permissions relating to the natural or historic environment when creating paths and public access;
- Support landowners in their efforts to keep routes open, safe and tidy and look into ways of recognising these efforts.



3 Future user needs: other sectors | young people

3.3.2 Young people, education

In recent years, there has been a significant amount of research showing the value to the physical and emotional development of young people of having contact with the outdoor environment. Research also shows a decline in the amount of time that young people spend outdoors, with more time being spent indoors looking at computer screens. In Norfolk, a survey in 2017 funded by NCC Public Health and the Norfolk Safeguarding Children Board (the [Voices of Norfolk's Children and Young People](#)¹) outlined the poor emotional wellbeing of young people.

[Childhood obesity](#)² is centred around the urban areas of the most **deprived areas in Norwich, King's Lynn and Great Yarmouth** although to the west of Norfolk, obese children are found in some rural communities.

Surveys of users of Norfolk Trails show that young people are under-represented in comparison to their proportion of the population. This under-representation is particularly pronounced amongst teenagers. For example a survey of users of the Angles Way in 2013 showed that only 13% of trail users are under 18 years of age whereas 24% of the total population fall into this age category.

Work is underway to address this, for example through development of: Munzee Trails (which involve tracking down QR (Quick Response)

codes hidden in the real world and recording them online for points in a manner similar to geocaching) at [Thetford](#)³ and [Norwich](#)⁴; a "[Junior Passport](#)⁵" for exploring the Norfolk Coast Path; [activities for schools](#)⁶ on the Marriott's Way; [geocaching](#)⁷ treasure hunts on several Norfolk Trails; and an activity pack for youngsters to help them explore the [Boudicca Way](#)⁸ and projects such as '[Pushing Ahead](#)⁹'.

Opportunities for development

- **More young people could be encouraged to access Norfolk's paths and trails by tapping into their spirit of adventure and desire to play games and collect things;**
- Work more closely with education providers which could result in elements of the curriculum being delivered through visits to **Norfolk's paths and trails. There are particular opportunities for teaching history and ecology in an exciting and memorable way where paths and trails link to heritage sites;**
- Work more closely with groups with an interest in outdoor exploration such as Scouts and Girlguiding;
- Promote active travel;
- Explore the potential for use of church buildings (especially **those with modern facilities**) for educational visits to Norfolk's paths and trails, for example.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | young people

Priority actions

- Promote active travel to school;
- Deliver bespoke projects in communities to engage families, children and young people in safe activity in their own **surroundings (heritage and nature) on and around Norfolk's trails;**
- Work closely with education providers such as schools and outdoor learning programmes to design and deliver activities (and promote extra curricular opportunities) on trails and path networks that:
 - Raise awareness about the value of the environment;
 - Provide opportunities for those who find difficulty learning in a classroom environment;
 - Help develop confidence, self-esteem, team working and practical skills;
- Develop and promote trails and paths in a style appropriate to children and young people including:
 - user-friendly website pages and resources appropriate for children and young people;
 - social media such as Facebook and Twitter to promote events and opportunities;
 - apps for tablets and smartphones to help young people engage more with the outdoor environment while using trails.



3 Future user needs: other sectors | health and wellbeing

3.3.3 Health and Wellbeing

In Norfolk, the health and wellbeing public health system (which extends across Norfolk and the Waveney) is complex and includes: Norfolk County Council, 8 district councils, 5 Clinical Commissioning Groups; 3 acute hospitals; 3 community NHS providers one mental health trust and one ambulance trust, police and Police Crime Commissioner, around 110 GP practices, 400 care homes and 10,000 voluntary, community and social enterprise organisations.

The Health and Wellbeing Board in Norfolk produces a set of priorities for health improvement (the [Health and Wellbeing Strategy](#)¹) based on the evidence of an assessment of needs ([Joint Strategic Needs Assessment \(JSNA\)](#)²). The themes from the Strategy of greatest relevance to the NAIP are: Prioritising prevention (a shared commitment to supporting people to be healthy, independent and resilient throughout life, offering help early to prevent and reduce demand for specialist services); tackling inequalities in communities (providing support for those who are vulnerable using resources and assets in communities to address wider factors that impact on health and wellbeing).

The Board is also responsible for driving, promoting and encouraging integration, particularly between health and social care to improve care provision, save money and give patients a better experience.

Feeling healthy and well in mind and body is more likely to lead to

individuals and population groups who feel motivated, empowered and inspired to take a positive role within their community. This is something we can help address through improvement and promotion of countryside access. A good walk can do wonders for your mental wellbeing (see [Walking for Health](#)³).

The Norfolk Access Improvement Plan (NAIP) considers how countryside access contributes to public health outcomes and priority **areas for action**. The Department of Health's [Public Health Outcomes Framework](#)⁴ and refreshed [indicators](#)⁵ help focus understanding on improvements that will deliver benefits for health such as:

- Factors that improve the wider determinants of health:
 - Indicator 1.16: utilisation of outdoor space for exercise and health reasons
- Factors that must be tackled to improve health:
 - Indicator 2.06: excess weight in children aged 4 to 5 and 10 to 11;
 - Indicator 2.12: excess weight in adults
 - Indicator 2.13: proportion of physically active and inactive adults
 - Indicator 2.23: self-reported well-being
 - Indicator 2.24: injuries due to falls in people aged 65 and over.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | health and wellbeing

Priority actions

- Design bespoke projects (and identify funding for them) to engage those typically hard-to-reach inactive populations experiencing health issues in outdoor activity on trails and other PRoW. These health issues/target groups will be consistent with those identified as priority action areas by the Joint Health and Wellbeing Strategy;
- Use [Joint Strategic Needs Assessment \(JSNA\)](#) data to understand where health risks are more prominent, and where PRoW can help;
- Look for opportunities to improve health and wellbeing associated with the access network that work across communities;
- Develop partnerships between the environment, sports and health sectors (such as Active Norfolk) to deliver effective projects that connect people with nature and improve health as a result;
- Evaluate the use of PRoW and the potential health and wellbeing benefits that they bring.



3 Future user needs: other sectors | business

3.3.4 Businesses, Economic Partnership and Business Engagement

The current situation

The new Norfolk Access Improvement Plan (NAIP) connects countryside access and businesses. There are a number of important links:

- **Tourism is one of the key sectors of Norfolk's economy** and Norfolk is the only county in East Anglia to benefit from the tourism draw of a National Park;
- The visitor economy was [worth £3.25bn and supported 65,398 jobs in 2017](#)¹;
- The rural economy is made up predominantly of micro businesses (up to 3 employees) which include pubs, cafes, holiday accommodation providers, shops, garages, cycle and boat-hire providers. Through countryside recreation and access, the local rural economy is supported and enhanced by the use of these local services when people visit the countryside, the coastal area and historic sites;
- **Norfolk's fine landscapes and the opportunities to enjoy them** provided by its countryside access provision help to provide the quality of life that can encourage some businesses to relocate here – they know that in Norfolk they will be able to attract and retain high-calibre staff.

In recent years, some measures have been taken to help businesses take

advantage of the opportunities provided by Norfolk's paths and trails:

- Relevant businesses can sign-up to be featured on the Norfolk **Trails website's interactive map**;
- Fingerposts on some trails let users know where there is a relevant business close to the trail but not visible from it;
- Training on how to make the best use of marketing tools such as social media has been offered to businesses within trail corridors through externally-funded projects;
- Several Norfolk towns have successfully gained the national '[Walkers are Welcome](#)'² accreditation, which aims to bring local interest groups, communities and businesses together to market their local access opportunities to locals and tourists;
- A [rural businesses toolkit](#)³ has been developed as part of the [COOL Tourism](#)⁴ project to help businesses benefit from their proximity to Norfolk Trails.

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | business

Priority actions

- Promote the business toolkit working with tourism organisations to help businesses benefit from their proximity to Norfolk Trails;
- Develop and promote themed walks and trails linked to local businesses such as arts, food, landscape and history. Explore sponsorship opportunities which could help fund trail and path developments while providing businesses with publicity as a result of the partnership;
- **Encourage setting up of 'Friends of' groups for trails and parish path networks and encourage towns to apply for 'Walkers are Welcome' accreditation. Facilitate and support this process involving businesses and Visit Norfolk with the aim of handing local management of new 'Walkers are Welcome' schemes to the 'Friends of' groups;**
- Continue to monitor use of Norfolk Trails using people counters. Use the information collected in conjunction with surveys to evaluate the economic benefits associated with PRoW and Norfolk Trails;
- Use consultants to evaluate the economic impact and benefit of the National Trail in Norfolk;
- Collaborate with the National Trust, bird reserves, the Broads Authority, the Norfolk Coast Partnership, the Marine Partnership and others to develop linked trails and cycle routes which encourage tourists to visit popular areas out of season as part of a visitor management and engagement strategy.



© Photograph credited to the Norfolk Food and Drink Festival

3 Future user needs: other sectors | active travel

3.3.5 Active Travel

Active travel means making journeys by physically active means, like walking or cycling. These are usually short journeys such as walking to the shops, walking the kids to school, cycling to work, or cycling to the station to catch a commuter train.

Walking and cycling are good for our physical and mental health. Switching more journeys to active travel will improve health, quality of life and the environment while at the same time reducing costs to **the public purse. These substantial 'win-wins' benefit individual people and the community as a whole.**

Key messages:

- physical inactivity directly contributes to 1 in 6 deaths in the UK and costs £7.4 billion a year to businesses and wider society;
- the growth in motorised transport has been a major factor in reduced levels of physical activity and increased obesity;
- building walking or cycling into daily routines is the most effective way to increase physical activity;
- a short car trip (under 5 miles) is a prime area where people can switch to active travel and public transport;
- health-promoting transport systems are pro-business and support economic prosperity, enabling optimal travel to work with less congestion, less pollution and they support a healthier more productive workforce.

The national [Cycling and Walking Investment Strategy](#)¹ (a requirement from the Infrastructure Act 2015) sets out actions to **meet the government's ambition for walking and cycling to become the norm for short journeys, or as part of a longer journey, with places that are designed first and foremost for people on foot or bicycle.** It provides local areas with a range of tools and support to develop and promote their own cycling and walking plans.

Norfolk County Council has its own Cycling and Walking Action Plan and is delivering it through initiatives such as the [Pushing Ahead](#)² project.

Priority actions

- Cycle and walking initiatives to include for example: commuting cycle rides; walking and cycling festivals; social media campaigns;
- Encourage long-distance walking over motorised transport to destinations such as pilgrim sites;
- Link PRow with large employers, areas of high population density and local transport to make active travel a viable option for large numbers of people;
- Integrate active travel in new developments at the planning stage.

3 Future user needs: other sectors | planners, growth infrastructure

3.3.6 Planners – Growth Infrastructure and Planning

The current situation

The 2007 Rights of Way Improvement Plan includes a section on green infrastructure. [Green infrastructure](#)¹ is a strategically planned and delivered network comprising the broadest range of high quality green spaces and other environmental features. Green infrastructure should be designed and managed:

- as a multifunctional resource capable of delivering those ecological services and quality of life benefits required by the communities it serves and needed to underpin sustainability;
- to respect and enhance the character and distinctiveness of an area with regard to habitats and landscape types.

Deliver of adequate green infrastructure to provide facilities for new residents can alleviate pressure on sensitive sites e.g. within the Broads National Park by, for example, providing routes around the periphery of the National Park including the coast.

By 2007, Norwich, Thetford and King's Lynn had been identified as 'Growth Points' where significant amounts of new housing were to be located and a Green Infrastructure Strategy was drawn up for the Greater Norwich area.

Since then, a number of new initiatives are taking forward green infrastructure planning in Norfolk:

- A Green Infrastructure Delivery Plan was produced for the Greater Norwich Development Partnership (GNDP) area in 2009. This developed the green corridors of the GNDP Green Infrastructure Strategy into a series of green infrastructure priority areas that could be used in the prioritisation of potential projects;
- Further Green Infrastructure Plans have been produced:
 - for Thetford Sustainable Urban Extension (2007)
 - by Dereham Town Council (2008)
 - a Greater Norwich Green Infrastructure Delivery Plan (2009)
 - **as part of the King's Lynn and West Norfolk Local Plan (2010)**
 - for the North East Norwich Growth Triangle Area Action Plan (2012)
 - for Wymondham Area Action Plan (2015)
 - for the Long Stratton Area Action Plan (2016)
 - East Broadland Green Infrastructure Project Plan
 - West Broadland Green Infrastructure Project Plan (2018)
 - the Norfolk Green Infrastructure Mapping Project (2018)
- Community Infrastructure Levy (CIL) is a locally set tariff charged to developers by some local authorities and is used to fund new infrastructure such as roads, schools and green infrastructure related to the new developments. In Norfolk,

^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | planners, growth infrastructure



CIL has been adopted by the Greater Norwich Authorities and **King's Lynn and West Norfolk Borough Council**. A number of projects relating to Green Infrastructure have been delivered through the use of CIL funding including improvements to the **Marriott's Way (2015—2018)**, the creation of new circular walks at the Norfolk and Norwich University Hospital (2016), access improvements at Marston Marshes in Norwich (2015) and **Harrison's Wood in Norwich (2017, 2018) and circular walks at Costessey near Norwich (2017)**;

- Parish and town councils have been given the power to draw up their own Neighbourhood Plans if there is sufficient local support. If approved by the government and accepted by local voters, this plan must be taken into account when planning decisions are reached. It also results in the parish or town councils responsible for producing it receiving a significantly higher proportion of any Community Infrastructure Levy money collected by the planning authority than it otherwise would have done. A number of parish and town councils are currently drawing up Neighbourhood Plans or are considering doing so, many of which include green infrastructure improvements;
- The CROW Act (2000) sets out the requirement for all historical Public Rights of Way to be officially recorded on the definitive map by 1 January 2026. This relates to those routes that existed pre-1949.

Priority actions

- **Develop and promote the Green Loop linking the Marriott's Way and Bure Valley Path with a new trail between Wroxham and Norwich (Thorpe St. Andrew) called The Broadland Way;**
- Develop green infrastructure projects identified in the River Wensum Strategy;
- Create new strategic long-distance trails linked to growth by:
(i) improving the Kett's Country Path to Norfolk Trails standard;
(ii) developing new long distance paths using disused railway lines (Greenways project), for example between King's Lynn and Hunstanton and within the Broads National Park;
(iii) developing a new long distance path between King's Lynn and Fakenham/Wells;
- Encourage user groups and communities to identify and submit applications for unrecorded Public Rights of Way based on documentary evidence alone. This is particularly important for routes that were established before 1949 because if these routes remain unrecorded by 1 January 2026 then they will be lost (Countryside and Rights of Way Act 2000);
- Build in active travel options through suitable infrastructure at the planning stage of new developments.

3 Future user needs: other sectors | environment

3.3.7 Environment organisations, sustainability, Biodiversity and Conservation

The Current Situation

The 2007-17 Rights of Way Improvement Plan includes as an objective the enhancement of biodiversity through the management of Public Rights of Way (PRoW). A set of measures were included in the Action Plan in order to work towards this aim. At the time it was written, the system for protecting and enhancing biodiversity was through a combination of site designation (i.e. Sites of Special Scientific Interest and County Wildlife Sites), legal protection for particular species (such as bats, badgers and newts) and Biodiversity Action Plans drawn up by local Biodiversity Partnerships for those species and habitats felt to be most under threat. All three of these mechanisms still exist, but there have been a number of significant new developments as well:

- **‘Making Space for Nature’ was published in September 2010.** This was an independent report by a group of experts chaired by Professor Sir John Lawton. It argued that existing measures for protecting biodiversity had not been effective, and that landscape-scale measures were needed.
- **A Natural Environment White Paper ‘The Natural Choice’ was published in June 2011.** In this, the government accepted the arguments put forward in the Lawton report and suggested various mechanisms for delivering landscape-scale measures.

- **‘Biodiversity 2020: A Strategy for England’s Wildlife and Ecosystem Services’ was published in summer 2011.** This document outlines the government’s ambition to halt the loss of England’s biodiversity by 2020.
- Local Nature Partnerships were set up to lead landscape-scale changes described in the Natural Environment White Paper. [Wild Anglia](#)¹ is the Local Nature Partnership covering Norfolk and Suffolk. It is closely aligned with [New Anglia](#)², the Local Enterprise Partnership which covers the same area.
- **The concept of ‘ecosystem services’ has become more** widespread. This gives a financial value to ecosystems by considering how much it would cost to provide the same service through other means. A National Ecosystem Assessment was published in June 2011, which provides values for ecosystem services and also recognises the value to the wider community of heritage landscapes.
- The Stern Report on the Economics of Climate Change was published in October 2006 (just before the Rights of Way Improvement Plan). This report, along with the fourth assessment report of the United Nations Intergovernmental Panel on Climate Change of 2007, increased public awareness of the likely consequences of climate change if CO₂ emissions continue to rise. Isolated populations are more vulnerable to the effects than those that can move along corridors to find suitable climatic conditions.

3 Future user needs: other sectors | environment

- The government's [A Green Future: Our 25 Year Plan to improve the environment](#)³ sets out actions to improve the environment within a generation.
- Defra's [8 Point Plan](#)⁴ for England's National Parks (2016—2020) includes the aim of creating thriving natural environments, and states that National Park Authorities (such as the Broads Authority) with the Environment Agency and Natural England will champion integrated management of the natural environment, showcasing the benefits that designated landscapes can bring. National Park Authorities and the communities they work with will provide leadership in this locally-led model of environmental management.
- Ash die-back (*Hymenoscyphus fraxineus*) is a fungal disease that kills ash trees. It is possible that up to 95% of ash trees will become infected with a high proportion requiring felling over the 10 year period.
- Other tree and plant pests, diseases and climate change are likely to impact Norfolk over the coming years.
- The potential decline and loss of trees along footpaths and trails poses both a future health and safety issue and a loss of wildlife habitat and landscape connectivity.



^{1,2} etc. Please see Appendix for full website urls

3 Future user needs: other sectors | environment

Priority actions

- **Maximise the value of Norfolk Trails 'green corridors' for biodiversity** to increase connectivity between otherwise isolated habitats to improve the resilience of wildlife populations. Where ownership is in the public sector there is particular opportunity to do this (such as through the long-distance **Marriott's Way** managed by Norfolk County Council, which is already a County Wildlife Site);
- Footpaths and trails are a place where the public has a chance **to encounter Norfolk's wildlife and flora. There are opportunities** to better interpret the biodiversity of the routes for users;
- Proactive management of linear woodland adjacent to Norfolk Trails and Public Rights of Way will reduce the impact of pests and diseases;
- Surveys will enable woodland management plans to be produced that can ensure that appropriate tree surgery, felling and planting are carried out to improve biodiversity and make woodland more resilient;
- Areas such as Open Access land can provide green space hubs for both wildlife and people. The use and promotion of open access land must be considered and clarified in terms of responsibility;
- Manage the biodiversity of priority grassland, woodland habitats and churchyards adjacent to trails and Public Rights of Way with advice from Norfolk Wildlife Trust, particularly with regard to

new routes and areas that are or could become, County Wildlife Sites;

- Encourage users into the less visited areas of the county to **reduce visitor pressure on 'honey pot' sites e.g. by encouraging** walkers to visit new stretches of the England Coast Path in Norfolk as opposed to already popular sections.



3 Future user needs: other sectors | community engagement

3.3.8 Community Engagement and Volunteering

The current situation

For many years, community groups have been actively involved in the management and promotion of countryside access. Walking, cycling and horse riding are activities that large numbers of people participate in, and many of those who do are willing to help to promote and look after their local routes. Examples include:

- Groups that organise programmes of walks, such as the Norfolk Ramblers. They offer a chance to go for a walk in the countryside with a group of like-minded walking enthusiasts. Norfolk has nine branches of the Ramblers, covering the whole county;
- The Campaign for the Protection of Rural England (CPRE) Norfolk worked extensively with the Ramblers to support and encourage a network of Parish Footpath Wardens to share experiences and access advice and news. The Footpath Wardens monitor the condition of local paths and report their findings to their parish council, who can then help resolve any issues;
- Some parish councils have taken responsibility for the management and maintenance of Public Rights of Way (PRoW) in their parishes, ensuring that some of the footpaths and bridleways that the County Council has stopped cutting on a pro-active basis due to budget cuts are maintained to a high standard;

Cromer 'Walkers are Welcome' member Val Smith
organised a 75 mile walk along the Norfolk Coast Path to celebrate her 75th birthday, raise funds for the British Heart Foundation and volunteered to check the route for maintenance issues. More information [here](#)¹ or click the image for the video.



3 Future user needs: other sectors | community engagement

- Volunteers are involved in the management of a number of **Norfolk's trails, such as the Norfolk Coast Path and the Weavers' Way**. They inspect the section of path that has been allocated to them, report any problems that they find and, in some cases, carry out maintenance work themselves;
 - A number of parish councils have instigated the creation of footpaths within their parishes. An example of this is the Horseshoe Way path in Tasburgh - an old route which has been recreated by the parish council through the purchase of the land from a parishioner;
 - Research into the history of footpaths and bridleways has been carried out by volunteers, such as those involved in the CPRE **Norfolk's 'Exploring our Footpaths' Research Project**. This involved people from the four parishes of Thompson, Beachamwell, Horning and Reepham researching the history of footpaths in their area;
 - [Sustrans](#)² have a team of volunteer Rangers who help to manage the National Cycle route network, part of which goes through Norfolk. As well as inspecting the routes to report any problems, volunteer Rangers also carry out maintenance work such as improving signs, removing graffiti, picking litter and cutting back vegetation where needed;
 - The Broads Authority has a good record of engaging with communities and working with volunteers to deliver benefits for access in the Broads National Park;
 - An interactive map has been developed by Norfolk County Council to allow members of the public to report any problems they have encountered. This system has been improved recently to make it easier and more effective to use.
- A series of workshops led by the Assistant Director for Highways and Transport with volunteer user groups, and relevant Council officers were organised during February and March 2015. Early on, the following outcomes were agreed as a framework to guide Community engagement and volunteer work:
- Communities to prioritise which PRow in their area they want to see accessible first;
 - Communities to be enabled / empowered to monitor PRow condition and lead the action on maintenance themselves;
 - Communities to be able to access resources (either existing Council resources or from others).



3 Future user needs: other sectors | community engagement

Priority actions

- Support user groups and communities in the management of their local rights of way;
- Engage community and user groups in the development and delivery of project and events to improve or manage access;
- Seek funding for local projects to improve access;
- Support the Norfolk Local Access Forum, its subgroups and charity, Pathmakers;
- Manage an effective system for managing PRoW and Trails records and tracking the resolution of access issues;
- Train volunteers in the maintenance of PRoW and Trails and maintain existing (and set up new) volunteer schemes.



3 Future user needs: other sectors | historic environment

3.3.9 Historic Environment

Current situation

Accessing heritage in the countryside is a key element of many **people's outdoor experience**. **Paston Way is a good example of a managed trail that has heritage as its focus, with fourteen churches integral to the experience and the 'Paston Letters' as a focus for exploring the area's medieval history. Equally there is Boudicca Way's eponymous association with the queen of the Iron Age Iceni tribe and with the Roman development of Norfolk.**

Norfolk County Council is developing involvement with '[green pilgrimage](#)¹', which harnesses the power of historic pilgrim routes to **deliver sustainable trails that are good for the environment, people's health and the local economy**. The current project which is aiming to develop a walking route to the shrines in Walsingham (which receive over 300,000 visitors every year), builds on the success of pilgrimage tourism across Europe and will: (i) demonstrate how pilgrimage routes bring economic benefit to local businesses whilst leaving a low environmental footprint; (ii) protect our natural and cultural heritage through investment and partnership working.

With a significant density of [medieval churches](#)² Norfolk offers a unique opportunity to combine rural outdoor pursuits with **exploration of the county's heritage**.

Opportunities for development

Widening the information available to people about the surrounding landscape and its heritage is an important aim for extending the appeal of our offer for both local users and visitors to Norfolk. Information can be provided through a variety of means including books and leaflets and by developing web-based information.

Another potential way to increase access to Norfolk's historic environment is to produce themed walks and cycle rides. Many of Norfolk's promoted routes lend themselves well to this approach.



3 Future user needs: other sectors | historic environment

Priority actions

- Heritage top 50: work with Historic Environment staff to develop information on the top 50 heritage sites associated with **Norfolk's paths and trails**;
- **Pilgrim routes: examine Norfolk's pilgrim heritage and the sites** that were important stops on the way to Walsingham;
- Ancient Ways: work in conjunction with UEA to examine some of the oldest routes in the county;
- Ancient landscapes: provide more contextual information on the changes that some of our special landscapes have gone through;
- Industrial Norfolk: draw out themes relating particularly to the **former railways (Greenways project and Marriott's Way Trail)** that once linked much of the county.

© Greenways project—recycling the railways network



3 Future user needs: other sectors | coastal and open access

3.3.10 Coastal and Open Access

Current situation

Norfolk currently has significant access to the north Norfolk coast with the Peddars Way and Norfolk Coast Path National Trail forming part of the Trails portfolio. The new England Coast Path and its associated spreading room is being established by Natural England. Two stretches (at the time of publication of this plan) have been handed over to Norfolk County Council for management (Sea Palling to Weybourne and Hopton on Sea to Sea Palling).

There are also significant areas of open access land across the county. Areas of open access woodland are managed by the Forestry Commission while other areas with open access rights fall within the remit of Natural England. Areas with such rights allow people access on foot.

The Commons Act (2006) Part 1 picks up on the possibility that mistakes may have been made in the initial registration process for common land and town village greens. This means that landowners, parish and district councils and users may submit applications to correct the registers on the basis that the original registrations either included too much or not enough land as common land. The Commons Registration Authority may not correct the registers if it would be unfair to do so because of the reliance placed upon the registers by purchasers of land, or by people with interests in that land.

Opportunities

- Natural England is tasked with creating the England Coast Path and is currently creating [new coastal access in Norfolk](#)¹:
 - o Stretch 1 of coastal access runs from Weybourne through to Sea Palling;
 - o Stretch 2 runs from Sea Palling to Hopton on Sea;
 - o The route for Stretch 3 from Weybourne to Hunstanton is under investigation. The route is expected to follow the Norfolk Coast Path National Trail where this meets **everyone's needs, but there is scope to vary this where necessary**;
 - o The route for Stretch 4 from Hunstanton to Sutton Bridge is also under investigation;
- Norfolk Trails will seek to create and promote new circular walks from the new coastal access route to support investment in the local economy;
- There are opportunities to strengthen communication between those who manage open access land and the Local Access Forum, ensuring that advice is sought and given as appropriate;
- Areas such as open access land can provide green space hubs for both wildlife and people. The use and promotion of open access land must be considered and clarified in terms of responsibility.

3 Future user needs: other sectors | coastal and open access

Priority actions

- Create circular walks from the Norfolk Coast Path inland linking business, heritage and cultural sites to the footpath, investing in infrastructure to ensure that new opportunities are accessible to a wide range of users;
- Develop other access opportunities including cycling;
- Consider the need for a new sub-group of the Local Access Forum to address the use and promotion of open access land and linking closely with managers of open access land;
- Encourage users to visit new stretches of the England Coast Path as opposed to already popular sections;
- Advise users of the possibility of applications being made for additions to, and deregistration of, common land and town and village greens where it can be shown that mistakes were made at the initial registration stage.



3 Future user needs: other sectors | access to water

3.3.11 Access to water

The current situation

Norfolk has a large and varied water body estate. From the North Sea and Wash coasts to the Broads and the five main river catchments, there are many opportunities for recreational and health-enhancing activities in or close to our waterbodies.

Norfolk's waterbodies can be classified as:

- Coastal
- Estuarine
- Rivers
- Lakes
- Ponds

Each category carries specific characteristics which offer the resident or tourist enjoyment and celebration of ecological or sporting activities. One common feature of the relationship between people and the waterbodies is access to the water. Some activities depend on boat use and Norfolk has a glorious tradition and heritage of boating – from kayaks and canoes, rowing, sailing dinghies and larger yachts to power boating and water skiing. The provision of good, safe and low-cost access for launching and using boats is an important consideration in our access strategy. Suitable provision encourages greater use of the outdoors and access to beautiful natural features – a fundamental requirement of, and promotion

area for this document.

The Broads Authority's [Broads Plan](#)¹ describes how the Authority will maintain and expand navigable water space in the Broads for recreation, consistent with conservation interests and flood risk management.

For anglers, provision of access to the riverbank is a really important part of the Broadland economy. The river Thurne around Martham is a great example of how the provision of access has enabled fishing matches to extend the low season tourism business with angling festivals taking place during October on what has been defined as the second best surveyed river in England in terms of its fish density and populations. The river Yare around Claxton and Langley again is a further example of great access to the river that has enabled the support of over 30 large angling competitions with over 2,000 visiting anglers taking part from across the UK, plus a further 30 bookings for visiting clubs, some are saying this is the best natural venue in the UK.

The [Environment Agency](#)² manages rod fishing licences for salmon, trout, freshwater fish, smelt and eel in England and also has additional duties to promote conservation, recreation and navigation.

Without these levels of access, these economic benefits would be lost and it demonstrates what could be achieved elsewhere across Norfolk with its great list of natural rivers with healthy fish

3 Future user needs: other sectors | access to water bodies

populations and great open countryside, but limited river access.

What boaters, anglers, swimmers and walkers want

Many people travel to the waterbody of their choice by private car. Therefore safe parking and clear signage are a pre-requisite for many activities. Boat and canoe launching facilities need to be provided for safe entry and egress from the water. Anglers also require safe bank spaces and the provision of disabled platforms, common on some stretches of the Broads rivers, is good practice.

The provision of clear information (including any restrictions) for those intending to use waterbodies is essential (e.g. via websites (NCC and partners) and printed materials.) Sensible provision of safety equipment protects everyone near waterbodies.

Priority actions

- Work with partners on plans to map existing access routes and highlight deficiencies;
- Work with partners such as the Broads Authority on approaches to improve boat launching, mooring and angling opportunities accessible from PRoW and Norfolk Trails;
- Raise awareness of the importance of water and waterbodies in Norfolk for recreation, health and trade;
- Educate all on the importance of water as a resource and how essential water management works.

© Photograph credited Geoff Doggett



3 Future user needs: conclusion

3.4 Conclusion

The Norfolk Access Improvement Plan needs to take into account the many and varied needs of users and other interested parties.

The Statement of Actions shows how we will tackle improvements over the next 10 years across 8 themes.



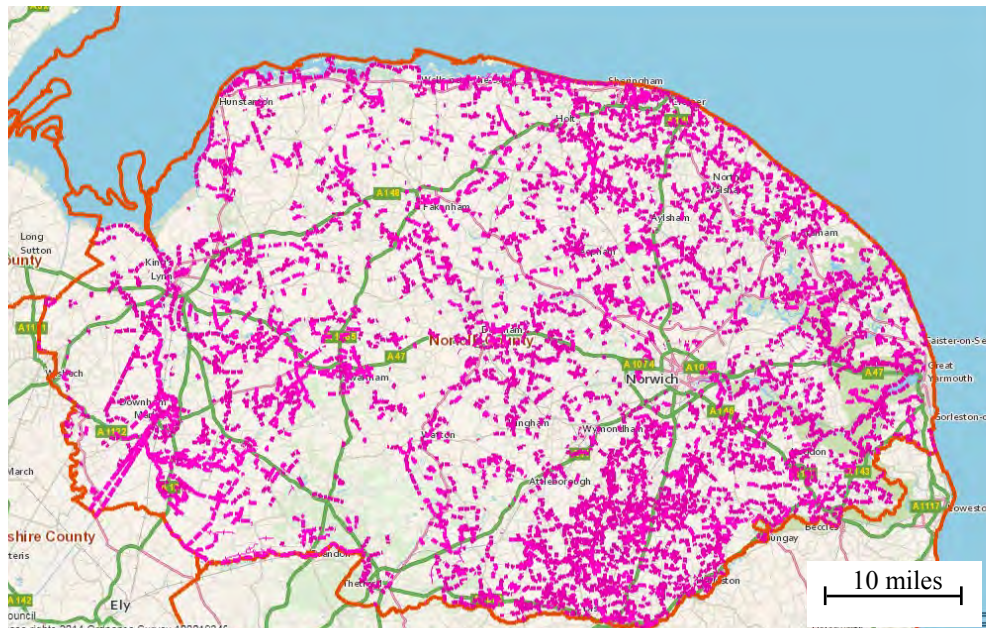
4 Gaps in the network: the current access network in Norfolk

4.1 The current access network in Norfolk

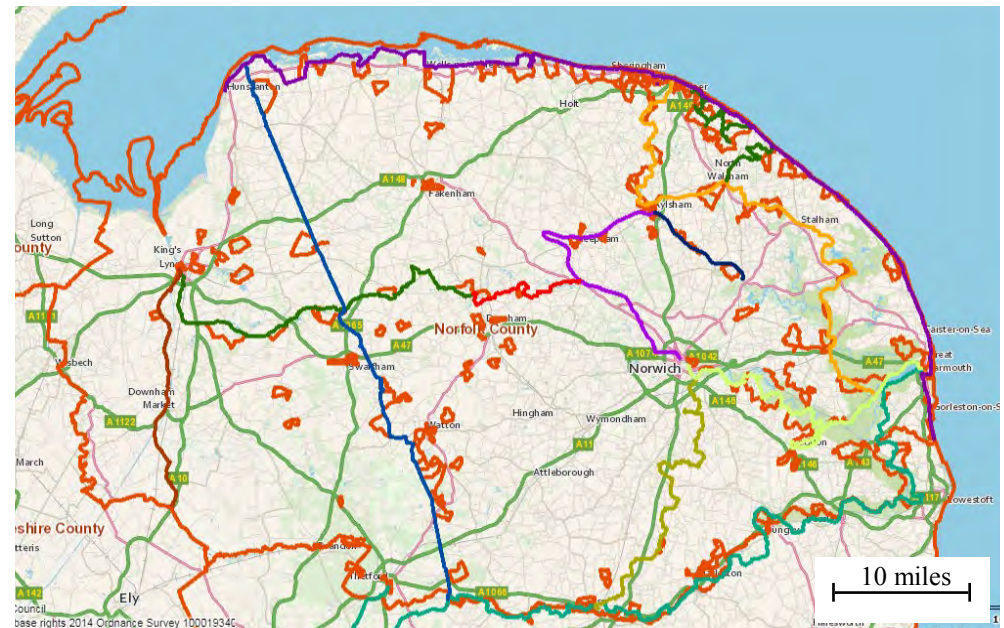
The Public Rights of Way network is not evenly distributed throughout the county: this is apparent when viewing maps of access in Norfolk.

The maps shows that many rural areas in Norfolk, particularly to the north and west, do not have good access to natural greenspace (which includes the current PRow and Norfolk Trails network).

Maps showing PRow in pink (left) and Norfolk Trails (coloured lines) and circulars (in red) (right).



Copyright Norfolk County Council
Crown copyright and Database rights 2014 Ordnance Survey 100019340



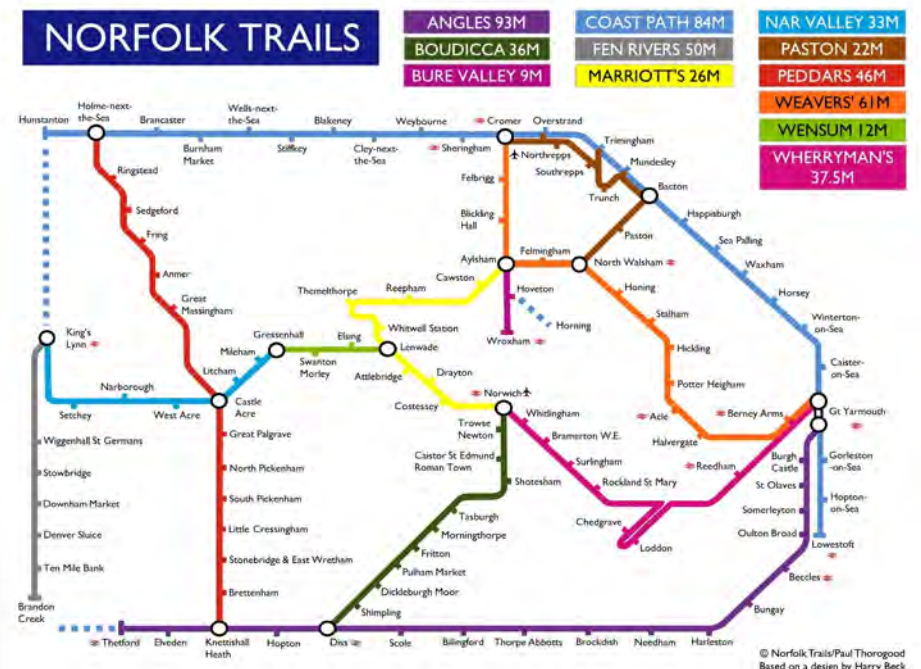
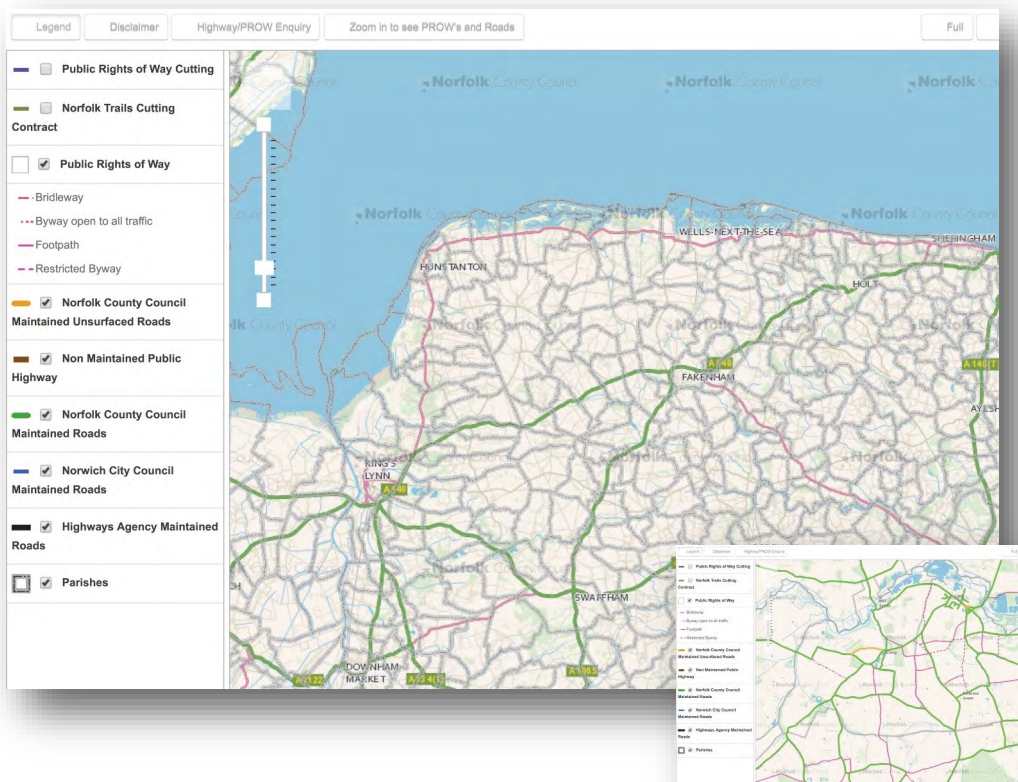
Copyright Norfolk County Council
Crown copyright and Database rights 2014 Ordnance Survey 100019340

4 Gaps in the network: the current access network in Norfolk

An [interactive map](http://maps.norfolk.gov.uk/highways/)¹ of Public Rights of Way throughout Norfolk is managed by Norfolk County Council. The map shows registered Public Rights of Way; Unclassified County Roads (public roads that are not surfaced); and areas of land freely accessible to the public on foot. <http://maps.norfolk.gov.uk/highways/>

There is also an [interactive map of Norfolk Trails](http://maps.norfolk.gov.uk/trails/)² (1,000 miles of promoted routes and associated short and circular walks).

<http://maps.norfolk.gov.uk/trails/>



^{1,2} etc. Please see Appendix for full website urls

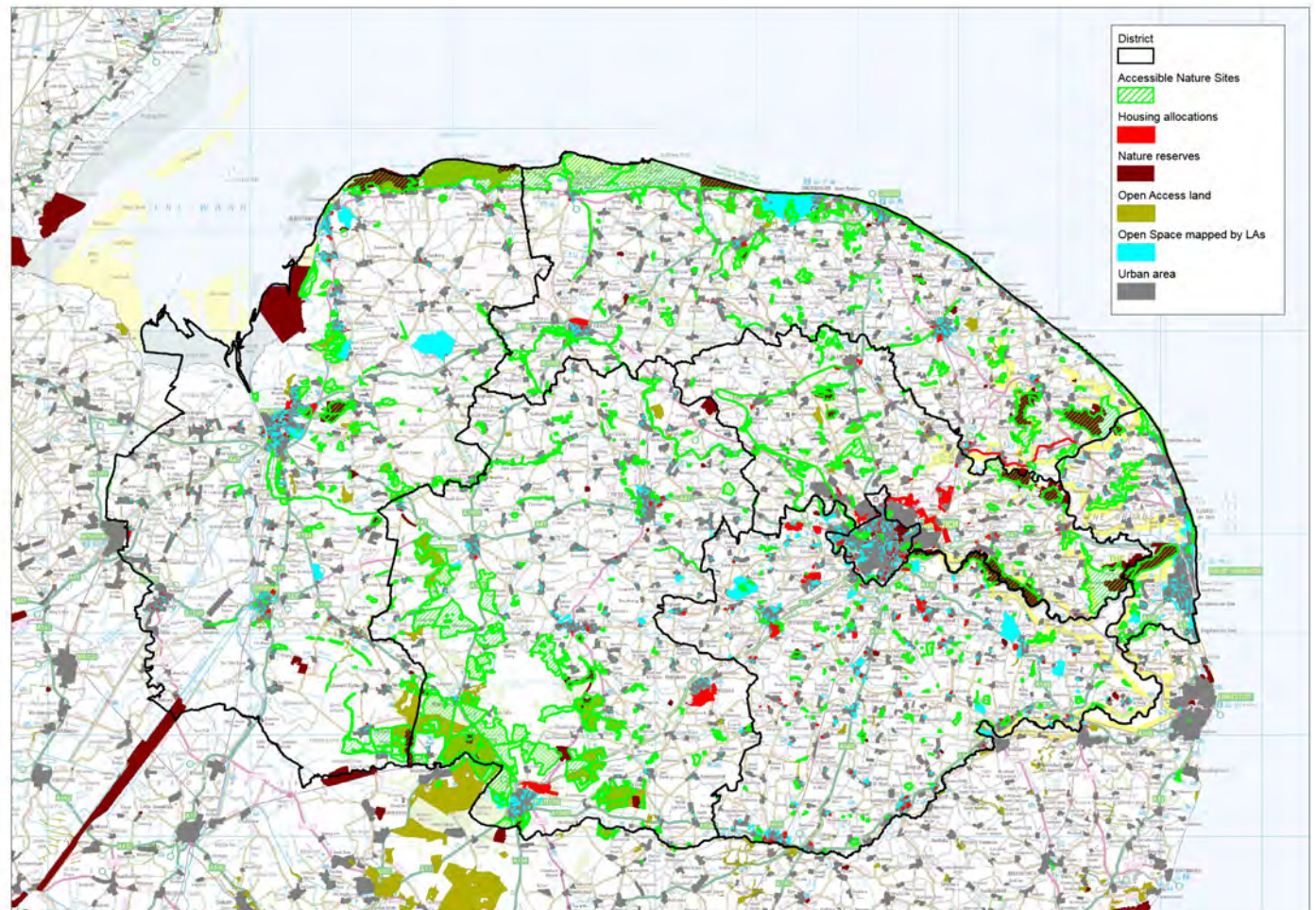
4 Gaps in the network: areas not well served

4.2 Spatial data - areas not well served

Spatial data can help us assess where access to natural greenspace (including PRow) is not adequate and whether the existing rights of way network meets present or likely future need or provides opportunities for doing so.

*Current Green Infrastructure Assets
(from the Norfolk Green Infrastructure
Mapping Project, 2017/18)*

*Compiled by Martin Horlock for Norfolk
Biodiversity Information Service, County
Hall, Norwich NR1 2SG
nbis@norfolk.gov.uk
Scale 1: 350,000*



^{1,2} etc. Please see Appendix for full website urls

4 Gaps in the network: areas not well served

The Accessible Natural Greenspace Standard (ANGSt) was developed in the early 1990s by Natural England (with subsequent revisions) and is based on research into the closeness of accessible natural **greenspace to people's homes that is needed to benefit their quality of life.**

ANGSt measures can be used to help identify where settlements are deficient in access to greenspace. ANGSt recommends that everyone, wherever they live, should have one accessible natural greenspace:

- Of at least 2 hectares* (ha) in size, no more than 300 metres (5 minutes walk) from home;
- At least one accessible 20ha site within 2km of home;
- One accessible 100 ha site within 5km of home
- One accessible 500 ha site within 10km of home
- A minimum of one ha of statutory Local Nature Reserve per thousand of population

*one hectare is 100 meters by 100 meters or roughly the size of an international rugby field.

An assessment of the provision of [ANGSt in Norfolk](#)¹ was completed for Natural England in 2010.



^{1,2} etc. Please see Appendix for full website urls

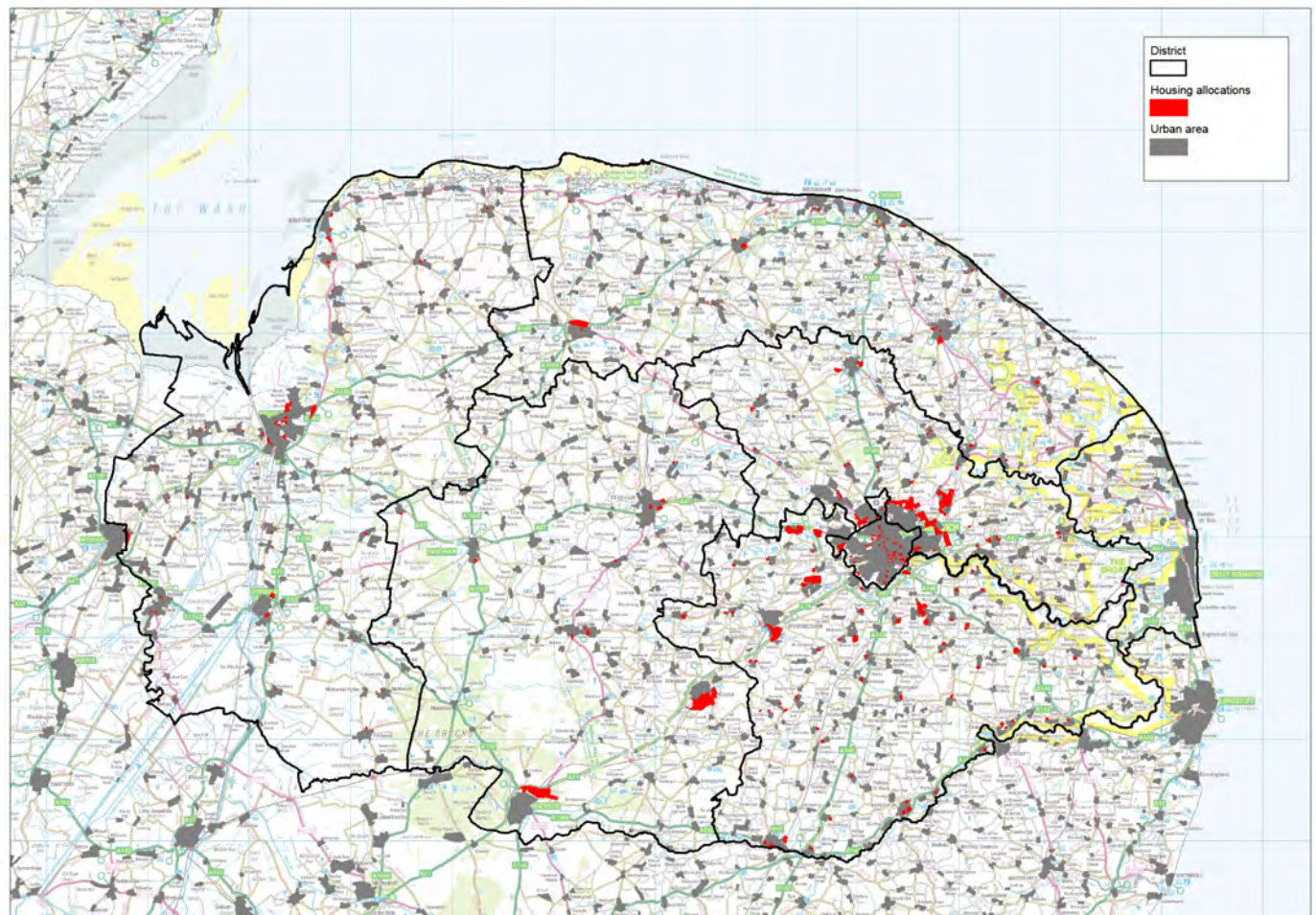
4 Gaps in the network: areas with new needs

4.3 Spatial data—areas with new needs

The needs of new housing allocations must be addressed to ensure that people have good access to the natural environment and to make developments more sustainable. The [National Planning Policy Framework \(NPPF\) 2018](#)¹, recognises the role that walking can play in achieving sustainable development and promoting active lifestyles. New opportunities for walking should be incorporated into housing and commercial development providing, for example, walking links to schools, shops and the wider countryside.

Housing growth in Norfolk (from the Norfolk Green Infrastructure Mapping Project, 2017/18)

*Compiled by Martin Horlock for Norfolk Biodiversity Information Service, County Hall, Norwich NR1 2SG
nbis@norfolk.gov.uk
 Scale 1: 350,000*



^{1,2} etc. Please see Appendix for full website urls

4 Gaps in the network: areas with new needs

The value of the Public Rights of Way network is recognised: **paragraph 98 of the NPPF states: 'Planning policies and decisions should protect and enhance Public Rights of Way and access, including taking opportunities to provide better facilities for users, for example, by adding links to existing rights of way networks including National Trails.'**

The [Norfolk Rural Strategy](#)² (2017) recommends 'a commitment to deliver landscape scale environmental schemes covering multiple landowners, to deliver integrated large-scale improvements which support public access, tourism and economic opportunities e.g. a landscape which integrates boating, cycling and walking routes with food, drink cultural and accommodation facilities to drive high value visits.'

The local planning authorities including Norfolk County Council and the Broads Authority are working together within a Norfolk Strategic Framework (NSF) process to develop an understanding of Green Infrastructure needs and ambitions across the county such as links between protected sites, semi-natural habitats and development sites. This study (the Green Infrastructure Mapping Project) will form part of the evidence base for each Local Plan and provide the basis for future agreements through the NSF. The aims of the project are:

- To map the green infrastructure network of Norfolk to demonstrate and maximise the benefits it brings (or could bring) to local communities;
- To identify deficiencies in green infrastructure provision;
- To identify opportunities for enhancement
- To provide local planning authorities with a deliverable approach to enable connections to be made between green infrastructure and growth.

The project has identified and mapped a range of formal and informal access sites across the county including the Public Rights of Way and Norfolk Trails network, open access land (as identified under the CROW Act) accessible and partially accessible nature reserves and coastal access land. The district and borough authorities provided details of open space in their ownership or control, and details of accessible land that has been delivered through planning. However, the list is not considered comprehensive and will be updated as information is received.

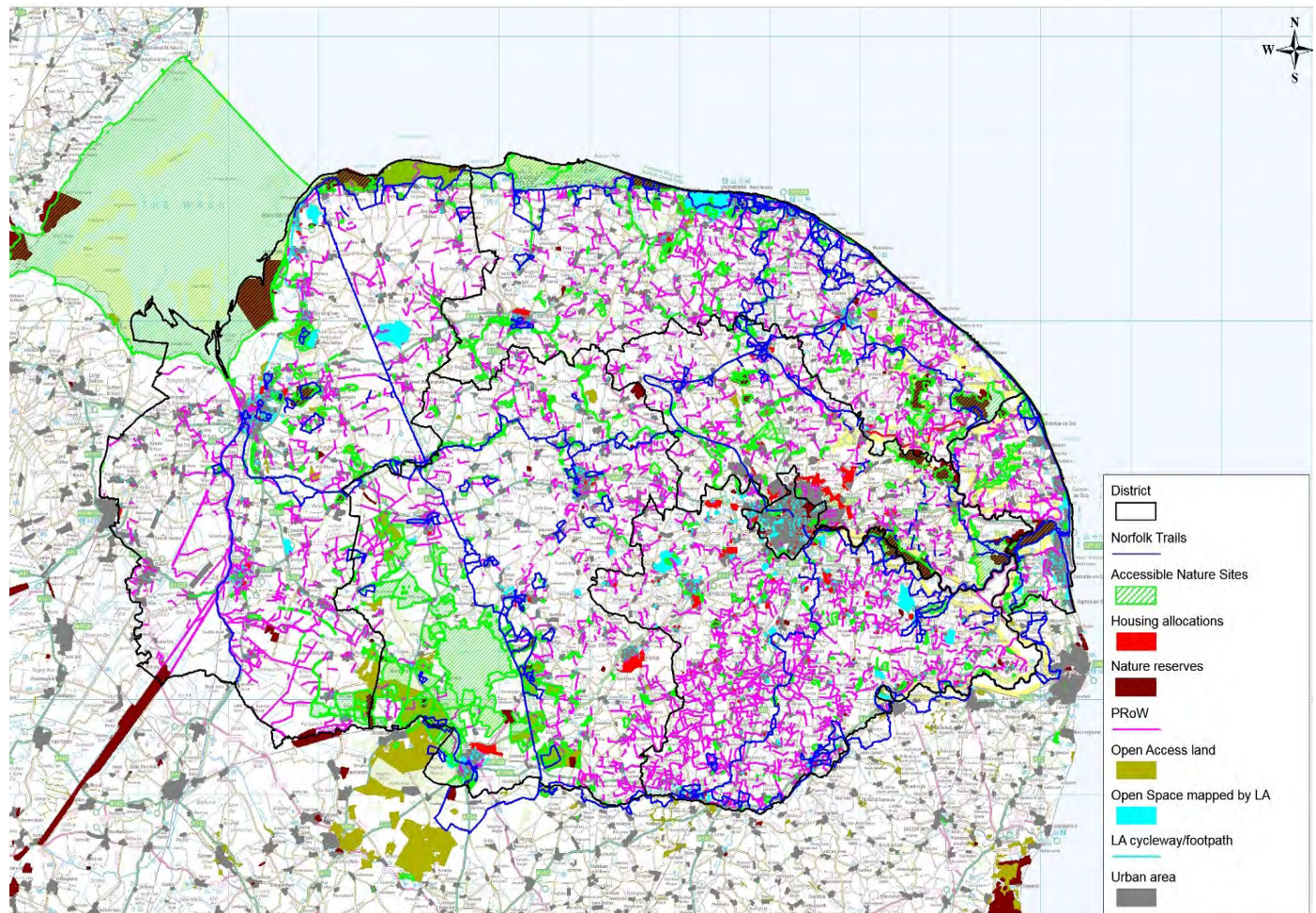
^{1,2} etc. Please see Appendix for full website urls

4 Gaps in the network: areas with new needs

New housing allocations shown alongside current Green Infrastructure and existing PRow (from the Norfolk Green Infrastructure Mapping Project, 2017/18)

*The access asset mapping covers a range of access sites, from those that are fully accessible and free, to others that are partially accessible, or for which there is a charge. The mapping consists of a number of GIS layers that can be interpreted in a variety of ways for a range of uses. The map shown combines the layers. Whilst high level **detail can't be seen at this scale**, it does allow certain broad-scale interpretation. For example, the large area of accessible land that is Thetford Forest (light green) stands out, as does the large concentration of PRow in south Norfolk relative to other parts of the county (pink lines).*

*Compiled by K Rushen in October 2017 for Norfolk Biodiversity Information Service, County Hall, Norwich NR1 2SG
nbis@norfolk.gov.uk
 Scale 1: 400,000*



^{1,2} etc. Please see

4 Gaps in the network: gaps in the recorded network

4.4 Gaps in the recorded network

Gaps exist in records of the network as a result of administrative errors or incomplete documentation. Due to the size of the county, these legal gaps can be a challenge to identify. A list of such instances is updated by the County Council every time such a situation comes to light. Resource constraints at present do not allow proactive rectification of such anomalies: as such the Council is reliant on interested parties making applications to do so. This is of particular importance to anomalies affected by the 2026 cut-off date*: those not affected by this date will be actioned as and when resources allow.

*The [Deregulation Act 2015](#)¹ aimed at streamlining the application procedures for new rights of way giving landowners a greater say in the registration of rights on their land. Part of the legislation includes claims for historic paths (which existed before 1949): these must be claimed before 1 January 2026.



^{1,2} etc. Please see Appendix for full website urls

5 Network management | maintenance of the access network

5. Management of the condition of the network

This section covers maintenance of the access network and completeness and accuracy of the Definitive Map and Statement, including management of applications for changes to PRoW.

5.1 Maintenance of the access network

Norfolk County Council

Norfolk County Council is responsible for managing the access network (as part of its duties to manage the local transport network in Norfolk—see [Norfolk Local Transport Plan](#)¹ which is directed at an operational level within the [Transport Asset Management Plan](#)²). Repairs and maintenance to Public Rights of Way are programmed by NCC Highway Officers following proactive inspections. NCC is responsible for:

- Maintaining the surfaces of Public Rights of Way including annual proactive grass cutting contracts for selected PRoWs to help keep them accessible;
- Management of enquiries from the general public by Countryside Access Officers who also carry out enforcement and programme maintenance as necessary and as resources permit;
- Signposting Public Rights of Way where they leave a road (note that some tarmac PRoW in urban areas may not be signed). We may also arrange for additional waymarking after consultation with landowners;

- Maintaining most bridges crossed by Public Rights of Way over natural watercourses (including farm ditches—as long as the ditch was there when the path was first recorded);
- Inspecting and ensuring that trees within falling distance of the PRoW do not pose an unreasonable danger to users and taking appropriate action to maintain trees in a reasonably safe condition in accordance with the [Tree Safety Management Policy](#)³.

The County Council work programmes are based on a risk assessment of the severity of the problem and the likelihood of it affecting others (see Transport Asset Management Plan Part 13, Section 9.1.1.1.7—Public Rights of Way). Issues are logged for attention as follows:

- Immediate—if it has health and safety implications;
- High—if it affects a nationally or regionally promoted route;
- Medium—if it affects a well-connected or well used path;
- Low—if it affects only an isolated generally unused path, or one that runs alongside another path.

A summary of the main procedures used by the County Council is given in Appendix 8.3.

Landowners

Landowners have a responsibility to ensure that Public Rights of Way

^{1,2} etc. Please see Appendix for full website urls

5 Network management | the Definitive Map and applications for changes to PRow

are accessible and the Highway Authority has the responsibility to enforce this. Norfolk County Council can take enforcement action against a landowner or occupier such as a tenant farmer who does not comply with the law.

Reporting problems with PRow

The County Council manages a defect reporting system (the CRM system) to handle problems reported by users of the PRow network. Users are kept informed of progress to address defects reported and detailed system reports are generated annually. Enforcement notices issued under Section 131A, 134 to 137 (non-reinstatement notices) and Section 130 (obstructions) and Section 56 (out of repair) are recorded.

5.2 Completeness and accuracy of Definitive Map and Statement

The Definitive Map and [Statements](#)¹ are now available online on the County Council website.

As Surveying Authority, NCC is responsible for:

- Maintaining and revising the Definitive Map and Statement of Public Rights of Way;
- Making the Definitive Map and Statement available at County Council and district council offices, and to supply relevant extracts to parish councils. The Definitive Map is available

[online](#)² (via the Interactive Map—left click, then select “View Public Rights of Way Definitive Map”)

The [Legal Orders and Registers Team](#)³ at Norfolk County Council keeps the register of deposits of statements and maps and declarations made about existing Public Rights of Way made under Section 31 (6) of the [Highways Act](#)⁴ and town or village greens made under Section 15A of the [Commons Act](#)⁵, 2006.

Where discrepancies exist in the Definitive Map and Statement, these are put on an internal list by Norfolk County Council. These discrepancies will be addressed as and when resources allow. If discrepancies are found by interested parties, then they are encouraged to submit a modification application to rectify them. Sometimes, discrepancies can be resolved through the application of relevant case law.

5.3 Management of applications for changes to PRow

A Public Right of Way (other than a Byway Open to All Traffic) which appears on the Definitive Map and Statement can be diverted or extinguished by a legal process whereby a local authority makes a Public Path Order. There are certain legal tests that need to be met before such an Order can be made.

Another way of changing the Definitive Map and Statement is by making an application for a Definitive Map Modification Order under

^{1,2} etc. Please see Appendix for full website urls

5 Network management | The Definitive Map and applications for changes to PRow

Section 53 of the Wildlife and Countryside Act 1981. Under the provisions of the Wildlife and Countryside Act 1981, a Definitive Map Modification Order may be applied for by any person wishing to, for example, show:

- A way that isn't shown on the Map but should be**
- A way that is shown on the Map that shouldn't be
- A way that has the wrong status
- A way that is on the wrong alignment

** Evidence is required to support the claim. This evidence can be in two forms; either historical or user evidence or a combination of the two.

The County Council deals with applications for Orders on a first come, first served basis. However, should the need arise in a specific case or due to an increase in applications, especially as the 2026 cut-off deadline draws closer, a system of prioritisation may be introduced. At present, priority may be given if:

- A route is threatened by developers;
- Processing a case will significantly progress a specific target within the NAIP;
- Where the evidence is based largely on users who may not be available to give that evidence if a long time elapses;

- Where there is an overriding operational need to do so.

The County Council's current policy is that, having made an Order, it will normally then take a neutral stance: the expectation is that at hearing or inquiry, the applicant will promote the Order. For cases based on documentary evidence alone, the Planning Inspectorate usually determines orders by operating an exchange of written representations.

A summary of the areas covered by the County Council's Legal Orders Team is given in Appendix 8.4.

^{1,2} etc. Please see Appendix for full website urls

6 Crossover between the NAIP and other plans | national and regional policies

6. Overview of potential crossover between the NAIP and other Plans, Priorities and Partnerships

The Norfolk Access Improvement plan can be viewed as a strategy document within the spatial planning system. As such, it links to the current policy and planning documents which are listed below.

6.1 National Policies and Strategies

- Public Health [Everybody Active Everyday Strategy](#)¹
- [Department of Health Childhood Obesity Plan](#)² (improving the co-ordination of quality sport and physical activity programmes for schools—Chapter 1 and 2);
- The Sport England Strategy [Towards an Active Nation](#)³ (2016) has already set out a major new investment of £40m into projects which offer new opportunities to get active and play sport;
- Walking or cycling to school provides a healthy way to start the day. The government has committed to producing a [Cycling and Walking Investment Strategy](#)⁴;
- **The government's 25 year Environment Plan: [A Green Future: our 25 year plan to Improve the Environment](#)**⁵ sets out plans to improve the environment within a generation;
- **Defra's National Parks: [8 Point Plan](#)**⁶ for England (2016—2020) sets out how National Parks in England such as the Broads, will be protected, promoted and enhanced;

- **Natural England's [Conservation Strategy](#)**⁷ for the 21st century.

6.2 Regional Policies and Strategies

- New Anglia (Local Enterprise Partnership) [Strategic Economic Plan](#)⁸
- Culture and Tourism Sector
- Green Economy Pathfinder

6.3 Local Policies and Strategies (County and District)

6.3.1 The NCC [Transport Asset Management Plan](#)¹ is the strategic approach that identifies the optimal allocation of resources for the management, operation, preservation and enhancement of the highway infrastructure including PRoW to meet the needs of current and future users.

6.3.2 NCC – Local Transport Plan²

Norfolk's third Local Transport Plan 2011-26 has been adopted. It describes the county's strategy and policy framework for delivery up to 2026. It will be used as a guide for transport investment and considered by other agencies when determining planning or delivery decisions. The plan reflects the views of local people and stakeholders, identifying 6 priorities:

- Maintaining and managing the highway network;
- Delivering sustainable growth;
- Enhancing strategic connections;

^{1,2} etc. Please see Appendix for full website urls

6 Crossover between the NAIP and other plans | local policies

- Reducing emissions;
- Improving road safety;
- Improving accessibility.

6.3.3 [Norwich Area Transport Strategy](#)³ (including the Local Cycling and Walking Investment Plan—LCWIP)

6.3.4 [Norfolk Cycling and Walking Strategy](#)⁴

6.3.3 NCC – Infrastructure Plan including:

- [Norfolk Strategic Infrastructure Plan](#)⁵
- [Greater Norwich Infrastructure Plan](#)⁶

6.3.4 [NCC Tree Management Policy](#)⁷

6.3.4 [NCC Active Travel Plans](#)⁸

- [Cycling and Walking Action Plan](#)⁹
- [AtoBetter](#)¹⁰ individual Travel Plans

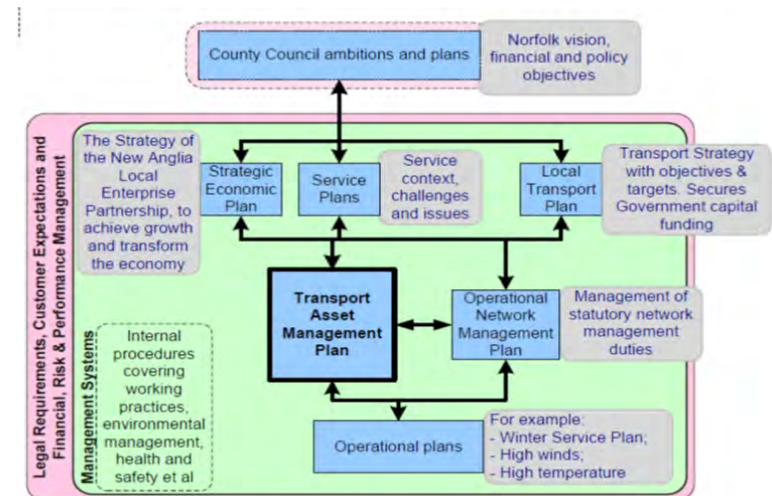
6.3.5 Broads Authority [Broads Plan](#) (management)¹¹ and [Broads Local Plan](#) (development)¹²

6.3.6 [NCC Health/ Wellbeing Strategy](#)¹³

6.3.7 Active Norfolk – [Active Norfolk 2016-2021 Strategy](#)¹⁴

6.3.8 District Councils Local Development Plans

- [Broadland](#)¹⁵
- [Breckland – Emerging Local Plan 2017](#)¹⁶
- [Great Yarmouth – Local Plan and Core Strategy 2013 -2030](#)¹⁷
- [Kings Lynn and West Norfolk](#)¹⁸
- [North Norfolk](#)¹⁹
- [Norwich](#)²⁰
- [South Norfolk](#)²¹
- [Broads Authority](#)²²
- [Greater Norwich Local Plan](#)²³ (covering districts: South Norfolk; Broadland; Norwich. This will supersede separate district plans for these authorities);
- Town and neighbourhood plans



NCC plans which relate to the Transport Asset Management Plan
Norfolk Access Improvement Plan 2019—2029

^{1,2} etc. Please see Appendix for full website urls

6 Crossover between the NAIP and other plans | local policies

[6.3.9 Norfolk Coast Partnership - Norfolk Coast AONB Management Plan](#)²⁴

[6.3.10 Environment](#) emerging plans for a [Norfolk Environment Plan](#)²⁵

[6.3.11 Natural England Coastal Access, National Trails and England Coast Path](#)²⁶

[6.3.12 Norfolk Rural Development Strategy 2017 - 2020](#)²⁷

[6.3.13 Norfolk Road Casualty Reduction Board](#)²⁸ Delivery Plan

Elements of Casualty Reduction Strategy for Vulnerable Road Users aimed at children, young people and adult cyclists. Report shows increases in the number of Killed and Seriously Injured from the pedal cyclist and older driver casualty groups have contributed to this rising trend.

[6.3.14 Peddars Way and Norfolk Coast Path National Trail Improvement and Delivery Framework 2015—2020](#)²⁹

^{1,2} etc. Please see Appendix for full website urls

7 Statement of Actions 2019—2029 | structure

7. Statement of Actions

The previous Rights of Way Improvement Plan (ROWIP) 2007-2017 underwent a very detailed consultation with a wide range of partners and users but the Statement of Actions was very aspirational and limited in demonstration of achievements due to a lack of clear targets, good management information and monitoring procedures. The process now recommended by Defra is to develop a 10 year Statement of Actions and to have annual or bi-annual delivery plans with clear achievable targets to support it. The management of PRoW in Norfolk has also undergone a number of changes which are reflected in the new plan.

The Norfolk Access Improvement Plan was drafted to replace the previous ROWIP and was put to public consultation between mid March and mid June 2018. Comments were fed in through a public survey (www.norfolk.gov.uk/naip) and structured stakeholder event. Comments were reviewed with assistance from the NAIP subgroup of the NLAF: the plan was revised and the Statement of Actions was developed, resulting in this current document.

7.1 Statement of Actions 2019 to 2029 - structure

The NAIP’s 10 year “Statement of Actions” will deliver the following aims:

- THEME 1: A Well Managed Access Network;
- THEME 2: A Well Connected Access Network;
- THEME 3: A Well Protected Environment;
- THEME 4: A Well Promoted Access Network;
- THEME 5: An Access Network Underpinned by Excellent Information Management;
- THEME 6: A Community-led Access Network;
- THEME 7: An Access Network that Supports / Delivers Health Outcomes;
- THEME 8: A Valuable Access Network.

Long-term and strategic objectives and actions against each theme are presented in a table which also shows NCC or external resources required, partners who will help and how monitoring will be undertaken.

The 10 year Statement of Actions 2019—2029 to deliver the NAIP is presented in the pages that follow.

7 Statement of Actions 2019—2029 | THEME 1: Well Managed Access Network

NAIP Statement of Actions 2019 - 2029	
THEME 1: Well Managed Access Network	
Description	We will manage a well-signed and maintained network of multiuse routes efficiently and economically (Public Rights of Way and promoted Norfolk Trails and the National Trail in Norfolk) providing access to coastal, rural and urban areas, using good systems and standards
Challenge	The consequences of reduced public funding has meant less resource to manage the access network with poor satisfaction rates in comparison with some other highway authorities. <i>The challenge is to find innovative and new ways to help deliver network management, working with partners and communities.</i>
Target (by 2029)	<p>Improve the Highways and Transport Network Survey Key Benchmark Indicator for Public Rights of Way KBI15 to 57 (from 54) (to match or exceed the national average)</p> <p>Improve the Highways and Transport Network Survey Key Indicator for Public Rights of Way (Aspects) KBI16 to 55 (from 51) (to match or exceed the national average)</p> <p>Improve all component Benchmark Indicators for KBI 16 to match or exceed the national average (see Appendix 8.5)</p> <p>Increase volunteer involvement with PRoW management (see target under 'Community-led access network')</p> <p>Improve our standing against other Highway Authorities in the National Highways and Transport network survey</p>

7 Statement of Actions 2019—2029 | THEME 1: Well Managed Access Network

NAIP Statement of Actions 2019 - 2029						
Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy	
		1 = NCC staffing 2 = External funds needed				
THEME 1: Well Managed Access Network						
1.1 Manage signage	Maintain and improve PRoW and Trails signage in line with the TAMP and to meet statutory requirements. E.g. Ensure there is Public Rights of Way sign where the Public Rights of Way meets a metalled road as a minimum. Improve signage regarding MPV use of UCRs	1 (Countryside Access Officers; Highways; Norfolk Trails Officers)	NLAF (PRoW s/group)	TAMP reporting	Norfolk Local Transport Plan TAMP NCC Officers reports to the NLAF	
1.2 Manage path surfaces and vegetation	Maintain surfaces in a fit state for public use. Remove obstructions. Manage a programme of vegetation cutting. Set up formal links with parishes, the Ramblers, Walkers are Welcome towns and others willing to undertake such work.	1 (Countryside Access Officers; Highways; Norfolk Trails Officers)	Parish councils The Ramblers Walkers are Welcome towns	TAMP reporting	Norfolk Local Transport Plan TAMP NCC Officers reports to the NLAF	
1.3 Manage linear woodlands to increase the benefits that trees provide and minimise the issues	Use and adapt the NCC Tree Policy to embrace the special requirements of trees along the ProW and Trails network	1 (Countryside Access Officers; Highways; Norfolk Trails Officers; NCC Arboriculture and woodland officer) 2 (externally funded projects)	Defra; NWT; NE; SCC; NT; WT; FC	Trees inspected in line with NCC Tree Management Policy	NCC Tree Management Policy Defra 25 year plan for the environment; Norfolk's 25 year plan for the environment; District Council local tree strategies (such as the King's Lynn and West Norfolk Tree Strategy)	
1.4 Create better access for disabled users	Conduct access audits on Norfolk Trails and PRoW with help from users to assess current provision (surface condition, infrastructure, signage) for those with mobility problems, visual impairments or mental health difficulties etc. and agree priorities for route improvements. Seek funding for improvements. Improve access for disabled users during other management work wherever possible (e.g. during work to deliver new coastal access in Norfolk or during flood bank re-alignment programmes in the Broads), including creating new accessible entry points for wheelchairs users that connect to longer paths.	1 (Countryside Access Officers; Norfolk Trails ; Highways) 2 (externally funded projects)	NLAF (PRoW s/g); Pathmakers; landowners/managers; Ramblers; Natural England Environment Agency (flood bank realignment) Broads Authority BLAF Access groups (e.g. Changing Places) Active Trails	Record number of access audits completed and number of improved routes.	Norfolk Local Transport Plan TAMP, Equality Act 2010; Section 5.4 of the Rights of Way Circular	

7 Statement of Actions 2019—2029 | THEME 1: Well Managed Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
1.4 Improve access for all	Undertake a programme of stile removal with 95% of stiles removed from the National Trail over the plan's lifetime.	1 (Countryside Access Officers; Norfolk Trails ; Highways) 2 (externally funded projects)	BLAF Broads Authority	Record numbers of stile-free routes, aiming for 95% of all routes to be stile-free over life span of the plan.	Norfolk Local Transport Plan TAMP, Equality Act 2010; Section 5.4 of the Rights of Way Circular
1.5 Create an effective relationship with landowners and managers to raise awareness of their legal PRoW management responsibilities. Manage a clear enforcement policy	Improve landowner awareness of their duties seeking advice from the NLAF. Issue S134 and S137 (path non-reinstatement notices) and Section 143 (Removal of obstruction notices) where necessary. Support landowners in their efforts to keep routes open, safe and tidy, and look into ways of recognising these efforts.	1 (Countryside Access Officers; Norfolk Trails ; Highways)	NLAF (PRoW s/g); landowners/managers; Norfolk FWAG	TAMP reporting	Norfolk Local Transport Plan TAMP; NCC Officers reports to the NLAF Highways Act 1980 S134, S137, S143
1.6 Manage an effective system for managing PRoW and Trails records reporting and tracking the resolution of access issues (CRM)	Consolidate the 2 management systems (CAMS and Yotta) for reporting and tracking access issues Maintain the new reporting system (CRM)	1 NCC (Highways and Norfolk Trails); 1 Countryside Access Officers; Norfolk Trails Officers; NCC (internal)	NLAF (PRoW s/g); landowners/managers; Norfolk FWAG	Annual report	TAMP
1.7 Address access-related faults reported to NCC in a timely and effective manner	Respond to cases recorded in line with agreed specified timescales. Provide feedback on progress to those who reported the issue	1 Countryside Access Officers; Norfolk Trails Officers; NCC (internal)		CRM reporting system. Report to NLAF	TAMP
1.8 Maintain the Definitive Map for Norfolk	Record and manage changes to the Definitive Map including Public Path Orders, Map Modification Orders, Deposits and Declarations Develop a plan to address discrepancies between the Definitive Map and Statement	1 Legal Orders and Registers Team		Monitor numbers of applications received for "2026" routes Monitor numbers of other changes made to the Definitive Map (including Public Path Orders, Map Modification Orders; Deposits and Declarations)	

7 Statement of Actions 2019—2029 | THEME 1: Well Managed Access Network

NAIP Statement of Actions 2019 - 2029

		Resources (1 or 2)		Partners	Monitoring	Relevant plan/policy
Objective	Actions	1 = NCC staffing 2 = External funds needed				
1.9 Manage Norfolk Trails and the National Trail in Norfolk (Peddars Way and Norfolk Coast Path) and establish new stretches of the England Coast Path in Norfolk	Maintain Norfolk Trails and the National Trail in Norfolk to National Trail standards through the National Trails Partnership in Norfolk					
	Deliver the England Coast Path in Norfolk (stretches 3 and 4). NCC will manage the installation of route infrastructure once the route has been agreed and is responsible for ongoing management of the trail once completed	1 NCC (Norfolk Trails) 2 NE		NE (National Trail); Norfolk National Trail Partnership	Monitor user satisfaction through user surveys National Trail annual report to NE (National Trail) TAMP reporting	The New Deal (NE)
1.10 Create new linear and circular walks and PRoW network improvements targeted on growth areas	Identify new linear and circular walks opportunities from Norfolk Trails, the National Trail, Norfolk Coast Path and PRoW that link business, heritage and culture sites and improve connectivity with residential areas. Make links with public transport. Encourage and support applications for funding.	1 NCC (Norfolk Trails) 2 External funding and projects such as Coastal Treasures; Explore More (coastal communities)		Pathmakers Broads Authority	Norfolk Trails and National Trail (Norfolk) annual reports	Peddars Way and Norfolk Coast Path Improvement and Delivery Framework Norfolk Trails
1.11 Train volunteers in maintenance of PRoW and UCR	Maintain and extend the successful Norfolk Trails Volunteer scheme to include the National Trail and the PRoW network.	1 NCC (Environment Team; Norfolk Trails) 2 External funding				
	Develop and nurture volunteer groups through a volunteer co-ordinator role and parish seminars events	2 Volunteers		NLAF	Monitor volunteer time and contribution	Norfolk Trails volunteer strategy

7 Statement of Actions 2019—2029 | THEME 2: Well Connected Access Network

NAIP Statement of Actions 2019 - 2029	
THEME 2: Well Connected Access Network	
Description	We will develop an integrated green network of routes and paths that provides opportunities for all users; improves ecological resilience; creates opportunities to connect with green space and places of natural and cultural heritage ; improves connections for work/education/recreation for residents and addresses other gaps with demonstrable need where possible, both within and outside targeted 'growth' areas.
Challenge	Norfolk's population is predicted to grow from 898,400 (mid 2017) to 1,002,300 by 2041 (Norfolk Insight). <i>The challenge is to ensure that people can connect with places and green space sustainably from where they live.</i>
Target (by 2029)	Increase the number and length of all-abilities routes connecting people and places by 10 routes and 100 kilometres by 2029

7 Statement of Actions 2019—2029 | THEME 2: Well Connected Access Network

NAIP Statement of Actions 2019 - 2029						
Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy	
		1 = NCC staffing 2 = External funds needed				
THEME 2: Well Connected Access Network						
2.1	Improve connectivity of the access network through the planning system	Create or improve access through opportunities afforded by the planning system (e.g. plans and strategies such as district green infrastructure plans, neighbourhood plans and local plans) or through planned environmental improvements such as flood bank re-alignment. Recommend adoption of the Crime Prevention Through Environmental Design (CPTED) principle when creating new access. Link routes across county boundaries (cross-border).	1 NCC 2 CIL (pooled and parish CIL) 2 Section 106 2 Developers (growth agenda)	SCC Parish councils District councils Landowners Pathmakers NALC FWAG	Record numbers and details of new paths and linkages created as a result of the proactive involvement with development planning (NCC Environment Team) (link with theme 5)	Norfolk Green Infrastructure Strategy (in draft) Crime Prevention Through Environmental design (CPTED) principles
2.2	Create new linear and circular walks and PRoW network improvements targeted on growth areas	Identify opportunities for new circular and linear routes from Norfolk Trails and the National Trail (e.g. Wherryman's, Weavers' and Angles' Ways and the Norfolk Coast Path) and PRoW that improve connectivity (e.g. between residential areas, schools, work places, market towns, businesses and key attractions etc.) and which integrate with public transport, particularly for growth areas. Encourage and support applications for funding. Link routes across county boundaries (cross-border)	1 Norfolk Trails 2 (e.g. Water, Mills and Marshes Landscape Partnership Scheme)	Broads Authority	Broads Integrated Access Strategy (within the Broads); Norfolk Trails Annual Report	

7 Statement of Actions 2019—2029 | THEME 2: Well Connected Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)		Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing	2 = External funds needed			
2.3 Increase the number (and length) of multi-modal access routes (cycle routes)	Apply for funding for route improvements and linkages to address multi-modal need, such as the 50 mile 'green loop' cycle way linking Marriott's Way with the Bure Valley Path and planned multi-modal path between Thorpe St Andrew in Norwich and Wroxham. Establish a delivery partnership. Create new shared routes (or change the status of existing routes through landowner negotiation) to maximise benefits for users.					
	Install better cycling infrastructure (including better signage) to benefit residents, increase participation in active travel and provide a better offer for tourists in areas such as the Broads. Integrate active travel in new developments at the planning stage. Deliver the Greenways project (feasibility study for the use of disused railways) Deliver the Three Rivers Way project			Pathmakers; Broads Authority Sustrans District Councils Three Rivers Way Association Landowners	Broads Integrated Access Strategy (within the Broads)	Norfolk Green Infrastructure Strategy (in draft) Broads Integrated Access Strategy (within the Broads)
2.4 Bring disused railways and other underused parts of the transport network back into use as cycling and walking routes (NCC funded Greenways feasibility study)	Conduct a further feasibility studies to bring disused railways back into use:			District Councils Sustrans NLAF Active Norfolk Sport England NE	Project report	NCC Cycling and Walking Strategy
2.5 Improve connectivity of the rural access network for wildlife and natural capital (ecosystem services)	Use spatial planning to identify where gains for biodiversity (connectivity of habitats and landscapes) can be made associated with the access network			NCC (Environment Team) Norfolk Trails 2 Trees Outside Woods 2 Ash die-back project	Record gains for biodiversity achieved through the planning system	
2.6 Encourage the identification and submission of applications to register unrecorded paths by 2026	Maintain a list of applications to register claims for unrecorded paths Encourage the NLAF to prioritise efforts to register claims for unrecorded paths.	1 NCC (Legal Orders and Registers) 2 Volunteers		NWT Team Ramblers NCC (Legal Orders and Registers) Open Spaces Society	Record numbers of applications added to the list	CROW Act 2000 and Deregulation Act 2015

7 Statement of Actions 2019—2029 | THEME 2: Well Connected Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
Retain and create new permissive access routes across Norfolk, especially where connections can be made with existing 2.7 Rights of Way.	Create a template protocol for landowners wishing to set up permissive access agreements on their land for public benefit.	1 Legal Orders and Registers 2 CIL (parish)	Landowners		
	Pending the re-introduction of payments re permissive access. Lobby Defra concerning reintroduction of permissive access in agri-environmental schemes and/ or develop new pilot agri-environment schemes which include permissive access with the Broads Authority	2 NLAF (Permissive Access s/group) 2 Potential future "Stewardship" schemes 2 Other funding	NLAF (Permissive Access s/group) NALC Broads Authority FWAG	Record length (km) and details of new permissive access developed in Norfolk	

7 Statement of Actions 2019—2029 | THEME 3: Well Protected Environment

NAIP Statement of Actions 2019 - 2029	
THEME 3: Well Protected Environment	
Description	We will protect the biodiversity and archaeology of the access network, improve understanding of Norfolk's landscape, archaeology and the natural and historic built environment that can be accessed from the network and manage the impact of visitors on protected sites.
Challenge	Population growth and increased visitor numbers to Norfolk's landscapes could have a detrimental impact on special habitats and species. <i>The challenge is to minimise this threat by managing access to the most sensitive sites and promoting it where and when it will have least impact, but not direct people totally away from sensitive sites</i>
Target (by 2029)	Reduce visitor pressure which is affecting 10 protected natural sites and 5 historic sites which can be reached from the access network by 2029. Improve visitor experience at the same sites through well designed access infrastructure (e.g. path improvements) and signage. Create and promote 5 new opportunities for visitors to experience the natural and historic environment away from protected nature conservation sites or outside peak visitor months by 2029. Reach 1,000 people to improve their understanding of the natural and historic environment that can be reached from the access network.

7 Statement of Actions 2019—2029 | THEME 3: Well Protected Environment

NAIP Statement of Actions 2019 - 2029						
Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy	
		1 = NCC staffing 2 = External funds needed				
THEME 3: Well Protected Environment						
3.1	Protect the historic environment (archaeology and the historic built environment) accessible from the access network	Provide well designed access to, and information about, heritage sites accessible from the access network, managing visitors to protect the historic environment	NCC Environment Team 2 external funding (e.g. through Pathmakers)	Historic England District Councils	Project report	NCC (plans for heritage buildings)
		Provide well designed access to Norfolk's landscapes and biodiversity that can be reached from the access network, managing visitors to protect the natural environment (prevent detrimental recreational impact)		District Councils Norfolk Coast Partnership Volunteers (local residents)	NBIS Annual Report	NCC (Recreational Impacts Report) Norfolk Coast AONB Management Plan Growth Plans (e.g. Greater Norwich; King's Lynn and Thetford)
3.2	Protect the natural environment accessible from the access network	Create and promote opportunities away from protected nature conservation sites or outside peak visitor months to reduce the impact of visitors on sensitive areas. Monitor visitor numbers	1 NCC Environment Team /Norfolk Trails 2 external funding (e.g. through Pathmakers)	Parish Councils NALC NE Broads Authority	NE monitoring (protected sites) Norfolk Trails people counter data	Defra's 8 Point Plan for England's National Parks (includes integrated management of the environment) Biodiversity and Water Strategy (Broads Authority)
		Develop the 'Green Loop' integrated long distance trail Develop the Greenways recycled railways project Deliver access projects associated with the River Wensum Strategy Lobby for cycling and walking revenue grants Promote cycling access to and within the Broads and Norfolk Coast AONB as alternatives to car travel with partners	1 Norfolk Trails and NCC Walking and Cycling Team 2 external funding (e.g. through Pathmakers) 2 CIL 2 Pushing Ahead 2 Transforming Cities (DfT) 2 Green pilgrimage	Project partners Broads Authority Norfolk Coast Partnership National Trust LEP (New Anglia) DfT Diocese of Norwich East Anglian Pilgrimage Network	NCC Officers' reports to the NLAF Project reports	Broads Integrated Access Strategy Pathmakers business plan
3.3	Develop and promote opportunities for sustainable/ active transport to reduce carbon emissions associated with travel	Develop Norwich and Great Yarmouth cycle maps for commuter journeys and leisure rides for families				
3.4		Provide better information (e.g. via website) and promotion about Norfolk Trails and the National Trail on buses and at bus stops Develop itineraries that integrate Norfolk Trails/ National Trail routes with public transport such as the Coasthopper bus service and train services	1 Norfolk Trails and NCC Walking and Cycling Team 1 NCC Highways Passenger Transport 1 Pushing Ahead DfT project	Bus operators Train operators	NCC Officers' reports to the NLAF	
	Improve integration of the access network with public transport					

7 Statement of Actions 2019—2029 | THEME 3: Well Protected Environment

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
3.5 Protect and enhance the biodiversity of the access network	Manage grassland and woodland habitats adjacent to Norfolk Trails Create site-based management plans to achieve greater diversity of habitats and species and improve connectivity with wildlife sites. Develop Greenways project to deliver gains for biodiversity	1 Norfolk Trails 1 NCC (Arboriculture) 2 External funding 2 Volunteers	NWT District Councils NBIS Broads Authority Norfolk Coast AONB partnership Norfolk Biodiversity Partnership	NCC Officers' reports to the NLAF NBIS Annual report	Habitat and Species Action Plans (NBP)
3.6 Improve resilience of connecting linear tree features to pests, diseases and climate change	Survey linear tree features and make tree age class and species distribution more diverse and resilient along Norfolk Trails through a programme of appropriate tree management and planting	1 NCC (Norfolk Trails) 1 NCC (Arboriculture) 2 Ash dieback project	District Councils	NCC Tree inspections Tree issue reports	NCC Tree Policy NCC 20 year ash dieback management strategy Broads Water, Mills and Marshes Project (broads-authority.gov.uk/looking-after/projects/water,-mills-and-marshes)
3.7 Develop shared goals for access improvements in the Broads	Create annual joint action plans (NCC, Broads Authority, Broads Local Access Forum, Norfolk Local Access Forum)	1 NCC 1 Broads Authority 2 BLAF and NLAF volunteers	BLAF NLAF	Joint annual meeting BLAF and NLAF	Broads Integrated Access Strategy (broads-authority.gov.uk/looking-after/managing-land-and-water/recreation-and-tourism/access) Broads Plan (broads-authority.gov.uk/broads-authority/how-we-work/strategy)
3.8 Increase understanding of the natural and historic environment that can be reached from Norfolk Trails	Improve information available to residents and visitors (e.g. through the Marriott's Way HLF project)	1 NCC (Norfolk Trails) 2 External funding (e.g. Marriott's Way HLF project; Water, Mills and Marshes HLF project; Fen Rivers Way project; Brecks Fen Edge and Rivers HLF)	NE	Project reports	

7 Statement of Actions 2019—2029 | THEME 4: Well Promoted Access Network

NAIP Statement of Actions 2019 - 2029	
THEME 4: Well Promoted Access Network	
Description	We will promote Norfolk's access network, the outstanding countryside and heritage that can be reached from it, and the benefits of outdoor activity, developing a communications plan to reach key user groups (visitors, walkers, cyclists, horse-riders, motorised vehicle users, disabled users and new users).
Challenge	The access network is well used by dedicated access groups across the high season summer months. However there are large sections of the population which do not use the network. Furthermore, the network has capacity for greater use outside the summer season. <i>The challenge is to increase use of the network by people who do not use it and out of peak season</i>
Target (by 2029)	Increase use of the network by people who currently do not use it and at times outside the summer months by 20% by 2029 (from 2010 baseline), targeting areas able to sustain an increase in footfall (no detrimental environmental impact) and promoting sustainable travel to the network. Baseline and monitoring measured through a combination of people counter data and targetted surveys.

7 Statement of Actions 2019—2029 | THEME 4: Well Promoted Access Network

NAIP Statement of Actions 2019 - 2029

		Resources (1 or 2)				
Objective	Actions	1 = NCC staffing 2 = External funds needed	Partners	Monitoring	Relevant plan/policy	
THEME 4: Well Promoted Access Network						
4.1	Develop a communications plan to keep track of activities to raise the profile of the access network in Norfolk	Identify appropriate materials and communication channels for target audiences making good use of modern technology	1 NCC 2 External funding and projects	NLAF BLAF Pathmakers	Monitor usage of the Norfolk Trails network using people counters in conjunction with surveys to assess the success of promotional activities	NLAF/ Pathmakers Communications Plan
	4.2	Develop/maintain websites	Promote information about countryside access on digital platforms. Ensure that the needs of those with visual impairments is addressed. Maintain the Peddars Way and Norfolk Coast Path part of the National Trails website. Cross-promote via others' websites.	1 NCC 2 External funding and projects	NE	Monitor website activity e.g. Google Analytics
4.3		Develop printed and pdf leaflets	Create printed material for specific audiences/localities in line with communications plan priorities. For example: (i) create pdf downloads of short and circular walks for specific requirements (such as 'access for all' audited routes) that link with local businesses, creating accessible print/ online versions for those with visual impairments. Use QR codes to link to website (ii) promote walking and cycling access to Norfolk's coast and countryside as alternatives to car travel for leisure; (iii) develop a toolkit for all users of the network which provides 'etiquette' on multi-use (iv) produce guides and leaflets for countryside access	1 NCC/Norfolk Trails/Walking and Cycling Team 2 External funding (e.g. SAIL and Coastal Treasures projects)	Norfolk Coast Partnership NLAF Pathmakers Broads Authority	Feedback/ numbers of downloads

7 Statement of Actions 2019—2029 | THEME 4: Well Promoted Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
4.4 Develop good media relationships	Agree a press release programme and delivery.	1 NCC/Norfolk Trails/NCC Walking and Cycling Team 2 External funding and projects	NLAF Pathmakers	Numbers of media releases issued	
4.5 Develop/maintain social media presence	Create social media account for Pathmakers Maintain Norfolk Trails social media Keep abreast of other relevant social media accounts	1 NCC/Norfolk Trails/NCC Walking and Cycling Team 2 External funding and projects	NLAF Pathmakers	Social media reporting	
4.6 Develop interpretive panels/ displays	Develop a 'wish list' of opportunities where interpretive panels (showing routes/ heritage etc.) or display panels/ pop up banners would be effective. Seek funding opportunities.	1 NCC/Norfolk Trails/NCC Walking and Cycling Team 2 External funding and projects	NLAF Pathmakers	Record of new displays created	
4.6 Organise events to increase engagement with the access network.	Develop a programme for annual parish seminars to encourage greater involvement with Public Rights of Way and their maintenance. Run seminars. Deliver the annual October 'Walking Festival' in Norfolk Encourage infrequent users to access the Broads National Park through events such as the Broads Outdoors Festival, volunteer-led walks and the provision of information	1 NCC/Norfolk Trails/NCC Walking and Cycling Team	NLAF / Pathmakers BLAF NALC Broads Authority	Parish seminars report Report on Walking Festival	
4.7 Develop a photo and video library	Maintain and add to the Norfolk Trails and the Norfolk Coast Partnership's stock of photos with permissions which can be used for promotional material. Employ photographer wherever funding permits to raise quality of photographs and obtain necessary permissions.	1 NCC/Norfolk Trails / NCC Walking and Cycling Team 2 External funding and projects	Norfolk Coast Partnership	Monitor list periodically and identify any shortfall in subject material.	
4.8 Develop apps and audio visual projects/ augmented reality	Use new technologies such as apps to encourage a wider audience to engage with the heritage of countryside access (build into funding applications)	2 External funding and projects (e.g. Marriott's Way HLF project)	Pathmakers	Project reports (e.g. Marriott's Way HLF project)	

7 Statement of Actions 2019—2029 | THEME 4: Well Promoted Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
4.9 countryside	Encourage schools to use the countryside access network for learning about the	2 External funding (e.g. NCC Marriott's Way HLF Project)	Pathmakers	Project reports (e.g. Marriott's Way HLF project)	
4.10 Trails" programme	Promote the Peddars Way and Norfolk Coast Path as part of the "Great Walking Trails" programme	Engage with the Discover England Great Walking Trails which will create better tools for engagement with potential new audiences both home and abroad. 1 NCC/ Norfolk Trails 2 External funding	Discover England	Project Report	
4.11 appropriate technologies	Promote the countryside access offer to a wide range of audiences using appropriate technologies	Develop new materials to offer new opportunities for young people to engage with Norfolk Trails and the National Trail building on successes such as geocaching, Munzee and the Norfolk Coast Path Junior Passport Develop promotional materials for hard to reach audiences	1 NCC/Norfolk Trails/NCC Walking and Cycling Team 2 External funding	Broads Authority Education providers	Project report
4.12 conduct for specific user groups	Develop 'etiquette' for all users of the network which provides tips on multi-use and promote other national codes of conduct for specific user groups	Develop suitable materials to foster sense of respect and understanding amongst users of multi-use routes Promote the National Code of Conduct for Green Lane driving e.g. LARA and Historic England's guidance on preventing damage to archaeological and heritage sites	1 NCC/Norfolk Trails/NCC Walking and Cycling Team 2 External funding	User groups such as: British Horse Society Sustrans LARA Ramblers etc.	Project report

7 Statement of Actions 2019—2029 | THEME 5: An Access Network Underpinned by Excellent Information Management

NAIP Statement of Actions 2019 - 2029	
THEME 5: An Access Network Underpinned by Excellent Information Management	
Description	We will maintain paper, GIS, and web-based versions of definitive and interactive maps and other access network information and integrate datasets spatially to identify opportunities where PRow/Trails can deliver gains for the economy, health and communities.
Challenge	Managing accurate spatial information and data about the access network is a legal duty. <i>The challenge is to manage updates and make available and use digital versions of spatial data (GIS) to make links between access and other relevant information (such as health, economy and growth) to create, share and use 'opportunity' maps (to identify opportunities that will deliver a number of benefits), essential for strategies and planning. See also healthy access network and valuable access network themes.</i>
Target (by 2029)	Keep the Definitive Map up to date and the register of claims concerning the 2026 deadline Process DMMOs.

7 Statement of Actions 2019—2029 | THEME 5: An Access Network Underpinned by Excellent Information Management

NAIP Statement of Actions 2019 - 2029

Objective		Actions	Resources (1 or 2) 1 = NCC staffing 2 = External funds needed	Partners	Monitoring	Relevant plan/policy
THEME 5: An Access Network Underpinned by Excellent Information Management						
5.1	Maintain the Definitive Map for Norfolk, the legal map of PRoW	Update the Definitive Map of PRoW (paper and GIS)	1 NCC Legal Orders and Registers Team		Report on updates made to the Definitive Map	norfolk.gov.uk/out-and-about-in-Norfolk/public-rights-of-way/map-and-statement-of-public-rights-of-way-in-norfolk/definitive-statements
	Maintain the online 'interactive maps' available to the public	Maintain public web-based mapping browser interactive maps of: (i) the Definitive Map of PRoW (ii) the PRoW network (iii) the Norfolk Trails network (iv) Map of designated / protected wildlife sites and landscapes (v) Norfolk Heritage Explorer	1 NCC Highways Team 1 NCC Norfolk Trails Team 1 NCC Walking and Cycling Team 1 NCC Environment Team 1 Legal Orders and Registers Team 1 NCC web team	NBIS	Annual reporting statistics on public use of the mapping browser websites	http://maps.norfolk.gov.uk/highways/ http://maps.norfolk.gov.uk/trails/
	5.3	Use spatial mapping to look for opportunities to improve green infrastructure associated with PRoW, or to develop sustainable wildlife or heritage itineraries based on Norfolk Trails /PRoW	Integrate maps of PRoW/ Norfolk Trails with wildlife information (e.g. Designated wildlife sites such as: Sites of Special Scientific Interest; County Wildlife Sites; Natura 2000 sites etc.) Integrate maps of PRoW/ Norfolk Trails with heritage spatial data (Norfolk Heritage Explorer data for example) Develop 'opportunity maps' and identify projects	1 NCC Environment Team 2 External funding (projects)	NBIS District Councils Broads Authority NE	Report to NLAF on opportunity maps developed

7 Statement of Actions 2019—2029 | THEME 5: An Access Network Underpinned by Excellent Information Management

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
5.4 Use spatial mapping to make links between access and other relevant NCC, national and regional economic, health and planning datasets.	Integrate datasets spatially to identify opportunities where PROW/Trails can deliver gains for the economy, health and communities. Create a health map which integrates Active Norfolk health data with the position of Norfolk Trails Create a MENE map that integrates engagement with the natural environment with Norfolk Trails and PROW Create a map to identify businesses, attractions and accommodation providers close to Norfolk Trails and PROW Develop 'opportunity maps' and identify projects	1 NCC Environment Team and Norfolk Trails and NCC Walking and Cycling Team 1 Norfolk Insight 2 External funding (projects) such as SAIL, and Geovation 2 MAGIC (nature on the map) from NE	Active Norfolk Pathmakers Visit Norfolk NHS (Clinical Commissioning) NE HE Norfolk local businesses	Report to NLAF on opportunity maps developed	norfolkinsight.org.uk/dynamic-reports/active-map/atlas.html
5.5 Develop Google "Streetmap" views for Norfolk Trails	Celebrate the publication by Google of the 360 degree views of Norfolk Trails captured during 2017 using the Googletrekker (how?)	1 NCC Norfolk Trails	Google	Monitor use of Google StreetView of Norfolk Trails (number of website 'hits')	
5.6 Share people counter data with institutions undertaking research into engagement with the natural and historic environment including Natural England and Historic England and universities	Develop our own understanding of people's engagement with the natural and historic environment	1 NCC (Norfolk Trails) and Data Services (Geographical Information Systems)	UEA NE HE Consultancies Active Norfolk	Report to NLAF on use of data	gov.uk/government/collections/monitor-of-engagement-with-the-natural-environment-survey-purpose-and-results

7 Statement of Actions 2019—2029 | THEME 6: Community-led Access Network

NAIP Statement of Actions 2019 - 2029	
THEME 6: Community-led Access Network	
Description	We will increase the involvement of communities in the development of and care for their local access network, working with parish councils, volunteers and other community organisations.
Challenge	As public funding reduces, the role of communities in helping to manage their local access becomes more important. <i>The challenge is to support and co-ordinate the large number of people willing to help from user groups and community groups.</i>
Target (by 2029)	Provide support for 20 community-based user groups (via training) in the management of the network by 2029

7 Statement of Actions 2019—2029 | THEME 6: Community-led Access Network

NAIP Statement of Actions 2019 - 2029

Objective		Actions	Resources (1 or 2) 1 = NCC staffing 2 = External funds needed	Partners	Monitoring	Relevant plan/policy
THEME 6: Community-led Access Network						
6.1	Support the Norfolk Local Access Forum	Provide technical and administrative support for the volunteer members of the NLAF and its 3 subgroups (Public Rights of Way; Permissive Access and Norfolk access Improvement Plan subgroup) to enable them to undertake their advisory role as effectively as possible.	1 NCC	NE BLAF District Councils	Forward meetings plan, meeting minutes and annual report	NLAF constitution
6.2	Support user groups and communities in the management of local rights of way.	Develop a programme for annual parish seminars to encourage greater involvement with Public Rights of Way and their care, and establish local needs.		NLAF Pathmakers Parish and town councils The Ramblers U3A Walkers are Welcome towns		
		Seek funding for a volunteer co-ordinator post to set up and maintain community volunteer networks involved with local access (e.g. "Friends of" schemes) Encourage towns to apply for 'Walker are Welcome' accreditation	1 NCC (Norfolk Trails) 1 NCC (Highways) 2 External funding	Visit Norfolk TCV	Meetings held Communications made	
6.3	Engage community and user groups in the development and delivery of projects and events to improve or manage access	Establish mechanism to enable volunteers to feed into the NLAF (either through direct membership or via the PRoW s/group or via the volunteer co-ordinator)				
		Develop local access projects to benefit a local area or demographic group, or which address other particular needs Engage with user groups to help with volunteering.	1 NCC 2 District Councils 2 NLAF 2 Pathmakers	Parish councils The Ramblers U3A Walkers are Welcome towns	Monitoring mechanism established (and used) Projects set up	
6.4	Attract funding for local projects	Apply for funding (Pathmakers / NLAF) for projects identified in the Pathmakers business plan	2 NLAF 2 Pathmakers business plan	NLAF Pathmakers Community groups	Pathmakers /NLAF minutes	

7 Statement of Actions 2019—2029 | THEME 6: Community-led Access Network

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
6.5 Develop community access projects through partnership with large scale projects (such as HLF landscape scale projects)	Lead and participate in design and delivery of landscape-scale projects	1 NCC 2 NLAF 2 Pathmakers	NLAF Pathmakers Community groups Other agencies	Project reports	
6.6 Support development of Pathmakers	Help Pathmakers develop a robust business plan and other key documentation and equip the trustees with necessary skills to take the charity forward (apply for resilience funding)	1 NCC Environment Team 2 External funding	2 Pathmakers 2 NLAF	Pathmakers /NLAF minutes	

7 Statement of Actions 2019—2029 | THEME 7: An Access Network that Supports/ Delivers Health Outcomes

NAIP Statement of Actions 2019 - 2029	
THEME 7: An Access Network that Supports/Delivers Health Outcomes	
Description	We will improve the health and wellbeing of residents and visitors through initiatives which promote and demonstrate the benefits of physical activity to those not currently using the access network or who would benefit from additional physical activity as identified in the Norfolk Public Health Strategy.
Challenge	<p>In Norfolk, unhealthy lifestyles and obesity are estimated to contribute to 23,000 hospital admissions per year. We also face the challenges of an ageing population as there will be more elderly people in Norfolk in the future. If levels of ill health remain the same in the population, this will increase demand on health and social care services.</p> <p><i>The challenge is to increase numbers of people using the access network to benefit their health and to make improvements to make access easier.</i></p>
Target (by 2029)	<p>Liaise with partners to create a baseline in 2019 to monitor activity of people in target groups.</p> <p>Increase the number of people from target groups who are active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.</p> <p>Increase the number of people who say they have improved health from being active outdoors (e.g. walking and cycling) by 2029 (from 2019 baseline) through funded projects such as SAIL and Pushing Ahead.</p>

7 Statement of Actions 2019—2029 | THEME 7: An Access Network that Supports/ Delivers Health Outcomes

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing 2 = External funds needed			
THEME 7: An Access Network that Supports/Delivers Health Outcomes					
7.1 Demonstrate the health value of the access network	Work with UEA and other academic partners on projects to better understand, evaluate and monitor patterns of use of the access network and its value for health (EU Economic Assessment Tool; Active Travel diaries; physical activity pedometers; health questionnaires EQ- 5DTM)		UEA Active Norfolk NCC Public Health Sport England	Project reports MENE and HEAT reports (and other similar monitoring tools) Peer reviewed articles	Norfolk Public Health Strategy Report on cost of physical inactivity (British Heart Foundation) by local authority
	Develop partnerships between the environment, sports and health sectors to deliver effective projects that connect people with nature and improve health as a result.	2 External funding (e.g. Pushing Ahead project funded by DfT and SAIL)			
7.2 Develop projects that increase use of the access network by target groups for health benefits	Improve and promote access opportunities for people with physical disabilities; mental health issues including mild dementia; the elderly; families with young children; young people; hard to reach and under-represented groups; infrequent users; schools with partners from appropriate sectors (environment, sports, health, education etc.)	1 NCC Public Health; 2 External funding (e.g. Pushing Ahead project funded by DfT; SAIL funded by EU; Marriott's Way HLF project; project; Water, Mills and Marshes HLF project)	Active Norfolk Pathmakers User groups Broads Authority District Councils Parish Councils NHS DfT	Monitor events and targets as part of project reporting Public Health Strategy Indicator 1.16	Norfolk Public Health Strategy Joint Strategic Needs Assessment for Norfolk Defra's 8 point plan for England's National Parks (includes health and wellbeing in National Parks)
	Design projects and identify funding to engage hard-to-reach inactive populations experiencing health issues in outdoor activity on trails and other PROW. These health issues/ target groups will be consistent with those identified as priority action areas by the Joint Health and Wellbeing Strategy.				

7 Statement of Actions 2019—2029 | THEME 7: An Access Network that Supports/ Delivers Health Outcomes

NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)		Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing	2 = External funds needed			
7.3 Develop active travel initiatives for regular journeys (school, work etc.)	Develop opportunities for traffic-free active travel	1 NCC active transport projects 2 External funding (e.g. Pushing Ahead project funded by DfT; UEA study on children; Cycle to Work scheme) Marriott's Way HLF project; project; Water, Mills and Marshes HLF project)		UEA New Anglia (LEP) Sustrans	Project reports (e.g. Pushing Ahead)	Norfolk Cycling and Walking Strategy
7.4 Develop long-distance and circular walking routes for health and to reduce the travel carbon footprint	Work with partners to increase the number of people using active travel in Norfolk.	1 NCC projects 2 Green Pilgrimage project		Partners NE National Trails Partnership Active Norfolk Sport England Diocese of Norwich East Anglian Pilgrimage Network	Record numbers of new routes developed for health	

7 Statement of Actions 2019—2029 | THEME 8: Valuable Access Network

NAIP Statement of Actions 2019 - 2029	
THEME 8: Valuable Access Network	
Description	We will maximise the economic benefits to Norfolk that are generated through the access network by working with businesses, tourism agencies and Destination Management Organisations (DMOs) etc.
Challenge	<p>The Access network is of increasing value to the visitor economy with the environment and walking key attractions and reasons for people coming to Norfolk. However, currently, most visitors come for a day or less and their visitor spend is limited.</p> <p><i>The challenge is to work with businesses, tourism agencies and local government to maximise visitor spend, ensuring that local businesses are well informed about the potential of the access network. This target must be considered in conjunction with Theme 3 (a well protected access network) to ensure that increased visitor footfall is managed sustainably.</i></p>
Target (by 2029)	<p>Increase the number of visitors by 20% in a sustainable way, targetting locations and times of year to maximize the potential to local businesses. It is envisaged that this could generate an extra visitor spend of £2m.</p> <p>Evaluation through appropriate studies, e.g. MENE</p>

7 Statement of Actions 2019—2029 | THEME 8: Valuable Access Network

NAIP Statement of Actions 2019 - 2029						
Objective	Actions	Resources (1 or 2)	Partners	Monitoring	Relevant plan/policy	
		1 = NCC staffing 2 = External funds needed				
THEME 8: Valuable Access Network						
8.1	Develop a network of businesses linked through local tourism agencies to Norfolk Trails and the National Trail in Norfolk	Work with partners to develop and co-ordinate a database of businesses with an interest in countryside access Support businesses which engage with access to the countryside to help them benefit from Norfolk's World Class Environment	1 NCC Environment Team	Businesses Tourism agencies LEP (New Anglia)	Record engagement activities with businesses.	
8.2	Increase numbers of visitors using the Norfolk Trails by 20% over the life of the plan, targeting marketing at areas able to sustain increased footfall without causing damage to the environment.	Measure the economic impact and benefits of the National Trail and other parts of the countryside access network in Norfolk using appropriate data and analysis. Market Norfolk's World Class Environment in areas able to sustain increased footfall with DMOs, businesses, tourism agencies, district councils and the Broads Authority. Promote routes away from hotspots where recreation has the potential to impact negatively on the environment. Engage with partners developing a strategy for visitor management and engagement on the north Norfolk coast	1 NCC 1 Norfolk Trails	Norfolk Coast Partnership Businesses Tourism agencies LEP (New Anglia)	Monitor footfall using people counters Broads Integrated Access Strategy (within the Broads)	New Anglia (LEP) Strategic Economic Plan Broads Sustainable Tourism Strategy
8.3	Develop better understanding of the characteristics of those using the access network	Develop surveys to find out more about users (visitors and residents) of the access network.	1 Norfolk Trails 1 NCC Walking and Cycling Team	Broads Authority District councils Active Norfolk DMOs Public Health UEA	Broads Integrated Access Strategy (within the Broads) Project reports/studies	Broads Sustainable Tourism Strategy

7 Statement of Actions 2019—2029 | THEME 8: Valuable Access Network

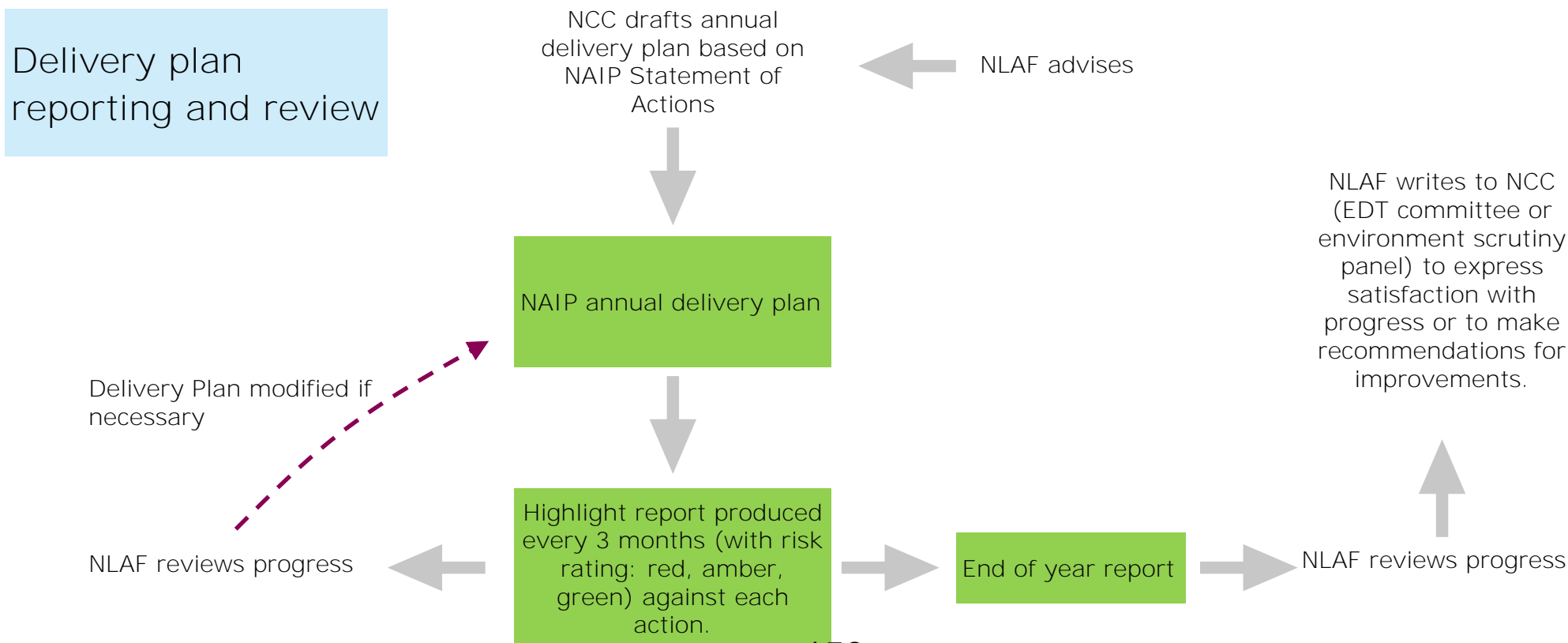
NAIP Statement of Actions 2019 - 2029

Objective	Actions	Resources (1 or 2)		Partners	Monitoring	Relevant plan/policy
		1 = NCC staffing	2 = External funds needed			
8.4 Develop visit itineraries based on the wider heritage and biodiversity of the access network to encourage longer visitor stays.	Investigate opportunities across the access network and particularly those opened up through new coastal access to develop multi-day visit itineraries to maximise the benefits to local businesses and the local economy. Explore sponsorship opportunities with local businesses which could help fund trail and path developments	1 NCC / Norfolk Trails	2 External funding	Visit Norfolk Pathmakers Local businesses NE	Numbers of visitor itineraries developed	
8.5 Work with the Broads Authority over the provision of further boat moorings and boat launching facilities on Public Rights of Way for visitors within the Broads Authority area.	Investigate opportunities for new boat moorings and boat launching facilities to allow visitors to access visitor destination points, walking routes, shops and local facilities in the Broads and to provide riverbank access for anglers, using a targeted approach, focusing on landowners in areas where there would be a proven benefit of providing these facilities. Provide facilities for visitors through access hubs e.g. cycle hire, canoe hire	1 Broads Authority		Landowners Broads Authority Environment Agency Parish councils	Broads Integrated Access Strategy (within the Broads)	Broads Sustainable Tourism Strategy

7 Statement of Actions | annual delivery plan

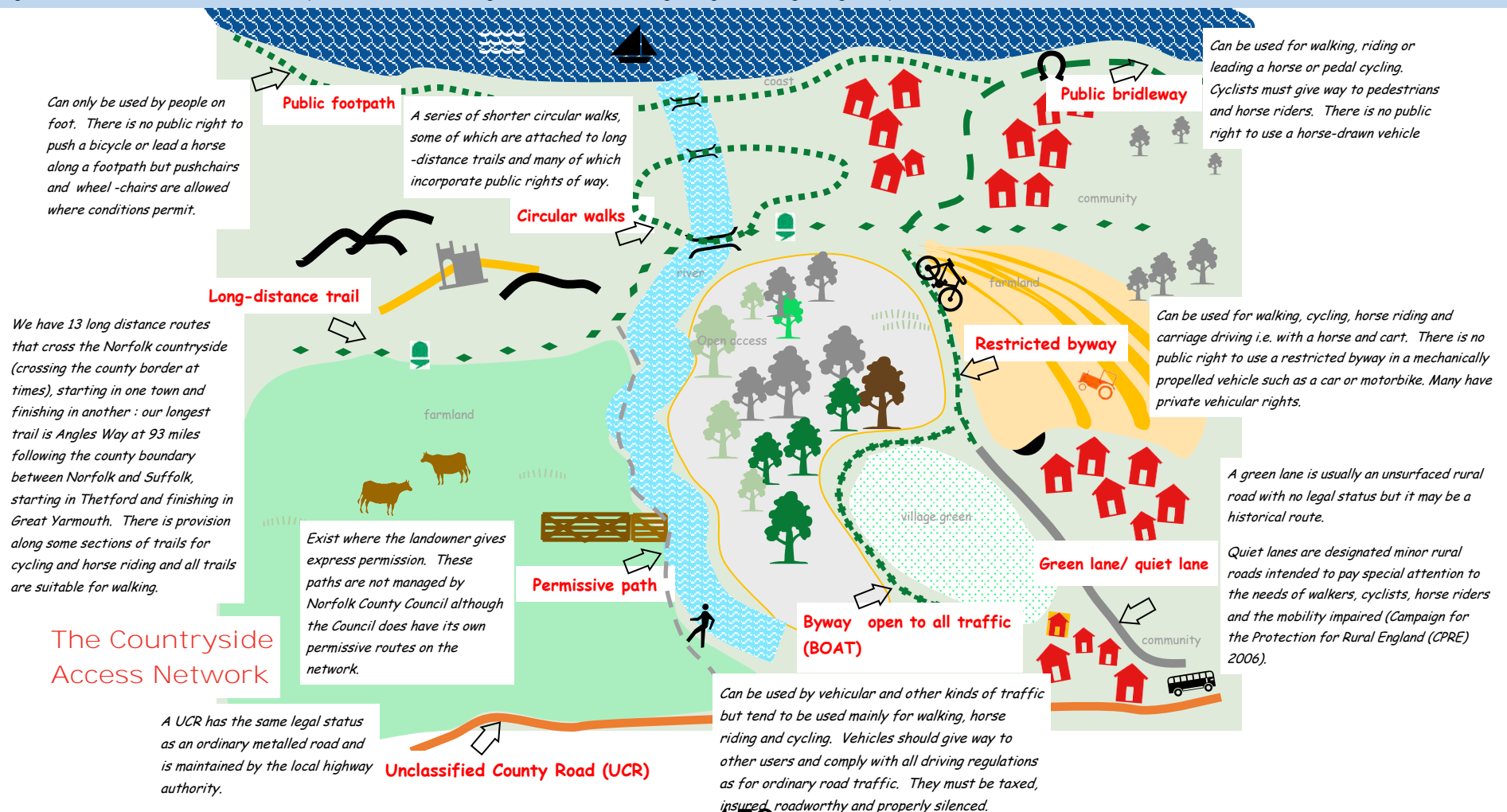
7.2 Annual delivery plan

Delivery plans will be constructed annually drawing in projects, partners, resources and initiatives as appropriate. They will be evaluated annually and reviewed by the Norfolk Local Access Forum.



8 Appendices | 8.1 the countryside access network

Public Rights of Way (PRoW) are routes or ways over which the public have a right to pass or re-pass. All public rights of way are public highways. PRoW consist of footpaths, bridleways, restricted byways or byways open to all traffic.



8 Appendices | 8.2 weblinks

Website links: Foreword

¹ www.norfolkinsight.org.uk/resource/view?resourceId=528

Website links: Executive Summary

¹ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/corporate/council-vision-and-strategy

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/rural-development-strategy

Website links: Section 1.1

¹ www.legislation.gov.uk/ukpga/2000/37/contents

² www.gov.uk/guidance/local-authority-rights-of-way-improvement-plans ;

³ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/countryside-access-and-prow-policies ;

⁴ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/countryside-access-and-prow-policies ;

⁵ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/local-access-forum;

⁶ www.broads-authority.gov.uk/looking-after/managing-land-and-water/recreation-and-tourism/access;

⁷ www.broads-authority.gov.uk/broads-authority/committees/local-access-forum;

⁸ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/corporate/council-vision-and-strategy

Website links: Section 2.1

¹ www.norfolk.gov.uk/-/media/norfolk/downloads/out-and-about/public-rights-of-way/strategic-review-of-norfolks-rights-of-way-improvement-plan-2007-2017.pdf?la=en

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/local-access-forum

³ www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/about-public-rights-of-way

⁴ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails

⁵ <http://publications.naturalengland.org.uk/publication/6238141?category=211280>

⁶ <http://cwr.defra.gov.uk/default.aspx?County=NORFOLK>

⁷ www.legislation.gov.uk/ukpga/2009/23/contents

⁸ www.gov.uk/government/collections/england-coast-path-improving-public-access-to-the-coast

8 Appendices | 8.2 weblinks

⁹ www.newanglia.co.uk/

¹⁰ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/health-policies/public-health-strategy

¹¹ www.visiteastofengland.com/

¹² www.activenorfolk.org/

¹³ www.gov.uk/government/publications/national-planning-policy-framework--2

¹⁴ <https://mycommunity.org.uk/funding-options/neighbourhood-planning/>

Website links: Section 2.2

¹ www.norfolk.gov.uk/Leisure_and_culture/Public_Rights_of_Way/index.htm

² www.norfolktrails.co.uk

³ www.nationaltrail.co.uk/peddars-way-and-norfolk-coast-path

⁴ www.norfolk.gov.uk/nlaf

⁵ www.broads-authority.gov.uk

⁶ www.broads-authority.gov.uk/__data/assets/pdf_file/0012/976728/Broads-Plan-2017.pdf

⁷ www.broads-authority.gov.uk/about-us/how-we-work/strategy

⁸ www.broads-authority.gov.uk/about-us/committees/local-access-forum

Website links: Section 2.3.1

¹ www.norfolk.gov.uk/trails

² <https://www.gov.uk/government/publications/england-coast-path-in-the-east-of-england>

Website links: Section 2.3.2

¹ www.norfolk.gov.uk/trails

² www.nationaltrail.co.uk/england-coast-path

³ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/access-tested-walks

⁴ www.norfolkcoastaonb.org.uk/partnership/accessible-walks-for-all/1174

⁵ www.norfolkcoastaonb.org.uk

Website links: Section 2.3.3

¹ www.pushingaheadnorfolk.co.uk/cycle-safely/

² www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/map-and-statement-of-public-rights-of-way-in-norfolk

³ www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/register-of-definitive-map-modification-applications

8 Appendices | 8.2 weblinks

⁴ www.legislation.gov.uk/ukpga/2000/37/section/53

⁵ http://ec.europa.eu/environment/nature/natura2000/index_en.htm

⁶ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/countryside-access-and-prow-policies

⁷ www.greaternorwichgrowth.org.uk/delivery/greater-norwich-infrastructure-plan/

⁸ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/long-distance-trails/marriotts-way/about-marriotts-way

⁹ www.norfolk.gov.uk/what-we-do-and-how-we-work/our-budget-and-council-tax/our-budget/bids-and-funding-weve-won/out-and-about-in-norfolk/staying-active-and-independent-for-longer-sail-project

¹⁰ www.norfolk.gov.uk/news/2017/06/celebration-this-week-as-boardwalk-officially-opens-at-burgh-castle-near-great-yarmouth

¹¹ <https://www.norfolk.gov.uk/business/business-development-opportunities/businesses-on-the-norfolk-trails>

¹² www.marriottsway.info/

¹³ www.norfolk.gov.uk/business/business-services/cool-rural-tourism-business-toolkit

¹⁴ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/

[long-distance-trails/three-rivers-way](#)

Website links: Section 2.3.4

¹ www.broads-authority.gov.uk/looking-after/managing-land-and-water/recreation-and-tourism/access

² www.broads-authority.gov.uk/news-and-publications/publications-and-reports/conservation-publications-and-reports/water-conservation-reports/49.-Integrated-Access-Strategy.pdf

Website links: Section 2.3.5

¹ www.norfolkcoastaonb.org.uk/partnership/aonb-management-plan/377

² www.norfolkcoastaonb.org.uk/partnership/explore-more-walks/611

³ www.norfolkcoastaonb.org.uk/partnership/explore-more-off-road-cycling/715

⁴ www.norfolkcoastaonb.org.uk/yourcoast/

⁵ www.norfolkcoastaonb.org.uk/partnership/accessible-walks-for-all/1174

⁶ www.norfolkcoastaonb.org.uk/partnership/norfolk-coast-cycleway/388

⁷ www.norfolkcoastaonb.org.uk/partnership/get-to-know-your-river/1094

8 Appendices | 8.2 weblinks

⁸ www.norfolkcoastaonb.org.uk/partnership/the-glaven-eel-project/1105

⁹ www.norfolkcoastaonb.org.uk/partnership/previously-funded-projects/698

¹⁰ www.norfolkcoastaonb.org.uk/partnership/products-and-publications-for-sale/1193

¹¹ www.norfolkcoastaonb.org.uk/partnership/norfolk-coast-guardian/108

¹² www.norfolkcoastaonb.org.uk/partnership/maps/62

Website links: Section 3.1

¹ <http://publications.naturalengland.org.uk/publication/6238141?category=211280>

² <https://www.nhtnetwork.co.uk/isolated/page/255> and www.nhtnetwork.org/nht-public-satisfaction-survey/home/

Website links: Section 3.2

¹ www.sportengland.org/research/about-our-research/active-people-survey/

² www.gov.uk/government/collections/monitor-of-engagement-with-the-natural-environment-survey-purpose-and-results

Website links: Section 3.2.2

¹ www.sustrans.org.uk/bikelife

² www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2015

³ www.norfolk.gov.uk/-/media/norfolk/downloads/roads-and-transport/alternative-ways-to-travel/norfolk-cycling-and-walking-strategy-large.pdf

⁴ <https://tfl.gov.uk/info-for/urban-planning-and-construction/wayfinding>

Website links: Section 3.2.4

¹ <https://laragborg.wordpress.com/>

² <https://historicengland.org.uk/images-books/publications/heritage-crime-prevention-guide/>

Website links: Section 3.2.6

¹ www.sportengland.org/research/about-our-research/active-people-survey/

² <http://publications.naturalengland.org.uk/file/6573914663157760>

³ www.nice.org.uk/guidance/ph41

⁴ <http://www.norfolkinsight.org.uk/jsna>

Website links: Section 3.3.1

¹ www.gov.uk/government/news/landmark-agriculture-bill-to-

8 Appendices | 8.2 weblinks

deliver-a-green-brexit

² www.rspb.org.uk/reserves-and-events/find-a-reserve/reserves-near-me/index.aspx?c=norfolk

³ www.norfolkwildlifetrust.org.uk/home

⁴ www.nbis.org.uk/CWS

⁵ www.woodlandtrust.org.uk/

⁶ www.nationaltrust.org.uk/our-cause

⁷ www.forestry.gov.uk/thetfordforestpark

⁸ <https://forestry.gov.uk/thetfordforestpark>

⁹ <https://gov.uk/government/collections/national-nature-reserves-in-england>

¹⁰ <https://gov.uk/guidance/public-access-to-military-areas>

¹¹ www.holkham.co.uk/visiting/the-park/introduction

Website links: Section 3.3.2

¹ www.momentumnorfolk.org.uk/partner-services/upcoming-events/the-voices-of-norfolks-children-and-young-people/

² www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/care-support-and-health/health-and-wellbeing-board/tackling-obesity-a-health-needs-assessment-for-norfolk.pdf

³ www.breakingnewground.org.uk/news-archive/thetford-munzee-trail/

⁴ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/activities-and-events-on-the-norfolk-trails/munzee/norwich-munzee-trail

⁵ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/long-distance-trails/norfolk-coast-path/norfolk-coast-path-junior-passport

⁶ www.marriottsway.info/learning/

⁷ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/activities-and-events-on-the-norfolk-trails/geocaching

⁸ www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails/long-distance-trails/boudicca-way

⁹ www.pushingaheadnorfolk.co.uk

Website links: Section 3.3.3

¹ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/health-partnerships/health-and-wellbeing-board/health-and-wellbeing-strategy

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/health-partnerships/health-and-wellbeing-board/about-the-health-and-wellbeing-board

8 Appendices | 8.2 weblinks

³ www.walkingforhealth.org.uk/get-walking/why-walk/healthy-minds

⁴ www.gov.uk/government/collections/public-health-outcomes-framework

⁵ www.gov.uk/government/collections/public-health-outcomes-framework#policy-refresh:-indicators-for-2016-to-2019

Website links: Section 3.3.4

¹ www.edp24.co.uk/business/visit-norfolk-tourism-industry-2017-record-breaking-1-5700487

² <https://walkersarewelcome.org.uk/>

³ www.norfolk.gov.uk/business/business-development-opportunities/businesses-on-the-norfolk-trails

⁴ <https://norfolktrails.wordpress.com/cool-tourism/>

Website links: Section 3.3.5

¹ www.gov.uk/government/publications/cycling-and-walking-investment-strategy

² www.pushingaheadnorfolk.co.uk

Website links: Section 3.3.6

¹ <http://publications.naturalengland.org.uk/file/94026>

Website links: Section 3.3.7

¹ www.wildanglia.org/

² <https://newanglia.co.uk/>

³ www.gov.uk/government/publications/25-year-environment-plan

⁴ www.gov.uk/government/publications/national-parks-8-point-plan-for-england-2016-to-2020

Website links: Section 3.3.8

¹ <http://walkcromer.co.uk/75-mile-challenge-walks/>

² https://www.sustrans.org.uk/sites/default/files/file_content_type/ncn_review_report_paths_for_everyone.pdf

Website links: Section 3.3.9

¹ www.norfolk.gov.uk/what-we-do-and-how-we-work/our-budget-and-council-tax/our-budget/bids-and-funding-weve-won/out-and-about-in-norfolk/green-pilgrimage-project

² <https://map.brightmap.org/churches>

Website links: Section 3.3.10

¹ www.gov.uk/government/publications/england-coast-path-in-the-east-of-england

Website links: Section 3.3.11

¹ www.broads-authority.gov.uk/__data/assets/pdf_file/0012/976728/Broads-Plan-2017.pdf

8 Appendices | 8.2 weblinks

² www.gov.uk/government/organisations/environment-agency/about

Website links: Section 4.1

¹ www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/map-and-statement-of-public-rights-of-way-in-norfolk

² <http://maps.norfolk.gov.uk/trails/>

Website links: Section 4.2

¹ https://webarchive.nationalarchives.gov.uk/20140605111422/http://www.naturalengland.org.uk/Images/NorfolkReport_tcm6-21929.pdf

Website links: Section 4.3

¹ www.gov.uk/government/publications/national-planning-policy-framework--2

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/rural-development-strategy

Website links: Section 4.4

¹ www.legislation.gov.uk/ukpga/2015/20/contents/enacted

Website links: Section 5.1

¹ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/local-transport-plan

www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan

³ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/natural-environment-policies/tree-safety-management-policy

Website links: Section 5.2

¹ www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/map-and-statement-of-public-rights-of-way-in-norfolk/definitive-statements

² <http://maps.norfolk.gov.uk/highways/>

³ www.norfolk.gov.uk/out-and-about-in-norfolk/public-rights-of-way/register-of-declarations-and-deposits/about-register-of-declarations-and-deposits

⁴ www.legislation.gov.uk/ukpga/1980/66/section/31

⁵ www.legislation.gov.uk/ukpga/2006/26/section/15

Website links: Section 6.1 and 6.2

¹ www.gov.uk/government/publications/everybody-active-every-day-a-framework-to-embed-physical-activity-into-daily-life

8 Appendices | 8.2 weblinks

² www.gov.uk/government/publications/childhood-obesity-a-plan-for-action/childhood-obesity-a-plan-for-action

³ www.sportengland.org/news-and-features/news/2016/may/19/sport-england-triples-investment-in-tackling-inactivity/

⁴ www.gov.uk/government/publications/cycling-and-walking-investment-strategy

⁵ www.gov.uk/government/publications/25-year-environment-plan

⁶ www.gov.uk/government/publications/national-parks-8-point-plan-for-england-2016-to-2020

⁷ www.gov.uk/government/publications/conservation-21-natural-englands-conservation-strategy-for-the-21st-century

⁸ www.newanglia.co.uk/our-priorities/

Website links: Section 6.3

¹ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan

² www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/local-transport-plan

³ www.norfolk.gov.uk/roads-and-transport/major-projects-and-improvement-plans/norwich/city-centre-improvements

⁴ www.norfolk.gov.uk/-/media/norfolk/downloads/roads-and-transport/alternative-ways-to-travel/norfolk-cycling-and-walking-strategy-large.pdf

⁵ www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business/norfolk-infrastructure-delivery-plan-2018-2028.pdf

⁶ www.greaternorwichgrowth.org.uk/delivery/greater-norwich-infrastructure-plan/

⁷ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/natural-environment-policies/tree-safety-management-policy

⁸ www.norfolk.gov.uk/roads-and-transport/alternative-ways-to-travel/travel-plans

⁹ www.norfolk.gov.uk/-/media/norfolk/downloads/roads-and-transport/alternative-ways-to-travel/norfolk-cycling-and-walking-strategy-large.pdf

¹⁰ www.norfolk.gov.uk/roads-and-transport/alternative-ways-to-travel/a-to-better-travel-plans/what-are-a-to-better-travel-plans

¹¹ http://www.broads-authority.gov.uk/__data/assets/pdf_file/0012/976728/Broads-Plan-2017.pdf

¹² www.broads-authority.gov.uk/planning/planning-policies/development

8 Appendices | 8.2 weblinks

¹³ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/health-partnerships/health-and-wellbeing-board/health-and-wellbeing-strategy

¹⁴ www.activenorfolk.org/uploads/active-norfolk-2016-2021-strategy.pdf

¹⁵ www.broadland.gov.uk/info/200139/policies_for_future_development/247/the_current_local_plan

¹⁶ www.breckland.gov.uk/Emerginglocalplan

¹⁷ www.great-yarmouth.gov.uk/article/2489/Current-Local-Plan

¹⁸ www.west-norfolk.gov.uk/info/20091/local_plan

¹⁹ www.north-norfolk.gov.uk/tasks/planning-policy/view-the-emerging-local-plan/

²⁰ www.greaternorwichlocalplan.org.uk/

²¹ www.south-norfolk.gov.uk/residents/planning/planning-policy/adopted-south-norfolk-local-plan

²² www.broads-authority.gov.uk/planning/planning-policies/development

²³ www.greaternorwichgrowth.org.uk/planning/greater-norwich-local-plan/

²⁴ www.norfolkcoastaonb.org.uk/partnership/aonb-management-plan/377

²⁵ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/rural-development-strategy

²⁶ www.gov.uk/government/collections/england-coast-path-improving-public-access-to-the-coast

²⁷ www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/rural-development-strategy

²⁸ https://norfolkcc.cmis.uk.com/norfolkcc/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/41/Default.aspx

²⁹ www.nationaltrail.co.uk/sites/default/files/peddars_way_and_norfolk_coast_path_improvement_and_delivery_framework_april2016.pdf

Website links: Section 8.5

¹ <https://www.nhtnetwork.co.uk/isolated/page/255> and www.nhtnetwork.org/nht-public-satisfaction-survey/home/

8 Appendices | 8.3 NCC procedures | PRow & developments; all-access routes; health & safety matters

8.3.1 Dealing with Developments that Affect Public Rights of Way

We will seek to ensure that there is no, or minimal, adverse effects on Public Rights of Way arising from developments and, wherever possible, we will seek improvements, both within a development site and in the surrounding area, where the development is likely to lead to an increase in use of the local path network or where the development impacts on the existing path network. NCC will ask for bridleway status where there is existing or potential equestrian demand and where routes for cyclists are proposed. Where a route within a development site is claimed, with adequate supporting evidence, as a public right of way under Section 53 of the Wildlife and Countryside Act 1981, or where it can be demonstrated that rights might reasonably be presumed to exist, the developer will need to treat the route as a public right of way, taking necessary action as appropriate. We will work positively with planning authorities to ensure that rights of way will be diverted by the appropriate means at the point of planning consent being given; we will ask to be notified of all such applications which would affect rights of way so that we might if necessary advise or object; we may otherwise seek to remove the obstruction.

We will seek to apply up to the following widths to all new and diverted routes. Ideally additional width up to the following minima will also be provided on existing paths:

- 3m for all shared use footpath/cycleways;
- 2m for unenclosed footpaths;
- 3m for enclosed footpaths;

- 3m for unenclosed bridleways;
- 4m for enclosed bridleways.

8.3.2 Creating All Access routes

We will seek to extend and improve the network of routes available to people with reduced mobility and visual impairment where reasonable and safe, giving priority to:

- the removal of barriers on existing routes, where feasible;
- routes that can be improved to achieve an appropriately high standard of design and maintenance at reasonable cost;
- routes that have public transport links from communities that are suitable for use by those with reduced mobility and visual impairments;
- those that are provided free to reduced mobility and visually impaired people (and those caring for them);
- **the creation of specially designed 'Access for All' routes where possible.**

We will make use of our powers under Highways Act 1980 Section 147 to encourage landowners to replace stiles, steps and bridges with structures that can be used by those with disabilities.

8.3.3 Health and Safety Matters

In deciding our improvement priorities, we will consider the extent to which improvements will:

8 Appendices | 8.3 NCC procedures | partnership working; management of PRow

- promote the development of safe routes, able to be used by as many people as is feasible;
- contribute to providing safer routes to school;
- add to public safety (e.g. by seeking to negotiate public use over bridges across roads (especially dual carriageways) where this removes the need for people to use dangerous crossings).

8.3.4 Use of External Resources Partnership working

In managing and maintaining the network of local rights of way, our aim, where possible, is to:

- improve co-ordination with District, Parish and Town Councils, neighbouring authorities and user groups;
- ensure consistency of working with colleagues in other departments;
- work with landowners and Defra to ensure Public Rights of Way are kept open by:
 - meeting our obligations as highway authority;
 - providing information to landowners to help them meet their obligations;
 - agreeing protocols for dealing with obstructions;
 - using cross-compliance measures, as appropriate;
- develop working practices that:
 - allow volunteer participation;
 - provide for community involvement, where appropriate.

- work in partnership with sustainable tourism and rural development initiatives:
 - to ensure that information provided will contribute to the well being of the rural economy;
 - that are consistent with the need to safeguard the character of the AONB;
 - to assist the Broads Authority in meeting its objectives;
- maximise the benefits achievable through new developments by:
 - giving guidance to Local Planning Authorities on how best to incorporate access provision into their Local Development Documents
 - giving guidance to Local Planning Authorities on how best to seek planning gain in respect of improved access as a part of new development.

8.3.5 Management and Maintenance

1: Gaps, gates and stiles on footpaths and bridleways

We will only authorise the least restrictive option for new boundary crossings and will always aim for the least restrictive option when landowners replace or install structures in existing boundary crossings. **"Least restrictive option" means that:**

- A gap is the preferred option. If a gap is not practicable for reasons of stock control, then a field gate or gate shall be used. Gate latches on bridleways must be usable by a competent rider

8 Appendices | 8.3 NCC procedures | management of PRow

from horseback.

- If a gate is not practicable and the route is a footpath, then a kissing gate may be used.
- Stiles are not generally acceptable and will not be permitted unless a stile is already in existence and has been there since the date of the first Definitive Map. We will seek by negotiation to replace these stiles with gates.
- Wherever possible, we will seek to replace stiles with gates or gaps, and to make gates easier to open/close. In order to achieve this, we may bear the cost of improvement.
- We will normally only authorise one structure per boundary so that, for example, double fenced boundaries will only have one structure. In authorising structures under Highways Act 1980 section 147 we will seek to restrict the number of structures in sub divided or strip grazed fields and horse paddocks. New stiles will not be authorised under s147 Highways Act.
- We will allow existing structures of historical or cultural significance to remain for reasons of local distinctiveness, but will seek where appropriate to increase accessibility by installing a gate or creating an adjacent gap.

2: Signing and waymarking of Public Rights of Way and UCRs

We will use standard waymarking and signing in the NCC House Design across the County unless working in partnership with a local council or another organisation, in the Broads for example, to

promote local distinctiveness or named trails. We will not normally sign routes wholly within built up areas unless, for example, they lead to the wider countryside, are part of a recognized promoted route or we have requests from the local community.

We will aim to maintain advisory signs on site for 5 years after any significant path diversion, creation or extinguishment order has been confirmed.

3: Path reports and inspections on Public Rights of Way and UCRs

NCC will encourage the public and landowners to report path defects. Personal details of people reporting defects will be kept confidential. Work programmes are based on a risk assessment of the severity of any problem reported and the likelihood of its affecting others (see TAMP¹). Issues are logged for attention as follows:

- Immediate—if it has health and safety implications;
- High—if it affects a nationally or regionally, promoted route;
- Medium—if it affects a well-connected or well-used path
- Low—if it affects only an isolated generally unused path or one that runs alongside another path.

Following inspection, appropriate action will be taken regarding the issues and the person reporting the defect will be notified.

4: Bridges

- NCC will implement a rolling programme of bridge maintenance

8 Appendices | 8.3 NCC procedures | management of PRow

in partnership with Community and Environmental Services
Bridges Section;

- NCC will liaise with landowners where sole or shared responsibility for crossings exist, to achieve the most effective solution in respect of public access.

5: Complaints Procedures

We will develop, in consultation with others, procedures that:

- help prioritise how we deal with reports and complaints relating to the condition of the public right of way.

6: Enforcement and Public Rights of Way

- Where rights of way are obstructed NCC will, in the first instance, seek to resolve the issue through goodwill and cooperation;
- Where enforcement is necessary NCC will follow procedures in force at the time.

8 Appendices | 8.4 NCC Legal Orders and Registers Team

8.4 The Legal Orders and Registers Team is responsible for matters concerning the legal record of access relating to:

8.4.1 Public Rights of Way, by:

- Maintaining the paper and electronic registers of modification applications, investigating and deciding whether to uphold modification and public path order applications;
- Making appropriate orders, and referring them to the planning inspectorate. Organising, preparing for, and attending public inquiries and hearings to represent the Council;
- Negotiating dedications and making legal event orders;
- Updating the Definitive Map and Statement when orders have been confirmed.

8.4.2 Common land and village greens, by:

- Maintaining the registers, including processing transfers of common rights, corrective applications and dealing with applications for the registration of new town or village greens. Arrange, hold, and attend public inquiries when necessary.

8.4.3 The team is also responsible for:

- Maintaining the registers (paper and electronic) of Section 31 (6) Highways Act Deposits and Declarations;
- Stopping Up and Diversion applications for vehicular highways, through to hearings at the magistrates court;

- Co-ordination of County Council responses to the Department of **Transport's Town and Country Planning Orders to enable** development;
- Dealing with all manner of inquiries and queries from the general public, landowners, parish and district councils;
- Working closely with our Countryside Access Officers and the Highways Research Team;
- Providing guidance on an ad-hoc basis to members of the Norfolk Trails Team.

8 Appendices | 8.5 National Highways and Transport Network Survey

The National Highways and Transport (NHT) Network Survey¹ collects public perspective on, and satisfaction with, highway and transport services in local authority areas.

Participants complete a survey which generates results against a series of 26 key benchmarking indicators (KBIs) which include cycling and walking, public transport, congestion, road safety and highway maintenance.

The Walking and Cycling theme includes KBI 15 (Rights of Way) and KBI 16 (Rights of Way—aspects). Each of the satisfaction questions is scored based on an overall average satisfaction level, scoring as follows: very satisfied (100); fairly satisfied (75); Neither / nor (50);

Fairly dissatisfied (25); very dissatisfied (0). An overall average satisfaction score for each question is then calculated.

Seven benchmark questions in the survey contribute to KBI 16 (Rights of Way, aspects), including provision of PRow for walking/running; provision of bridleways; signposting; condition; ease of use for those with disabilities; information about routes; and how the council deals with overgrown vegetation.

The 2018 National Highways and Transport Network Public Satisfaction (NHT) survey results relating to PRow for Norfolk are shown in the table below against the national average, showing need for improvement in Norfolk.

Benchmark Indicators for KBI 16 (Cycling and Walking theme)	Description	National Average	NCC
WCBI 17	Provision of footpaths for walking	64	61
WCBI 18	Bridleways for horse-riding and/or cycling	60	58
WCBI 19	Signposting of rights of way	59	55
WCBI 20	Condition of rights of way	57	54
WCBI 21	Ease of use by those with disabilities	49	43
WCBI 22	Information about rights of way routes	49	45
WCBI 23	Overgrown footpaths and bridleways	45	41

Key Benchmark Indicators	Description	National Average	NCC
KBI 16	Rights of Way - aspects*	55	51
KBI 15	Rights of Way - overall satisfaction	57	54

^{1,2} etc. Please see Appendix 8.3 for full website urls

* average of composite Benchmark Indicators

8 Appendices | 8.6 Glossary

ACRONYMS

ANGSt	Accessible Natural Greenspace Standard	NE	Natural England
AONB	Areas of Outstanding Natural Beauty (Norfolk Coast)	NLAF	Norfolk Local Access Forum
BA	Broads Authority	Norfolk FWAG	Farming and Wildlife Advisory Group (Norfolk)
BLAF	Broads Local Access Forum	NPPF	National Planning Policy Framework
BOAT	Byway Open to All Traffic	NWT	Norfolk Wildlife Trust
CIL	Community Infrastructure Levy	PROW	Public Rights of Way
CWS	County Wildlife Site	ROWIP	Rights of Way Improvement Plan
DMMO	Definitive Map Modification Order	SAIL	Staying Active in Later Life
DMO	Destination Management Organisation	SCC	Suffolk County Council
FC	Forestry Commission	SME	Small, Medium Enterprise
GIS	Geographical Information System	SSSI	Site of Special Scientific Interest
HLF	Heritage Lottery Fund	TAMP	Transport Asset Management Plan
LARA	Land Access and Recreation Association	UCR	Unclassified County Road
LEP	Local Enterprise Partnership (New Anglia)	WA	Wild Anglia (Local Nature Partnership)
MPV	Multi-Purpose Vehicle	WT	Woodland Trust
NBIS	Norfolk Biodiversity Information Service		
NCC	Norfolk County Council		



Supported by:



Norfolk
Local Access Forum



For more information about this document contact:
Community & Environmental Services

Norfolk County Council

Floor 6 County Hall | Martineau Lane | Norwich | NR1 2SG

Tel. (01603) 222773

E: environment@norfolk.gov.uk

W: www.norfolk.gov.uk

Environment, Development and Transport committee

Report title:	Endorsement of new members on the Norfolk Local Access Forum
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact <p>The Norfolk Local Access Forum (NLAF) (www.norfolk.gov.uk/nlaf) is an independent statutory advisory body that gives advice to Section 94(4) (Countryside and Rights of Way Act) bodies including Norfolk County Council (NCC) about making improvements to public access to land for open-air recreation and the enjoyment of the area.</p>	

Executive summary

Norfolk County Council Environment Team has just completed an external recruitment to appoint members to the Norfolk Local Access Forum (NLAF) for a 3-year term. Endorsement of the list of 18 recommended appointees is requested from the EDT committee. The EDT committee is also requested to identify 3 NCC Councillors who would be best placed to join the Forum, bringing the total membership to 21. In addition, one recommended appointee remains to be confirmed at a later date, which would bring the total membership to 22.

Recommendations:

1. That the EDT committee endorses the 18 recommended appointees to the Norfolk Local Access Forum
2. That the EDT committee agrees which 3 NCC councillors (from within the EDT committee) would be best placed to attend meetings of the NLAF and identifies what interest areas they will represent. Regular attendance at NLAF meetings by Councillors is requested to bring total Forum membership to 21.

1. Proposal

- 1.1. That the EDT committee endorses the recommendations made regarding appointments to the Norfolk Local Access Forum and identifies 3 Councillor appointees.

2. Evidence

- 2.1. As independent advisory bodies but operating on a statutory basis, local access forums are in a unique position to formulate fresh, creative and even challenging ideas on ways to improved public access and open-air recreation for the benefit of all. Forums give advice which is independent, constructive, relevant, inclusive, incisive and informed (see Guidance on Local Access Forums in England, 2007).

See **Appendix 1** for the constitution of the NLAF.

The NLAf comprises up to 22 volunteer representatives who are all appointed by Norfolk County Council. Under the legislation, up to 3 members can be Norfolk County Councillors (or district councillors).

The Norfolk Local Access Forum enjoys the same level of support from Norfolk County Council as a committee (although it is not a formal NCC committee). Forum members are given technical and administrative support by Norfolk County Council officers to enable them to undertake their advisory role as effectively as possible. The Forum works closely with the following Norfolk County Council departments: Highways; Legal Orders and Registers Team; Norfolk Trails; Democratic Services. Agendas and minutes are published here: https://norfolkcc.cmis.uk.com/norfolkcc/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/42/Default.aspx

2.2. Norfolk County Council is the appointing body to the Norfolk Local Access Forum and organises the recruitment and appointment of members. The Forum has up to 22 members drawn from:

- (a) Users of local rights of way or open access land (e.g. walkers, horse riders, cyclists and carriage drivers);
- (b) Owners and occupiers of access land or land over which local rights of way subsist; or
- (c) Any other interests especially relevant to Norfolk (such as tourism; nature or landscape conservation; coastal issues; education; heritage; local transport; enterprise and economy; health; disabled people; young people; older people; ethnic and low income groups).

A reasonable balance across interest groups is required to enable the Forum to function effectively.

The term of office lasts for a period of 3 years after which members are asked to reapply.

2.3. Norfolk County Council advertises all Forum vacancies, with the exception of those who are members of a district or county council.

A recruitment exercise conducted between December 2018 and January 2019 was run to fill 4 volunteer vacancies and to invite current members whose terms of office end in March 2019 to seek reappointment (19 volunteer member places). Promotion of the recruitment was via social media, direct emails, existing NLAf members, newsletters and via other relevant contacts and bodies. There were 33 applications which were assessed by a selection panel (comprising the Chair and Vice Chair of the NLAf and 3 NCC officers) on 5th February 2019.

The panel assessed suitability of candidates on the basis of their experience, skills and access interest areas and have drawn up a list of recommended appointees for the Environment, Development and Transport Committee to endorse (Appendix 2). In addition, one recommended appointee remains to be confirmed at a later date.

- 2.4. There are 3 NCC Councillor places on the Forum but hitherto attendance at NLAF meetings by the two Councillors officially appointed to the NLAF has not been regular owing to other commitments.

The EDT committee is requested to identify 3 Councillors who will commit to attending NLAF meetings on a regular basis. The following names have been suggested as formal appointees to the NLAF:

Cllr Andrew Jamieson (NCC Walking and Cycling champion) who has attended meetings in an 'ex officio' capacity;

Cllr John Fisher

Cllr Andy Grant.

EDT committee is requested to agree these names (or suggest others) and establish which interest area they would be happy to represent (Appendix 3) and confirm their regular attendance at NLAF meetings.

3. Financial Implications

- 3.1. None as a result of this report.

4. Issues, risks and innovation

- 4.1. None as a result of this report.

5. Background

- 5.1. Please see 'evidence'.

Officer Contact

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

Officer name: Andrew Hutcheson **Tel No.:** 01603 222767
07795 811231

Email address: Andrew.hutcheson@norfolk.gov.uk



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.

Norfolk Local Access Forum – Constitution (October 2018)

Section 94 of the Countryside and Rights of Way Act 2000 (CROW Act) requires local authorities and National Park authorities to establish advisory bodies known as Local Access Forums to advise decision-making organisations about making improvements to public access for outdoor recreation and sustainable travel. Forums operate in accordance with the provisions of the Act and the Local Access Forums (England) Regulations 2007.

This Constitution applies these regulations for the Norfolk Local Access Forum. The Forum enjoys the same level of support from Norfolk County Council as a committee (although it is not a formal NCC committee). Forum members are given technical and administrative support by Norfolk County Council officers to enable them to undertake their advisory role as effectively as possible

1) Terms of Reference

- a) Norfolk Local Access Forum members are volunteers appointed to the Forum by Norfolk County Council (the appointing body) to represent a range of local interests.
- b) The Forum gives advice to Section 94(4) bodies as follows: Norfolk County Council; district and borough councils within Norfolk; Government Departments e.g. Defra and MOD as well as the Planning Inspectorate and the Highways Agency; Natural England; the Forestry Commission; English Heritage; Sport England; the Norfolk Coast AONB Conservation Board; Parish and town councils in Norfolk. These bodies should have regard in carrying out their functions, to any relevant advice given to them by the Forum.
- c) The advice which the Forum gives falls within one or more of the following categories:
 - improvement of public access (whether on foot or by horse, cycle, mechanically propelled vehicle or any other lawful means) to land (including land at the water's edge) in the area for the purposes of open-air recreation and the enjoyment of the area;
 - public access to land (including land at the water's edge) in the area for any other lawful purpose (whether on foot, horse, cycle or by any means other than by mechanically propelled vehicle);
 - public access to land in the area by means of a mechanically propelled vehicle for any other lawful purpose, but only insofar as the access relates to

byways open to all traffic.

- d) The Norfolk Local Access Forum is a statutory consultee for:
- draft maps showing open country and registered common land;
 - byelaws affecting access land
 - the appointment of access wardens on access land
 - directions that would restrict or exclude long-term access
 - rights of way improvement plans
 - Dog control orders which apply to access land

2) Composition of the Forum

a) The Forum comprises at least ten and not more than 22 representatives appointed by Norfolk County Council in accordance with The Local Access Forums (England) Regulations 2007. Under 3(5) of the Regulations, membership of the Forum is representative of the following groups (applies to **all** members):

- users of local rights of way;
- owners and occupiers of access land or land over which local rights of way subsist; or
- any other interests especially relevant to the authority's area

b) Under 3(4) of the Regulations, the maximum number of members who may also be members of a district council or Norfolk County Council or the Broads Authority is **three**, as long as the Forum consists of no fewer than 17 members (falling to **two** if the Forum consists of not more than 16 members).

c) Norfolk County Council will organise recruitment and appointment of members (see Section 6 of Guidance on Local Access Forums in England (revised guidance 2007). Terms of appointment for Forum members shall be set by Norfolk County Council.

3) Number of Meetings

The Forum will meet at least twice in each year. Generally, meetings are held in January, April, July and October.

4) Chairman and Vice-Chairman

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



Vice-Chairman is for the Forum to determine, but will be constrained by the maximum term of their appointment as a Forum member (see 6(5) of the Regulations).

5) Access to Meetings and Documents

- a)** Meetings of the Forum are open to the public, subject to any power of exclusion to suppress or prevent disorderly conduct or other misbehaviour at a meeting;
- b)** Copies of the agenda for meetings of the Forum and of any reports for meetings will be published on Norfolk County Council's CMIS (Content Management Interoperability Service) and open to inspection by members of the public at County Hall at least three clear days before the meeting except:
- Where the meeting is convened at shorter notice, the copies of the agenda and reports must be open to inspection from the time the meeting is convened;
 - Where an item is added to an agenda, copies of the document adding the item to the agenda and the copies of any report for the meeting relating to the item must be open to inspection from the time the item is added to the agenda.
- c)** An item of business may not be considered at a meeting of the Forum unless these requirements are complied with or, by reason of special circumstances to be specified in the minutes, the Chairman of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency;
- d)** After a meeting of the Forum, the minutes, agenda and reports to the meeting must be open to inspection by members of the public at County Hall for at least two years following the meeting;
- e)** In addition, where any report for a meeting of the Forum is open for inspection by members of the public there must also be open for inspection copies of a list of any background papers for the Report together with a copy of the documents included in that list;
- f)** Where any document is open to inspection a member of the public may upon payment of a reasonable copying fee, require the person having custody of the document to supply a copy to him or her.

6) Declarations of Interest

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



7) Location of Meetings

Meetings will be held at such venues as the Forum decides. Generally, meetings shall be held at County Hall in Norwich.

8) Secretary

- a) The Forum's Secretary is Norfolk County Council's Head of Democratic Services;
- b) The technical support officer will
 - receive correspondence addressed to the Forum within its terms of reference;
 - co-ordinate work on behalf of the Forum and provide advice;
 - compile and send correspondence as agreed with the Chair on behalf of the Forum.
- c) The administrative support officer will:
 - Issue meeting agendas and write up the minutes.

9) Expenses

The County Council will meet:-

- a) Any reasonable expenses incurred by Forum members in connection with their attendance at meetings of the Forum and any other activities relating to the discharge of the functions of the Forum, but only in respect of:
 - Travel and subsistence costs;
 - Any expenses of arranging for the care of their children or dependents

10) Annual Report

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

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

11) Proceedings of the Forum

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

APPENDIX

1. Quorum

The Quorum for meetings of the Forum is 7 members.

2. Voting in Meetings

(a) Voting will be by show of hands.

(b) Every issue will be determined by simple majority of the votes cast at the meeting.

(c) Every member of the Forum has one vote on each issue except for:-

- the Chairman of the meeting, who has a second or casting vote; and
- any Observing County Councillor, who may not vote (See paragraph 3).

3. County Councillor Representation

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

(b) Where 3(a) applies, the observing County Councillor may attend the meeting but not vote and only speak at the meeting on the same terms as a member of the public.

4. Substitutes

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

5. Minutes

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

6. Record of Attendances

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

7. Public Questions

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

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

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

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

8. Chairman's Ruling

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

9. Allocation of Duties

The Chairman (with NCC officer support) will:-

- appoint and convene sub-groups with responsibility for replying to incoming correspondence subject to there being:-
 - at least one representative from each category of interest appointed where practicable
 - at least seven-day's notice of proposed response to all Forum representatives to allow them to comment
- grant responsibility to individual representatives for maintaining contact with Committees, Local Access Forums, Liaison Groups, etc.
- grant responsibility to categories of interest to invite speakers and arrange training
- submit the agenda to the administrative officer at least a month before the date of the next main meeting
- sign outward correspondence

10. Changes to these Rules

The Forum may change the rules in this Appendix (as long as they still comply with the Regulations) by a simple majority. Similarly, the Forum may add new rules of procedure.

REFERENCE DOCUMENTS (to be appended to pdf)

[1. The Local Access Forums \(England\) Regulations 2007](#)

[2. Guidance on Local Access Forums in England \(revised guidance 2007\)](#)

Appendix 2: Recommended appointments to the NLAF 2019

1st_name	Surname	Area to be represented
Andy	Brazil	Voluntary Sector
Bethan	Edmunds	Nature Conservation
Brigid	Fairman	Equestrian
Chris	Allhusen	Land ownership
David	Hissey	Cycling
Donna	Gibling	Sport/outdoor recreation
Elizabeth	Meath Baker	Rural / local business / economy
Geoff	Doggett	Access to land at the water's edge
George	Saunders	All abilities access
Ken	Hawkins	Walking
Louise	Rout	Tourism
Martin	Sullivan	Motorised vehicles
Mike	Edwards	Land ownership
Paul	Rudkin	GI and planning
Phoebe	Gale	Youth / education
Simon	Fowler	Walking
Suzanne	Longe	Equestrian
Vic	Cocker	Walking
<i>To be</i>	<i>confirmed</i>	Health and wellbeing
Cllr Andrew	Jamieson	
Cllr John	Fisher	
Cllr Andy	Grant	

Appendix 3: NLAF interest areas

Access to land at the water's edge
All abilities access
Countryside 'friends of' groups
Cycling
Equestrian
Ethnic minority
GI and planning
Health and wellbeing
Heritage/archaeology
Land ownership
Motorised vehicles
Nature Conservation
Rural / local business / economy
Sport/outdoor recreation
Sustainability
Tourism
Voluntary Sector
Walking
Youth / education

Environment, Development and Transport Committee

Report title:	Recycling Centre Improvement Programme
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact <p>The County Council provides 20 recycling centres across Norfolk in its statutory role as a Waste Disposal Authority. Planning for replacement sites and identifying site improvements and service enhancements will allow the delivery of an improved service.</p>	

Executive summary

In November 2018 Committee agreed to support four improvement schemes for Sheringham, Ketteringham, Wymondham and Morningthorpe Recycling Centres. £7.425m of capital funding has been included on the Council's forward plan to support the delivery of these schemes and is in addition to the £2.75m allocated for the replacement of the Mile Cross Recycling Centre in Norwich. The proposal to relocate King's Lynn Recycling Centre is subject to development of the adjacent power station and would be developer funded.

A further £2.64m has been allocated for the improvement and extension of Caister Transfer Station to ensure the site can accommodate the effects of planned growth in the area and is fit for purpose for future residual waste contracts.

The programme for delivery will see the planning and construction of these schemes phased over a three-year period, subject to securing land (where required), planning permission and permits for operations.

Land agreements for the preferred site to replace the Mile Cross Recycling Centre are being secured and a planning application will be prepared for submission in summer 2019 with the intention to open the new site in 2021.

Recommendations:

- 1. Agree that the member task and finish group for the Norwich Recycling Centre replacement is concluded following successful completion of the land agreements.**

1. Proposals

- 1.1. In addition to the relocation of Mile Cross Recycling Centre, Committee agreed in November 2018 to support a number of recycling centre improvements. The proposed programme for the recycling centre improvements is outlined in table 1 below. Delivery of the schemes is planned over a three year period, commencing in April 2019, subject to securing the necessary land (where required) and required consents. The capital costs reflect a construction estimate with allowance for planning and design work.

Table 1 Summary of Recycling Centre Improvement Programme

	Estimated Cost	2018/19	2019/20	2020/21	2021/22
King's Lynn Recycling Centre relocation	Developer Funded	Planning			
Mile Cross Recycling Centre Replacement	£2.750m		Planning	Construction	
Sheringham Recycling Centre upgrade	£1.650m		Planning	Construction	
Ketteringham Recycling Centre relocation	£1.925m		Planning	Construction	
Wymondham Recycling Centre replacement	£2.200m			Planning	Construction
Morningthorpe Recycling Centre upgrade	£1.650m			Planning	Construction
Caister Transfer Station upgrade	£2.640m		Planning	Construction	

1.2. King's Lynn Recycling Centre

The relocation of King's Lynn Recycling Centre is being funded by EP UK Power Development Ltd., as part of a wider scheme to build a power station on land currently occupied by the existing recycling centre. A planning application was submitted by the developer to Norfolk County Council for the relocation of King's Lynn Recycling Centre in October 2018, which is due to be determined by the Planning (Regulatory) Committee. The relocation is subject to development of the adjacent power station and has not yet been confirmed.

1.3. Mile Cross Recycling Centre Replacement

A member task and finish group was established by this Committee to oversee the original Norwich depot hub project which featured the replacement recycling centre. As the project developed the group's sole focus became securing a suitable site for the delivery of the replacement recycling centre. Following the successful agreement of heads of terms for the preferred site it is proposed that the member task and finish group is concluded.

1.4. Business and Property Committee approved the land acquisition for the preferred replacement in January and land agreements are now being finalised to secure the preferred location and an access road. The site is on land immediately to the north of the Broadland Northway, accessed off the northern roundabout junction of the A140 and Broadland Northway.

1.5. We are now working to prepare a planning application for a recycling centre and access road, along with a permit application to the Environment Agency for the operation of the recycling centre. The planning application is expected to be submitted to Norfolk County Council in summer 2019.

1.6. An initial public consultation was undertaken in summer 2018 seeking views on what people would like to see at a new site. A second public consultation will be undertaken in May to June 2019 prior to the submission of a planning application providing further detail and seeking views on the proposals.

1.7. The new site is expected to be operational from September 2021 following the end of

the current contract for the Mile Cross Recycling Centre and subject to securing the necessary consents. The operation of the new recycling centre will be brought under the existing recycling centre Service Level Agreement Contract with Norse Environmental Waste Services Ltd. (NEWS). This will allow all 20 of Norfolk's recycling centres to operate under the same contract conditions and to be operated on open book principle which has delivered significant savings to the service.

1.8. Sheringham, Ketteringham, Wymondham and Morningthorpe Recycling Centres

Capital funding for improvement schemes totalling £7.425m has been approved for Sheringham, Ketteringham, Wymondham and Morningthorpe Recycling Centres and is included in the capital forward plan.

Following the approval, the Council are procuring a sole contractor for the four schemes to support the process to secure planning permission and permit to operate, as well as for design and development of specifications. Planning applications are expected to be submitted in 2019/20 for the extension at Sheringham as well as for the relocation of Ketteringham to the Harford Park and Ride.

1.9. Planning applications for the schemes at Wymondham and Morningthorpe are expected to be submitted in 2020/21 once further work has been undertaken to secure suitable solutions. Land searches are underway for a suitable site to replace the current Wymondham Recycling Centre.

1.10. Improvements to these sites will include a reuse shop to increase material diverted from the waste streams and provide a separate operational area to reduce site closures for servicing and bin movements and to further improve the safety of operations. The improvements will also ensure the sites have sufficient capacity to deal with future housing growth.

1.11. Caister Transfer Station

Caister Transfer Station, owned by Norfolk County Council and operated by NEWS, has come under increasing pressure due to the condition of the existing infrastructure, limited available space and increasing demand due to increases in waste levels and improvements and development of the local recycling service. The facility has been identified as a key piece of infrastructure in east Norfolk and soft market testing on the future residual waste contract has shown there is currently no viable available alternative. The publication of Government's national Resources and Waste Strategy in December 2018 highlights the potential for separate collections of material and mandatory food waste collections which would generate additional pressure on existing waste infrastructure regardless of local growth. A programme to redevelop and extend the existing transfer station before the start of the next residual waste contracts in 2021 has been established and, to facilitate the expansion, work is progressing on the scope and nature of associated work on the adjacent County Highways Depot site.

2. Evidence

2.1 A Recycling Centre Service Review considered by this Committee in September 2015 identified expected impacts resulting from housing growth on some recycling centres of increased visitor numbers and associated traffic numbers and an increase in waste throughput requiring additional site servicing.

Sites along the A11 corridor (notably Wymondham) and North Norwich (Mayton Wood) were identified as being likely to come under significant pressure due to housing growth. The selection of the preferred site to replace the Mile Cross Recycling Centre now allows a wider strategy for sites around Norwich to be established to ensure that service provision is appropriately sited for residents with a modern site located to the north and south of Norwich.

- 2.2 Government released the Resources and Waste Strategy in December 2018. The strategy complements the 25 Year Environment Plan and sets out a policy framework aimed at ensuring that resources are used more efficiently in the UK economy, and that waste is minimised and deployed as a valuable source of raw materials. Many of the key measures it contains are subject to further consultation, meaning that much of the detail on implementation is lacking at this stage.
- 2.3 Much of the strategy focuses on the top end of the waste hierarchy – waste prevention and reuse – but it also addresses key aspects of recycling, energy recovery, landfill and waste crime. The strategy also confirms that the European Union Circular Economy legislation agreed earlier this year will be transposed into UK law in full.
- 2.4 Local authorities are encouraged to increase reuse at recycling centres. Relocation or extension of the sites at Sheringham, Wymondham and Morningthorpe will allow additional reuse facilities to be introduced, as well as a larger reuse facility at the replacement sites for Mile Cross and Ketteringham Recycling Centres.
- 2.5 There is ambition within the Government's Strategy to achieve greater consistency of materials recycled at the kerbside, with potential mandatory food collections from 2023. Consultations will address the approach to collections and how to improve the quality of materials collected for recycling. Changes to the collection system are likely to impact the required infrastructure across the waste service, including transfer stations and potential Recycling Centres, which highlight the need for ensuring waste infrastructure is future proof and fit for purpose and can offer sufficient flexibility to accommodate future waste service changes.
- 2.6 Many of Norfolk's recycling centres are old facilities historically linked to closed landfill sites. These facilities have come under increasing pressure as the drive to improve recycling has resulted in a significant increase in the volume of materials separately collected for reuse and recycling.
- 2.7 In April 2018 the DIY Pay As You Throw service was extended to all recycling centres as part of a move to increase the services offered to householders across the whole network.
- 2.8 A change to the charges for DIY type construction and demolition waste introduced at Recycling Centres in April 2018 has not led to the increase in reported incidents of fly-tipping that many were concerned about. For the first nine months since the changes incident numbers are 15% lower than for the same period the year before and the lowest for the last three years.
- 2.9 From spring 2019 Home compost bins will be on sale at all sites and the extension of the reuse shop network will also contribute to increased opportunities for householders to compost, recycle and reuse more waste.

3. Financial Implications

- 3.1 £2.75 million had already been allocated for the replacement site for Mile Cross Recycling Centre. An additional £7.425 million for the redevelopment or relocation of four recycling centres and £2.64 million for the extension of Caister Transfer Station has recently been approved and included on the Council's capital programme.

4. Issues, risks and innovation

- 4.1 Failure to secure a replacement site for the Mile Cross Recycling Centre would place surrounding sites under significant pressure with capacity and queueing, which could compromise the County Council's ability to deliver an efficient service under its statutory duty as a Waste Disposal Authority and to comply with planning and permitting requirements of the sites.
- 4.2 It is necessary to ensure that the recycling centre network is fit for purpose and has sufficient flexibility to deal with future waste requirements. Failure to do so may impact the ability to deliver an efficient service for the public and prevent further service improvements, such as innovation around materials collected for reuse and recycling.
- 4.2 As an integral part of Norfolk's waste infrastructure, failure to carry out the required improvement and extension to Caister Transfer Station could result in loss of the facility. Waste collected in the Great Yarmouth Borough Council area would have to be delivered to an alternative site some distance away causing considerable disruption to the management of its waste collection services as well as significant cost increases and a requirement for the County Council to make payments to Great Yarmouth Borough Council to assist with the costs of the longer journeys required.

5. Background

- 5.1 Norfolk County Council provides twenty recycling centres across the county for the free disposal of household waste and paid disposal of non-household waste. Trade waste is accepted for payment at seven recycling centres.
- 5.2 The recycling centre service budget is £6.4m and it handles around 75,000 tonnes of waste a year with around 1.2m customer visits. The busiest site, Mile Cross Recycling Centre, accepts around 19% of that waste.

Officer Contact

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

Officer name: Nicola Young

Tel No.: 01603 224439

Email address: nicola.young2@norfolk.gov.uk



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.

Environment, Development and Transport Committee

Report title:	Market Town Transport Network Improvement Strategies
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services

Strategic impact

This proposal will support the county council's vision for Norfolk. We will aim to put in the necessary infrastructure first to ensure that we build new communities where growth is being planned. The work will facilitate Norfolk's market towns' and larger villages' sustainable development through addressing the transport pressures of planned housing and employment growth by improving access to public transport and reducing congestion.

Executive summary

In September 2017, Members agreed a programme of studies looking at the transport impacts of growth in market towns. At that time members agreed the programme of studies to be started in 2018. Subsequently, in July 2018, Members agreed the programme for 2019.

This report provides an update on the programme. It asks Members to adopt the Dereham Network Improvement Strategy and note the key findings and messages from the other towns in the first round of studies, which will be brought to members for adoption later in the year.

The key areas of work in the first round of studies include: assessing the implications on the transport network of future growth, and the likely infrastructure requirements; consideration of walking and cycling connections within the towns; and examination of potential solutions to some of the key issues in each town. Section 5 of the report outlines the findings in detail, but the key ones are:

- Dereham: An assessment of the likely impacts of growth beyond the emerging local plan on the transport network and examination of link roads associated with each growth scenario.
- Diss: Assessment of the amount of through traffic, which suggests that issues within the town would not be resolved by new link roads
- Swaffham: Assessment of the amount of through traffic, which suggests that a large proportion of traffic has a destination within the town and a north-south bypass would be difficult to justify
- Thetford: Assessment of traffic issues in the south of the town, and the town centre, which suggests that there is a key desire line for traffic from the north of the town, essentially between the A1088 and A134, together with congestion and traffic issues either currently experienced, or likely to manifest in the future, including on Nuns Bridges Road. Further work is being considered.
- North Walsham: Consideration of potential solutions to HGV issues in the town, which require further work and assessment to resolve, together with identifying a suitable site for a public transport interchange and making the market place more pedestrian-friendly.

Recommendations:

Members are asked to:

- 1. Agree and adopt the final Dereham Network Improvement Strategy**
- 2. Note the key findings from the remaining first round studies for Diss, Swaffham, Thetford and North Walsham**
- 3. Note progress with the second round of studies in Aylsham, Downham Market, Fakenham, Wroxham/ Hoveton and Wymondham.**

1. Proposal

- 1.1. Members are asked to adopt the Dereham Network Improvement Strategy, note the key findings and messages from the other towns in the first round of studies, which will be brought to members for adoption later in the year, and to note progress with the studies that have started in 2019.

2. Network Improvement Strategies: 2018 Programme

- 2.1. This section deals with the studies agreed by Members in 2017, which are drawing to a close. The Network Improvement Strategy for Dereham has been completed, and members are being asked to adopt this.

The remainder of the studies will be completed shortly. Most of the technical work has been undertaken and the key findings from the studies are – in most cases – known. These key findings have been circulated to the relevant stakeholders (see Section 5) in advance of the committee and any relevant comments will be reported verbally.

2.2. Dereham

The Dereham Network Improvement Strategy (DNIS) in collaboration with stakeholders has identified potential measures to help address existing transport network constraints and transport improvements to facilitate the growth identified in the emerging Local Plan, which is at an advanced stage. The DNIS has also looked at the longer-term transport situation, carrying out a high-level assessment of potential growth scenarios that can inform future growth options and be used as part of any future Local Plan review.

The main areas of work looked at in the DNIS were:

- Review current operation of B1135 roundabout
- Identify key cycle corridors and improvements for routes
- Review signage so people are directed most efficiently
- Lobby Highways England for improvements to Draytonhall Lane
- High level assessment of future scenarios that can inform growth options and be part of a future Local Plan review.

Other work included a Cycle Corridor study, Town Centre Parking & Access study and Future Scenario Testing report. This work produced some key findings:

- 40% of the town's population work within three miles of their home
- Only 3.7% of journeys to work were completed by bicycle which is below the county average of 4.8%. Development of a cycle corridor could improve this
- It is estimated that traffic levels during the AM and PM peak periods will increase by 30-31% by 2037 and on Saturday the level is expected to increase by 34%
- There is a typical amount of motor vehicle collisions and whilst there is no single hotspot of collisions they are concentrated along the key routes in

- and out of the town and in the town centre
- The town will benefit from the signage changes set out in the strategy and have the potential to improve road operating conditions for all users.

Based on the feedback from stakeholders and findings from the study work the action plan recommends areas where consideration should be given in the form of short, medium and long-term actions. Norfolk County Council has funding committed to the delivery of short term schemes that can be delivered within the next two years. These are the development of a cycle corridor linking the town centre to growth sites in the south and a signing review to destinations within the town centre from the A47. This will avoid directing all traffic through the most congested part of the town around Yaxham Road / Tavern Lane. In the medium and longer-term it will be critical for the council to work collaboratively with local partners to deliver on other opportunities.

The final DNIS, which members are asked to agree and adopt, is available to view in the Members room at County Hall. It is also available on the county council website: <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/market-town-network-improvement-strategy>. We have carried out a consultation on the strategy with positive feedback including comments from the district council who found it provides a range of useful new evidence and presents a clear picture of the issues, but also opportunities in the town. The About Dereham group welcomed the rounded approach to considering the various transport issues that have concerned members of their partnership. We have subsequently amended the final version of the strategy to address the feedback received.

2.3. **Diss**

The areas identified from the evidence-gathering and stakeholder engagement, and subsequently agreed to be undertaken in the study, were:

- Understand through traffic situation passing via Diss
- Assess existing situation at key junctions on A1066
- Identify network improvements to walking and cycling
- Understand the impacts of future growth options.

The cycling and walking study looked at developing the proposed walking and cycling corridor options connecting residential zones with the town centre, and better connections to the rail station. It is looking at physical interventions and signage improvements to increase walking and cycling in the town.

The Through Traffic Assessment found that the key through movement within Diss is between A1066 to the west and A143 and A140 to the south. Through movements to/from the north are less prominent. Two new link road options were assessed, one to the north of the town from the A1066 to A140; and one to the south from the A1066 to A143 across the river Waveney.

It is concluded however that the link road options could not be justified in traffic terms. If they were to be brought forward as part of future large-scale growth, the traffic impacts of that growth are likely to outweigh any benefits of a link road.

Work is ongoing looking at the impacts of different scales and locations of growth on key junctions on the A1066, to identify if there are any measures that can improve the current situation and enable future growth.

2.4. **Swaffham**

The areas identified from the evidence-gathering and stakeholder engagement, and subsequently agreed to be undertaken in the study, were parking issues on Station Street, Station Street/Mangate Street junction, improved access to the Theatre Street car park (all arising from air quality issues within the town) and an assessment of through traffic.

The study found, taking each in turn:

- Station Street: The times and durations of parking violations appear to be very short. Most of the delay and queuing is associated with the traffic signal junction
- Station Street/Mangate Street: Minor improvements to the junction could improve the capacity. This is being considered further
- Theatre Street car park: Signing and access to the car park appear to be operating successfully. Providing access from the south appears feasible
- Assessment of through traffic: Less than half of traffic accessing the town is through traffic, the remainder having a destination within Swaffham. Of the through traffic, around $\frac{1}{4}$ of the traffic from the south heads towards King's Lynn and $\frac{1}{4}$ towards the north. Therefore, if a link road / bypass were to be considered, the evidence would suggest it should serve the south to west movement as much as south to north: As such, any bypass should be to the west of the town. However, given the relatively low traffic flows that would be carried by any new road, and the costs of any new road, the evidence suggests that it would be very difficult to make a case for a bypass link from the A1065 in the south to the A47 in the west; or to continue to the A1065 in the north.

2.5. **Thetford**

The areas identified from the evidence-gathering and stakeholder engagement included congestion, connectivity to the main urban extensions in the north of the town, cycling, and a number of detailed traffic issues. The further technical work has looked at congestion and connectivity to the 5,000 new dwellings planned for Thetford, cycling and walking and traffic issues in the south of the town including Nuns' Bridges Road; a narrow route used by a number of large vehicles which sometimes get stuck causing congestion.

The Walking and Cycling report looked at the routes below and suggested some improvements with some high-level route costs along the three routes below.

- Route A: London Road, from commercial area at the west of the town to the town centre
- Route B: Croxton Road, connecting the Thetford Urban Extension (west), existing residential areas, the Thetford Academy and town centre
- Route C: Kilverstone, connecting the Thetford Urban Extension (east), Kilverstone, other residential areas and the town centre.

The technical work on congestion and connectivity has found that a number of junctions are currently at, or close to, capacity, or will be in the future given the growth in and around the town. These include A134 Brandon Road / London Road / A134 Bury Road (currently operating over capacity) and A1075 / Norwich Road / A1066 Mundford Road / A1066 Hurth Way Junction (over capacity in peak period in 2036, but phase 1 of the Thetford housing is expected to deliver improvements).

The study also considered issues raised about traffic on Nuns' Bridges Road and found that future traffic growth is likely to cause lengthy queues and delays on this route. The study noted that there is a key desire line for traffic from the

north of the town, essentially between the A1088 and A134. Further work is being put underway to consider the study finding and potential mitigation measures.

2.6. North Walsham

The main areas identified from the evidence-gathering and stakeholder engagement, which the study has gone on to examine, are: impacts of the low bridges on HGV access to and around the town; making the market place more pedestrian friendly; and public transport (bus) facilities on Yarmouth Road at the top (east) of the market place. Alongside this work being done as part of the Network Improvement Strategy the council is working with North Norfolk District Council on growth proposals to the west of the town and the associated requirements / opportunities for link road infrastructure.

The study work is ongoing.

3. Network Improvement Strategies: 2019 Programme

- 3.1. This section deals with the studies agreed by Members in 2018, which have recently started. Members are being asked to note progress.

Officers were successful in securing Pooled Business Rates Funding for all the studies except Aylsham. This means that the available budget for each is £40,000 (£20,000 for Aylsham).

3.2. Aylsham

The areas identified within our evidence-review and workshops include issues around pedestrian and cycling access, parking, local congestion, links from new residential developments to the town and bus access. The further technical work is likely to focus on car parking signage, review cycling and walking routes, review cycling and walking signage and look at potential new locations for bus stops which currently cause congestion. This is currently being agreed with the stakeholders.

3.3. Downham Market

The key issues that have come out of the overall stakeholder engagement phase of this study, and in no particular order, are:

- Car parking around station
- Impacts of charging for town centre car parks
- Congestion by level-crossing
- Issues at a number of junctions in the town including Howdale Road/Church Road junction, Tesco roundabout, Clackclose Road/Lynn Road junction, Appropriateness of Cannon Square junction
- Increased/improved cycle parking and cycle route improvements including formalisation of route from Lynn Road, Cock Drive, Wimbotsham Road and Grimshaw Road
- Potential link between Bennett Street to the Railway Station Car Park
- Impact of through traffic in the town
- Consideration of town centre road layout and possible pedestrianisation

The four key areas to be investigated, which will be circulated to the Town Council and stakeholders for comment, are:

- Parking study to support Town Council car park charging proposals, on street limited waiting anomalies and current problems related to parking around the station.
- Review of the Clackclose Road/Lynn Road junction and need for possible changes

- Review of traffic signal junctions to determine how well they operate and in some cases whether they are still required
- Cycle and walking route study focussing on links to the railway station from new housing areas to determine possible improvements to encourage more walking and cycling

To streamline communications, Downham Market Town Council has convened a working group.

3.4. **Fakenham**

The evidence gathering and stakeholder engagement led to a proposal for further work, circulated to the external stakeholders. Based on feedback we plan to carry out the following tasks:

- Review the location of bus stops along Oak Street
- Propose improvements to relieve congestion at the Creak Rd/A148/A1065/Wells Rd roundabout
- Study the effect on pedestrians of the relocation of traffic island near Pensthorpe Road/George Edward Road junction to ease congestion from the industrial estate
- Propose alternative layout to the Thorpland Rd/Greenway Ln/Holt Rd junction
- Carry out a signage assessment.

This work began at the end of January and is likely to be finished by Mid May 2019. The strategy will be drafted using the findings of this work and completed by autumn 2019.

3.5. **Wroxham/ Hoveton**

Evidence gathering and stakeholder engagement revealed the main priorities for the study work as cycling and walking; traffic flow and congestion; and an assessment of the transport impacts of cumulative growth

Early work was commissioned for a full traffic survey, including an analysis of the amount of through traffic, and to carry out analysis of key traffic issues with a view to subsequently developing short, medium and long-term interventions. Commissioning is currently underway for the remainder of the work.

3.6. **Wymondham**

Evidence gathering has been completed, and the stakeholder engagement meeting arranged for 22 February. The scope of the study will be considered following this prior to being agreed with stakeholders.

4. **Financial Implications**

- 4.1. Members agreed at March 2017 EDT committee to put £20k to each of the strategies. Funding for the studies has come from the funding invested in highways as agreed by Members in January 2018 when Members agreed the Highways Capital Programme and Transport Asset Management Plan.
- 4.2. Officers have successfully sought additional match-funding for the current work including from other authorities and organisations and the Pooled Business Rates fund.
- 4.3. The current rounds of studies are being delivered within budget.
- 4.4. As well as funding for the studies, EDT agreed on 18 January 2019 capital funding to take forward measures arising from the programme. Feasibility work is currently being taken forward on schemes for traffic signing to the town centre

and cycling measures in Dereham.

5. Issues, risks and innovation

- 5.1. The studies have considered the impacts on social, environmental and economic factors.

6. Background

- 6.1. In September 2017, Members agreed a programme of studies looking at the transport impacts of growth in market towns. At that time members agreed the programme of studies to be started in 2018, Subsequently, in July 2018, Members agreed the programme for 2019.
- 6.2. Members agreed that the studies should cover, in summary, the following scope:
1. Understand current transport problems and issues
 2. Understand the future situation (growth proposals and their impacts on transport)
 3. Develop implementation plan.
- 6.3. All studies have followed the same broad process in undertaking the work:
- Evidence gathering through engagement with a range of county council officers, desktop studies and contact through the local elected County Council members and district council officers
 - Engagement with the Town Council, initially, followed by engagement through a workshop with stakeholders in each town including district, town and parish councils, sustrans, police, bus operators, business forums and Highways England.
 - Consideration of the above to determine what areas the studies should consider in detail. The proposed scope of the studies and the technical work was circulated to stakeholders for comment before the work commenced. In most cases, we continued to work with the stakeholders through the study process.
 - Final draft of the study report circulated to stakeholders for further comments before its completion.

Officer Contact

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

Officer name: David Cumming

Tel No.: 01603 224225

Email address: david.cumming@norfolk.gov.uk



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.

Environment, Development and Transport Committee

Report title:	Highways Winter Service Review
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services

Strategic impact

The highway network is fundamental to the local economy and plays a major part in many aspects of our lives. An effective network enables everyone to move around the county more easily for access to work, key services, businesses and leisure. This is especially important during the winter season, where snow and ice can affect all highway users.

Norfolk County Council has a duty to ensure, so far as is reasonably practicable, safe passage along a highway is not endangered by snow or ice. Therefore, arrangements must be in place ready for the end of the current 20-year duration Salt Private Financial Initiative (PFI) contract in Spring 2020.

Executive summary

Norfolk County Council has a duty to ensure, so far as is reasonably practicable, safe passage along a highway is not endangered by snow and ice.

For the past 20 years, Norfolk has been well served by the Salt PFI contract. This contract not only brought improvements in how salt is stored and managed, but also guaranteed deliveries in the harshest of winters.

The PFI contract ends in April 2020. The contract cannot be extended. Therefore, new arrangements must be in place ready for the end of the Salt PFI contract in Spring 2020. This report highlights considers and reviews all aspects of the winter service, including:

- future potential contract types;
- future contract elements;
- future salt type; and
- the potential issues we could face.

Based on the considerations of this report, it is recommended that Norfolk County Council seeks to take forward a Full Open Procurement Exercise - Official Journal of the European Union (OJEU) Tender - option 2.

Following a review, it is recommended that this new contract should be for salt supply only. This is the optimum option to allow us to concentrate on negotiating the best terms for one of the most crucial elements of the winter service.

To make best use of the current winter service setup and avoid the cost of all new vehicles and equipment, it is also recommended that Norfolk County Council continues to treat the highway network with treated salt (such as Safecote), as it has done for the last decade.

Recommendations:

Members are asked to agree that:

- a) **Norfolk County Council seeks to take forward Procurement under OJEU Tender;**
- b) **The new contract should be for salt supply only;**
- c) **Norfolk County Council continues to treat the highway network with treated salt;**
- d) **Norfolk County Council exercises the option to take on the leases at the Saddlebow and Sculthorpe sites and secures the lease on the strategic salt store at Swaffham.**

1. Proposal

1.1. Overview

- 1.1.1. Norfolk County Council (NCC) as the local highway authority is under a statutory duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice (Clause 41 in the Highways Act 1980).
- 1.1.2. Members delegate this function to the Executive Director of Community and Environmental Services (CES) in order to discharge this duty. The Winter Service is planned, managed and delivered each year by the Highways & Waste Group within the Department for Community and Environmental Services.

1.2. Background

- 1.2.1 Norfolk County Councils' current Salt PFI contract ends 30th April 2020. The Salt PFI contract is with Compass Minerals Ltd (formerly Salt Union Ltd) who mine salt from a quarry located in Winsford, Cheshire. Between 2 and 3 million tonnes of salt are produced by 3 salt mines across the UK each year.
- 1.2.2 The current contract is very wide ranging and includes the provision, storage and loading of salt onto Norfolk County Council gritters during the winter service season. Norfolk County Council is then responsible for the delivery aspect, i.e. driving or treating the routes. This contractual split is very unusual within the UK and the vast majority of highway authorities just have contractual arrangements relating to delivery of salt or brine only.
- 1.2.3 Going forward, it is imperative that Norfolk County Council retains its resilience in carrying out the winter service. There is less capacity in the supply chain (such as an industry shortage of HGV drivers) than in 2000, which further emphasises the importance of having a reliable salt supply contract.
- 1.2.4 The amount of salt used in any given year is very dependent on the weather conditions. The table below highlights the amount of salt used in each of the last five years, along with the number of gritting actions.

Year	Number of gritting actions	Tonnes of Salt used
2013/14	65	15,679
2014/15	70	16,064
2015/16	58	14,266
2016/17	57	13,347
2017/18	113	28,008

- 1.2.5 There are just under 50 treated routes in Norfolk's priority (P1/P2) network. Each time a countywide gritting action is called around 2,200 miles of network is treated within three hours. This covers about one third of the whole network in Norfolk. Each full countywide treatment uses between 160 tonnes and 320 tonnes of salt, depending on the required gram weight, per metre square. The gritting operation is delivered from seven strategically located salt domes across the county. Compass Minerals also has a strategic salt store at Swaffham.

2. Highway Winter Services

2.1. Future Contract Types

Going forward, there are a variety of contract types that can be used. These options are detailed below.

2.1.1 Option 1 – Spot Buying

Our individual orders are significant in terms of value and therefore spot buying would breach our internal Contract Standing Orders and the Public Contract Regulations 2015. This option cannot be considered due to value of the salt orders and the lack of certainty around supply that this option would bring. Therefore, Option 1 is not considered a viable option.

2.1.2 Option 2 – Full Open Procurement Exercise (OJEU Tender)

This would involve advertising the requirement in the Official Journal of the European Union asking for bidders to submit tenders for the supply of salt only. The contract would be awarded to the provider who achieves the highest mark when combining quality and cost.

The advantages of this approach are: -

- It would allow the Council to have a long-term contract (longer than allowed under Option 3 – Framework). The Council would look to put in place a 5-year contract with the option of extending by 2 years plus a further 1 year. This would allow the Council to co-term with the main Highways Contract, if it was decided that amalgamation of services was the best way forward, or alternatively if this was not the best way to proceed, it would allow the Council to extend the salt contract whilst a re-procurement of the Highways Contract was underway.
- Increased certainty of supply. With having one contract, the Council will establish and maintain a relationship with the supplier which should help ensure supply as and when required. As this is a critical requirement for the Council, the contract will contain the right for us to procure elsewhere if the supplier cannot deliver.
- A longer-term contract should lead to more competitive prices, although the Council will need to build into the contract mechanisms to assure good value throughout the contract life. Prices will also be subject to Building Cost Information Service (BCIS). BCIS provides cost and price information to the construction industry through years of collecting, collating, analysing, modelling and interpreting cost information.

2.1.3 Option 3 – Call-off from a Framework Agreement

A framework agreement is an already competed list of suppliers.

Frameworks can be used in one of 2 ways: -

1. The Council could use the framework to "spot buy". As the framework has

been pre-competed and as long as the rules of the framework are followed, then orders would be compliant with EU tendering rules and Contract Standing Orders. However, problems of ensuring supply and price remain an issue as detailed in Option 1.

2. The Council could do a further competition under a framework agreement to award a contract with one provider. This would ensure compliance with the EU Procurement Directives and would allow us to ascertain best value for money as the requirement would be competed between suppliers. However, the maximum length of contract that can be let is often limited (typically 4 years) which is not considered long enough to achieve best value and the optimum re-procurement benefits.

2.1.4 Option 4 – PFI or similar

Although the existing PFI contract has served Norfolk well, as recently as the November 2018 Budget, the Government has confirmed there will be no new PFI's taken forward. Therefore, this is not a viable option available to Norfolk County Council.

- #### 2.1.5 **It is recommended that Norfolk County Council seeks to take forward Procurement under Official Journal of the European Union (OJEU) Tender (option 2 above).**
- If this is taken forward, it is anticipated a 5-year contract with the option of extending by 2 years plus a further 1 year (depending on performance) is considered the most advantageous to NCC whilst also being attractive to potential tenderers.

2.2 **Contract Considerations**

- #### 2.2.1
- As highlighted earlier, the current PFI contract is unusual in the wide range of areas covered. The construction industry and local government was quite different back in the late 1990's when the PFI contract was developed. Therefore, it is sensible to review these areas and going forward the optimum solution will be to retain some of these areas within Norfolk County Council to ensure best value. The following areas have been considered:

- Supply of salt;
- Storage of salt;
- Husbandry (loading) of salt;
- Dome maintenance;
- Salt management systems.

2.2.2 **Supply of Salt**

It is recommended that Norfolk County Council seeks to take forward a salt supply only contract. This will allow Norfolk the flexibility to procure (or deliver in-house or as part of existing arrangements) all of the aspects of the winter service separately. It is expected that in some areas, this could offer either a financial saving or allow greater efficiencies when combined with existing service delivery. A salt supply only option would also be able to be procured more quickly than alternative options which include more aspects of the service. It would also bring Norfolk into line with the majority of other highway authority clients.

2.2.3 **Storage of Salt**

On the 1 May 2020, the seven salt storage facilities will be transferred into Norfolk County Council's ownership. NCC will then be responsible for these domes (two of which are on leased land). NCC will not own any of the salt held

in the domes at the termination of the contract and will therefore need to purchase this remaining salt.

In terms of the seven salt storage domes, the five domes that are already on land owned by NCC and located within existing NCC Highways depots / muster points, will transfer over to the existing NCC Premises Managers. These domes are: Ketteringham, Aylsham, Caister, Watton and Diss. These have been improved and maintained by the Salt PFI contractor for the duration of the contract. **It is therefore recommended that NCC manage and maintain these facilities in line with the existing depot maintenance regime.**

The remaining two salt storage domes at Saddlebow and Sculthorpe are located on private land but covered under 50-year lease agreements as required by the terms of the Salt PFI contract. NCC have an option to extend these leases at the end of the initial 20-year PFI period. **It is therefore recommended that NCC take up the lease option and formally extend the terms of the agreement.** As with the five NCC owned domes, the ongoing management and maintenance of these two facilities will be in line with the wider depot maintenance regime undertaken by existing Premises Managers. It is worth highlighting that to terminate the leases and build new storage facilities elsewhere would require significant capital costs.

Due to the difficulties (and financial penalties within the contract) for guaranteeing deliveries in periods of adverse weather conditions, it has proved viable for Compass Minerals to provide a strategic salt store in Swaffham. At the end of the Salt PFI contract, Compass Minerals will no longer provide this facility. **It is therefore also recommended that NCC secures the lease for the existing strategic salt store at Swaffham.**

2.2.4 Husbandry (loading) of Salt

Husbandry is the term used to either move or manage the salt deliveries when they are delivered to the salt domes, or to load up the individual gritters in preparation for the treatment / gritting runs. **It is recommended that Norfolk County Council deals with all Husbandry issues going forward using the existing NCC Roadworker teams or their successors.**

2.2.5 Dome Maintenance

All seven salt storage domes will require regular inspection and maintenance. It is recommended that building condition surveys are undertaken annually and where possible, at the same time as the other existing surveys that take place on the premises.

The costs of this and the leasing costs for Saddlebow and Sculthorpe domes are detailed in the Financial Implications section below. It is also appropriate that the future condition survey inspection frequency is reviewed by the Premises Managers so that it is in line with the rest of the premises.

As highlighted above, it is recommended that the five fully owned domes and the two leased domes become part of the existing Highways depot premises management arrangements.

2.2.6 Axle Weighers and Salt Management Systems

- 2.2.6.1 To assist with stock management, Norfolk currently operates a system of weighbridges to measure usage levels at each of the seven salt domes locations. At the end of the PFI contract, the apparatus will be handed over to Norfolk County Council in a good, functional state of repair and not be defective in any way.
- 2.2.6.2 Norfolk will have to assess whether the current method of recording salt usage is adequate or whether a more up-to-date system would be more advantageous for using during the winter service.
- 2.2.6.3 Currently, data from the weighbridges is collated via Weighweb (operated by Avery Weigh-Tronix), using GPRS enabled terminals at each of the Supaweigh weighbridges (N.B. Portable weighbridges are in operation at Sculthorpe and Kings Lynn). Going forward, improvements in this system is crucial to ensuring effective stock management. This will be critical as managing stock levels will become the Council's responsibility post 2020.

2.3 **Treatment Material Composition**

- 2.3.1 Going forward, Norfolk has the option to choose from a number of different materials to treat the county's highway network. These include:
- Dry salt – now seldom used but still available;
 - Treated salt – such as Safecote – widely used across England and used in Norfolk for the past decade;
 - Pre-wet salt – popular product although requires significant up-front investment in new plant and equipment;
 - Brine – again requires significant up-front investment in new plant and equipment.
- 2.3.2 For the duration of the majority of Norfolk's Salt PFI contract, a molasses coated salt has been used. The salt is mined in Cheshire and then a molasses coating produced by Safecote is added. Amongst other benefits, it reduces the amount of salt that needs to be spread on the carriageway by around 25%. Norfolk has had very good success with this coated salt product over the last decade. Recently, several highway authorities have approached NCC to ask about our experience with Safecote.
- 2.3.3 For Norfolk to move away from the Safecote product, there would have to be significant financial and operational advantages. These have been reviewed over the past year and at the current time, the significant investment in plant (including vehicles), materials and changes in working practices do not offer an attractive business case. From an operational stand point, concerns have also been raised around moving to use of a pre-wet solution to treat the network. These concerns relate to the reliability of the machinery and correct pre-wet mixtures, particularly since 4 of the depots we operate from are unstaffed.
- 2.3.4 **Therefore, it is recommended that Norfolk County Council continues to treat the network with coated salt following the end of the Salt PFI in 2020.**

2.4 **Key Performance Indicators (KPIs)**

- 2.4.1 By means of helping to ensure we receive the best possible level of service from the salt supplier, Key Performance Indicators (KPIs) should be used. It has been suggested that we could consider indicators that reward and therefore encourage good performance, rather than charging the supplier a fee for poor performance.

- 2.4.2 An example of this could be that, should a salt dome be kept above a minimum desired stock level for the entire year, a percentage or lump sum would be paid to the supplier for achieving this. This could be written in for all of the individual depots and even include a bonus percentage or lump sum should all of the domes remain above their individual minimum desired stock level for the year.

3. Financial Implications

3.1. Residual Salt

- 3.1.1 On the 1 May 2020 (the day after the end of the PFI), NCC will own the salt domes (some of which are on leased land) but not the salt within them. Under the terms of the current contract, Norfolk County Council is liable for the cost of this remaining salt.

- 3.1.2 With regards to the remaining salt, it may be more cost effective to purchase this at the PFI contract rate as opposed to purchasing it at the prevailing market rates. This will need to be evaluated closer to the time when market conditions will be better known.

3.2 Dome Condition Surveys & Future Leasing Costs

- 3.2.1 As detailed in this report, at the end of the PFI contract, dome condition surveys and future leasing costs will fall onto Norfolk County Council. In total, the condition surveys and annual leasing costs for the two salt storage domes at Saddlebow and Sculthorpe plus the cost of continuing with the 5,000T strategic salt store at Swaffham (strongly recommended) is estimated at around £70,000 per year. This will be contained within the existing NCC winter maintenance budget.

4. Issues, risks and innovation

4.1. Equipment and Facilities

- 4.1.1 At the end of the contract, Norfolk County Council is obligated to purchase from Compass Minerals for £1, all of the Barns (outlined in Appendix A) and the axle weighers and all associated fixtures, fittings and equipment as stated within the contract. From the 1st May 2020, Norfolk County Council will be responsible for maintenance of these assets and will be responsible for any associated risks.

4.2. Residual Salt

- 4.2.1 As per point 3.1 above.

Officer Contact

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

Officer name: Grahame Bygrave **Tel No.:** 01603 638561

Email address: grahame.bygrave@norfolk.gov.uk



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.

Environment, Development & Transport Committee

Report title:	Great Yarmouth Third River Crossing
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
<p>Strategic impact</p> <p>The delivery of the Third River Crossing in Great Yarmouth supports Norfolk County Council's commitment to the delivery of infrastructure in support of economic growth and job creation. A new river crossing at Great Yarmouth will help us meet this priority. It offers a direct route into the town from the south, provides the link between the trunk road network and the expanding port and the South Denes Enterprise Zone sites, and overcomes the problem of limited road access to the peninsula of Great Yarmouth. The Third River Crossing is vital to the economic prosperity of Great Yarmouth. Great Yarmouth is part of a larger economic sub-region with a strong economic heritage including manufacturing, food and drink processing, tourism and leisure industries. Great Yarmouth is highlighted as a key growth location within the New Anglia LEP's Strategic Economic Plan.</p> <p>This report is an update on the project including an update on the statutory pre-application consultation that is required prior to making an application for a Development Consent Order (DCO). Officers are also seeking agreement to provide delegated authority to the Executive Director of Community and Environmental Services in consultation with the Leader, Deputy Leader and Head of Law in relation to seeking authorisation to submit DCO application in Spring 2019.</p>	

Executive summary

Norfolk County Council adopted a preferred scheme for the Great Yarmouth Third River Crossing in 2009, comprising an opening bridge over the River Yare to connect the trunk road network, at the A47 (formally the A12) Harfrey's Roundabout, to the southern peninsula near to the port and Enterprise Zone sites. An Outline Business Case (OBC) was submitted to Department for Transport (DfT) in March 2017. DfT confirmed acceptance within the Large Local Majors Schemes Programme on 28 November 2017. An addendum to the OBC containing financial and commercial aspects was submitted to DfT in July 2018.

This report sets out an update to the preliminary findings that were reported verbally to EDT Committee on 18 January 2019, as well as seeking delegated authority in order to make the Development Consent Order application in Spring 2019.

Recommendations:

- A. Committee notes the summary of the results from the statutory pre-application consultations undertaken between 20 August and 9 December 2018.**
- B. Committee notes a further consultation in relation to minor scheme changes is currently being undertaken, which is due to finish on 22 March 2019. The full results of the pre-application consultation, including the results of the further consultation, will be documented in a Consultation Report that will form part of the DCO application documents.**

C. Committee is asked, that on completion of the Consultation Report, to provide delegated authority to the Executive Director of Community and Environmental Services (CES), in consultation with the Leader, Deputy Leader and Head of Law, in relation to the decision to submit the Development Consent Order (DCO) application.

1. Proposals

- 1.1. Committee are asked to take into consideration the results from the statutory pre-application consultation. This report is to provide a further update to Committee as advised on 18 January 2019.
- 1.2. The pre-application consultation was part of a three-stage consultation process for the Great Yarmouth Third River Crossing. The three stages of consultation comprised of the following:

Stage	Purpose
Stage 1 (Completed Jan 2017) Initial engagement consultation	Understand views on congestion, share emerging proposals and understand level of support
Stage 2 (Sept – Oct 2017) Scheme development consultation	Understand views on the bridge development work so far
Stage 3 (Aug 2018 to Dec 2018) Pre-application consultation	Present details of the proposed scheme and understand views on it before an application for a DCO

- 1.3. Committee are asked to note that further limited consultation regarding proposed minor changes to the Scheme is currently being undertaken. The proposed changes are as follows:
- Minor changes to the red line boundary;
 - Removal of the large commercial vessel waiting facility to the south of the crossing;
 - Changes to help mitigate the impact of the scheme on the Mind Community Roots site.
- 1.4. Issues that may be raised that would need to be referred to and considered by the Executive Director include:
- To take all necessary decisions relating to the GY3RC DCO application for NCC to submit to the Planning Inspectorate.
 - To respond to all communication with the Planning Inspectorate in relation to the DCO application, reporting and decision-making stages.
 - Any responses from the current red line boundary consultation that might need approval for the DCO application to proceed.
- 1.5. The GY3RC is on track for a DCO application to be submitted in Spring 2019.

2. Consultation Process

- 2.1. On 26 February 2018 the Secretary of State directed that the Third River Crossing is development for which development consent is required under the Planning Act 2008. As a result the County Council will require a DCO, in order to construct,

operate and maintain the Third River Crossing. Prior to making an application for a DCO a statutory pre-application consultation is required. This report provides an update on the County Council's pre-application consultations that have taken place between 20 August 2018 and 9 December 2018.

- 2.2. The pre-application consultations on the Third River Crossing were undertaken in accordance with the requirements of the Planning Act 2008. The consultation can be divided into 3 main elements, which are defined by Section 47, Section 48 and Section 42 of the Act. A brief outline of each of these consultations is provided below.

2.3. Consultation under Section 47 – consultation with the local community

Section 47 requires the Council to prepare and implement a Statement of Community Consultation (SoCC). This sets out the measures the Council will take to consult the local community on its proposals. After consultation with Norfolk County Council's Planning Services Team and Great Yarmouth Borough Council the SoCC was amended. The final version was made available to view on the County Council's project webpage and at locations in Great Yarmouth and Gorleston (including libraries) on 3 August 2018.

The local community consultation was then undertaken in accordance with the SoCC between 20 August 2018 and 5 October 2018 and consisted of:

- Letters sent to approximately 33,000 residential and business addresses in the Great Yarmouth and Gorleston area advising of the consultation.
- Letters and emails sent to parish councils, County Councillors, Borough Councillors, MPs, MEPs and other stakeholder organisations advising of the consultation.
- Press releases, social media posts and posters erected on site advising of the consultation.
- Four consecutive one-week public exhibitions (each staffed for one day) at Great Yarmouth Library, Gorleston Library, The Priory Centre and The Kings Centre.

To help consultees understand the scheme proposals a consultation brochure was produced.

2.4. Consultation under Section 48 –statutory notification

Formal notices stating that Norfolk County Council intended to make an application for DCO for the Third River Crossing were placed in the following publications:

- Eastern Daily Press and Great Yarmouth Mercury on 17 August 2018;
- Eastern Daily Press, Great Yarmouth Mercury, The Times and The London Gazette on 24 August 2018.

The notices also provided information on the pre-application consultations and invited responses.

2.5. Consultation under Section 42 – consultations with local authorities, prescribed consultees and those with interest in land

This consultation was undertaken between 7 September 2018 and 21 October 2018 and included the production of a number documents, which included:

- **Preliminary Environmental Information Report (PEIR):** This provided information on the likely significant environmental effects of the scheme.
- **Non-Technical Summary of the PEIR:** This provided a summary of the key information in the PEIR.
- **Non-Technical Note on Transport Modelling:** This explained the process used to produce the traffic flow forecasts provided in the consultation documents.
- **Design Process Summary:** This explained the design rational for the scheme.
- **Questions and Answers:** This provided answers to commonly posed

questions.

- **Scheme visualisations:** This provided photo visualisations of the preliminary scheme proposals.

These documents and the Consultation Brochure were provided, electronically on memory sticks, to relevant local authorities (both at county and district/borough level), prescribed consultees (e.g. Environment Agency, Natural England, Marine Management Organisation etc) and to approximately 4,200 persons/organisations that had a relevant interest in land in the vicinity of the scheme (these comprise owners and occupiers, together with people who might be eligible to make statutory claims).

The documents were also available for anyone to view on the County Council's project web page and as paper copies at a number of document deposit locations in Great Yarmouth and Gorleston.

Two further exhibitions at the Kings Centre and Peggotty Road Community Centre were held specifically for Section 42 consultees to provide the opportunity for them to have face to face discussion with officers.

- 2.6. Responses to the above consultations could be made by completing an on-line or paper questionnaire, emailing a specific email address or writing to a FREEPOST address.
- 2.7. During the above consultations it was brought to officers' attention that the PEIR was missing a number of plans. In order to ensure that consultees had the opportunity to consider and respond to the missing figures the following action was undertaken:
 - The consultation deadline for all consultees was extended to 9 December 2018
 - The missing figures were added to the document deposit locations and the County Council's project web page.
 - New press releases, social media posts and posters erected on site were provided to advise the local community of the extended consultation deadline and the reasons for this.
 - Further statutory notices were placed in the Eastern Daily Press, Great Yarmouth Mercury, The Times and The London Gazette on 26 October 2018.Paper copies of the missing figures were re-issued to the Section 42 consultees.
- 2.8. The deadline for consultation responses was extended to 9 December 2018, 367 responses were received.

3. Key matters arising from the consultation

- 3.1. Findings from the consultation responses, and some of the key matters identified, are provided below.
- 3.2. **Overall Support**
- 3.3. Of the 367 consultation responses received, 251 were submitted by completing a questionnaire. This questionnaire specifically asked whether the scheme was needed and analysis of these responses showed support for the scheme remains high. Of the 243 questionnaires that answered this question, 68% of responses either agreed or strongly agreed that the scheme was needed. This compared to 23% that either disagreed or strongly disagreed that the scheme was needed. Analysis of the written comments received (e.g. by letter, email or written comments on the questionnaire) showed a similar level of support for the scheme.

3.4. **Type of bridge**

- 3.5. There was general support for the bridge form being a double leaf bascule bridge, with no significant volume of responses suggesting an alternative. The consultation questionnaire specifically asked the question whether the responder supported the proposals for the opening section of the bridge. Of the 236 questionnaires that answered this question, 63% of responses either agreed or strongly agreed with the proposals. This compared to 22% that either disagreed or strongly disagreed with the proposals.

There was comment that the bridge needs to be reliable and easy to maintain in order to minimise impacts to both road traffic and river vessels.

Most responses did not express a preference for a bridge lifting mechanism with counter weights below ground or counter weights above ground. Of those responses that did express a preference, there was a mixed response. Those favouring counter weights below ground generally considered that this option was more visually appealing. Those responses favouring counter weights above ground generally considered that this would have less impact on tidal flows and vessels in the river.

Of those responses expressing concern about the bridge, the most frequent concern was its air draft (the distance from the water level to the underside of the bridge deck). This included concern about the frequency of bridge lifts and the time taken for each lift.

3.6. **Highway design and public realm**

- 3.7. There was no specific question asking whether the responder supported the highway and public realm proposals although there was the opportunity to provide written comment on these proposals. Analysis of the written comments showed that there was general support for the highway and public realm proposals, including the proposed Variable Message Signs.

There were suggestions that the public realm areas should include artwork (such as a sculpture), benches, information boards about the bridge, community managed planting, and good lighting. Other suggested changes to the highway and public realm proposals included:

- Changes to William Adams Way Roundabout including providing traffic signals, reducing the number of arms, allowing access and exit to/from Suffolk Road and removing the pedestrians/cycle crossing facilities;
- Making the proposed South Denes Road traffic signalled junction a roundabout;
- Providing cycle facilities on both sides of the bridge;
- Involving the local community to help develop and maintain the public realm areas;
- Provide more landscaping, particularly on the eastside of the river.

3.8. **Traffic impacts**

- 3.9. The consultation questionnaire specifically asked the question whether the responder considered that the scheme would reduce traffic congestion. Of the 237 questionnaires that answered this question, 57% of responses either agreed or strongly agreed that it would reduce traffic congestion. This compared to 27% that either disagreed or strongly disagreed that it would reduce traffic congestion.

Analysis of the written comments received (e.g. by letter, email or written comments on the questionnaire) also showed a general majority in agreement that the scheme would reduce congestion.

The greatest concerns regarding traffic impacts was how much queueing traffic would occur when the bridge opens for river vessels. In particular whether traffic would queue back through the A47 Harfrey's Roundabout and the proposed traffic

signalled junction on South Denes Road.

There were comments regarding the routes that vehicles might take when leaving the bridge on the east side of the river, with a need to provide clearly signed routes to the Outer Harbour, sea front and town centre.

3.10. Marine impacts

- 3.11. The consultation questionnaire specifically asked the question whether the responder considered that the scheme would minimise the impact on marine operations. Of the 229 questionnaires that answered this question, 46% of responses either agreed or strongly agreed that it would minimise the impacts. A number of responses considered that they lacked sufficient knowledge to comment on the impacts to marine operations, some suggesting that mitigating the impact on road transport was more important than mitigating the impact on river vessels.

Whilst the bridge will open on demand to commercial vessels there were suggestions that this commitment should also be given to non-commercial vessels. If no such commitment could be given, then there were suggestions for improvements to berthing facilities for these vessels. The key suggestions were:

- Ensure that the pontoons adjacent to the bridge are of a suitable size and provide the ability for vessels to lower mast;
- Ensure that the opening of the crossing is co-ordinated with the opening of Haven Bridge and Breydon Bridge to avoid vessel waiting times.

Despite the commitment to open on demand for commercial vessels some responses still consider that the scheme proposals will impact marine operations because of:

- Concerns about closures of the navigable channel during construction;
- Concerns about access during times of a bridge breakdown or bridge maintenance work;
- Suggestions that Great Yarmouth port loses the advantage over its competitors of having unhindered river access.

3.12. Environmental impacts

- 3.13. The impact of narrowing the river on tidal flows and potential flood risk remains a concern. The other key environmental concerns were:
- The impact of noise, vibration and air quality on nearby properties during construction;
 - The impact on air quality in the vicinity of scheme as a result of increased traffic when the scheme is in operation;
 - The general impact on local communities in the vicinity of the scheme;
 - The impact on the Mind Community Roots site, including ecological impacts, impacts on visitors; and impacts during construction.

3.14. Land impacts

- 3.15. The most frequent concern regarding land was the impact of the proposals on the Community Roots site. Community Roots is a community garden project that aims to provide emotional, social and practical support to people suffering mental ill health. The impacts to the site were identified as:
- The reduction in area of the site (including the loss of key features such as the Ted Ellis memorial plot, labyrinth artwork, wildlife pond and orchard);
 - The impacts during construction (including impacts to wild life and plants, access and parking);
 - The impacts to users of the site, a number of which use it for activities that

encourage positive wellbeing and mental health recovery.

3.16. Suggested improvements to the scheme

3.17. The scheme proposals generally remain unchanged from those reported to Committee on 18 January 2019. The key suggestions from the consultation for changes to the scheme have been identified as:

- Providing cycle facilities on both sides of the bridge
- Making the Suffolk Road arm of the new roundabout on William Adams Way two-way
- Providing a direct ramped access to Southtown Road from the bridge
- Keeping parking restrictions to a minimum in order to help local residents and businesses
- Ensuring there are good links between the bridge and locations elsewhere in Great Yarmouth/Gorleston for walkers and cyclists.
- Locating the proposed VMS signs further away from Great Yarmouth
- Allowing residents to adopt areas as community-maintained spaces
- Providing more green spaces on the east side of the river
- Provide clear routeing and direction signing to the sea front, town centre and outer harbour.
- Provide improvements to the vessel waiting pontoons either side of the proposed bridge as well as Breydon Bridge and Haven Bridge.
- Improving the methods (e.g. using VHF radio, telephone) vessels use to communicate with the bridge operator.
- Co-ordinating the openings of all 3 bridges to avoid significant waiting times for vessels between each bridge opening.
- Examining the options to mitigate the impacts on the MIND Community Roots site.

3.18. Conclusions

3.19. This report provides a summary of the consultation results obtained from the Council's statutory pre-application consultation on the Great Yarmouth Third River Crossing. Analysis of these results shows that the majority of responses support the Third River Crossing and consider that it will be of benefit to Great Yarmouth. The overall consultation results are being documented into a Consultation Report that will form part of the documents to be submitted in the application for a DCO. This will document all the matters raised by consultees of which the most frequently raised matters have also been summarised in this report.

The matters raised have been considered and to date a number of minor changes to the scheme are proposed. These are as follows:

- Minor changes to the red line boundary;
- Removal of the large commercial vessel waiting facility to the south of the crossing;
- Changes to help mitigate the impact of the Scheme on the Mind Community Roots site.

These changes are shown in Appendix A of this report. Further localised consultations on these changes is currently being undertaken and is due to finish on 22 March 2019. The results of these further consultation will also be documented in the Consultation Report described above.

Other changes suggested have been considered and these will be addressed in the Consultation Report and the DCO application documents.

Committee is asked, that on completion of the Consultation Report, to provide

delegated authority to the Executive Director Community and Environmental Services (CES), in consultation with the Leader, Deputy Leader and Head of Law, in relation to decisions to submit the Development Consent Order (DCO) application.

4. Financial Implications

- 4.1. The Outline Business Case submission to DfT set out the project cost which amounts to £120.653m. The Autumn Budget 2017 has confirmed a Government contribution of £98m to support the GYTRC and Programme Entry was confirmed by the Department for Transport by letter of 28 November 2017.

5. Issues, risks and innovation

- 5.1. Key risks still remain and are identified as:
- Statutory Process: not obtaining consent; or receiving unexpected and onerous requirements within the Development Consent Order.
 - Construction: difficulties in securing access for further surveys and preliminary construction; the construction schedule of other A47 schemes conflicting with the bridge works programme; or adverse weather conditions causing delays/damage to construction.

6. Background

- 6.1. In 2009 Cabinet adopted a preferred route for the scheme by way of a dual carriageway link utilising a 50 metre span bascule bridge over the river, it authorised purchase of properties the subject of valid Blight Notices served upon the Council and agreed for further study work to be undertaken into funding and procurement options.
- 6.2. Since then, £2.8m has been invested by the Council to acquire properties and land.
- 6.3. Following the submission of the OBC in March 2017, that utilised funding provided by the DfT as part of its fast track Large Local Major Transport Schemes fund, local work has continued to be delivered in line with the overall programme. The Autumn Budget 2017 has confirmed a Government contribution of £98m to support the GYTRC and Programme Entry was confirmed by the Department for Transport by letter of 28 November 2017. The reports presented to EDT Committee on 15 September 2017 and 10 November 2017 provided an update on progress since the submission of the OBC.
- 6.4. The report to EDT Committee on 18 January 2018 outlined and sought agreement on the process for procuring a design and build contractor for the Third River Crossing scheme. A further report to Full Council on 15 October 2018 provided an update on this procurement and sought approval to delegate the award of the contract to design and build the scheme to the Executive Director of CES and Executive Director of Finance and Commercial Services, in consultation with the Leader, Deputy Leader and Chair of EDT committee.

6.5. Background Reports

Cabinet 7 December 2009 - Follow this [link](#) (see item 22)

EDT Committee 20 May 2016 – Follow this [link](#) (see item 9 page 28)

EDT Committee 17 March 2017 - Follow this [link](#) (see item 11 page 43)

EDT Committee 15 September 2017 – Follow this [link](#) (see item 15 page 98)

EDT Committee 10 November 2017 - Follow this [link](#)

EDT Committee 19 January 2018 – Follow this [link](#)

Full Council 15 October 2018 – Follow this [link](#)

EDT Committee 18 January 2019 – Follow this [link](#)

Officer Contact

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

Officer name : David Allfrey

Tel No. : 01603 223292

Email address : david.allfrey@norfolk.gov.uk



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.

(1) Minor changes to the red line boundary

What is being consulted upon?

The Council is carrying out further localised consultation on amendments to the 'red line boundary' (see explanation below) that was presented at the original Stage 3 consultations.

The changes and the reasons for them are explained on the following drawings.

What is the red line boundary?

When the Council applies for a Development Consent Order, it will seek authorisation for the scheme to be carried out within an area of land shown by a red line on the plans accompanying the application. This is the "red line boundary", and it will include all the land the Council seeks to acquire permanently for the scheme, as well as land over which the Council seeks to acquire rights and land over which the Council seeks temporary possession.

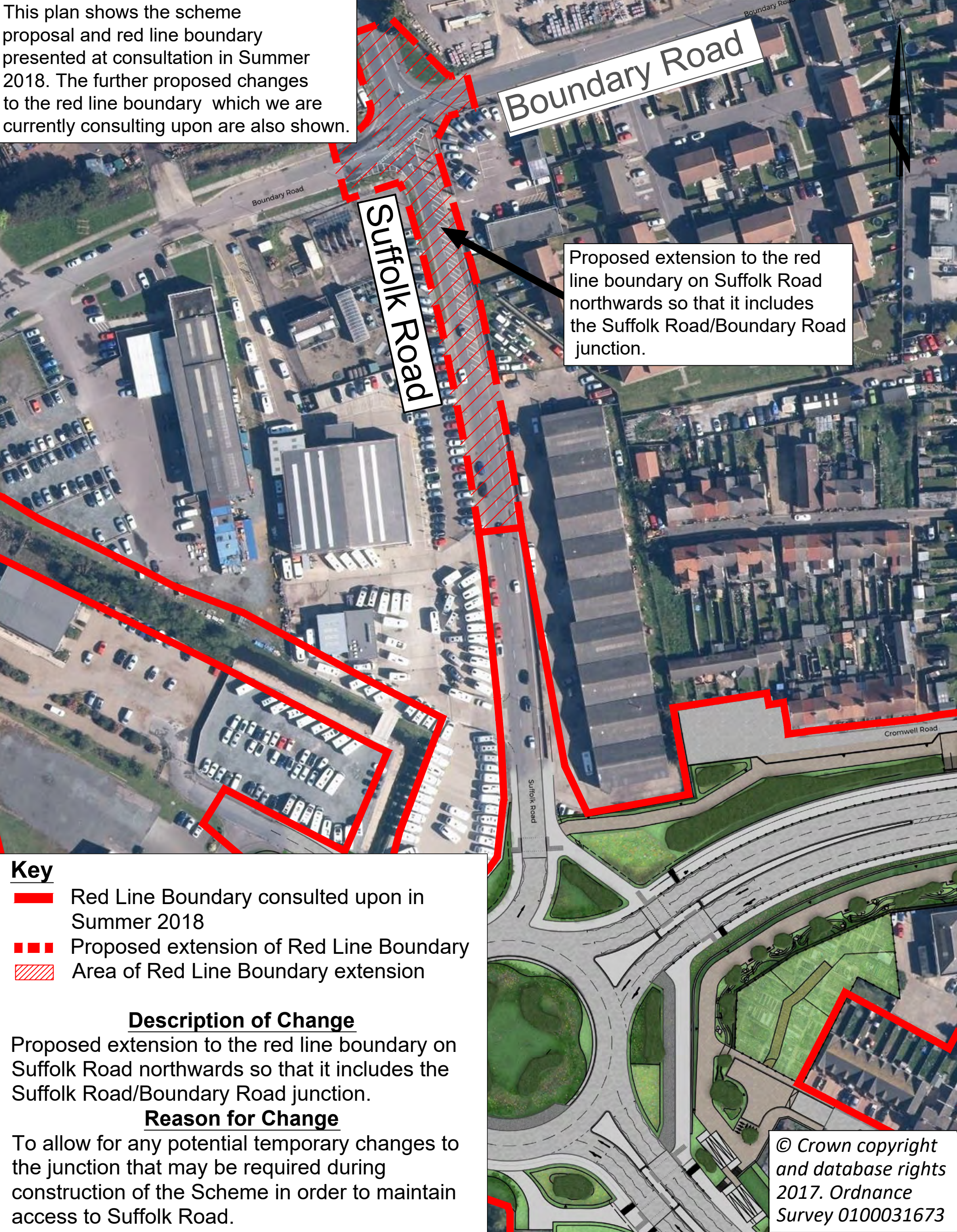
How to respond to the consultation

Any response to this consultation should be made by:

- **Emailing:** gy3rc-st3consultation@norfolk.gov.uk
- **Writing to:** Freepost Plus RTCL-XSTT-JZSK, Norfolk County Council, GY3RC, Ground floor - south wing, County Hall, Martineau Lane, Norwich NR1 2DH

The deadline for receipt of responses to this consultation is 23:59hrs on 17 March 2019.

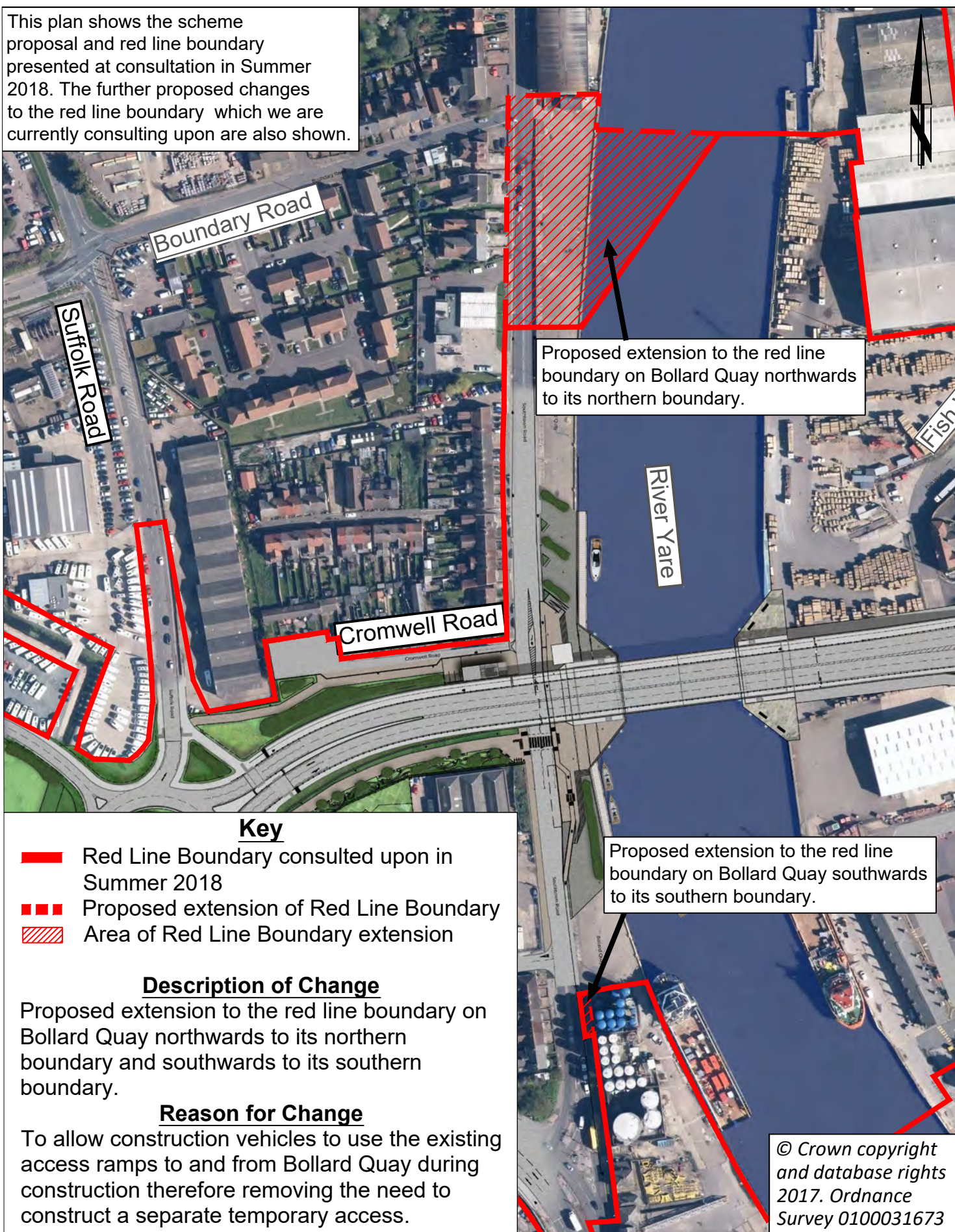
This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.



REV.	DESCRIPTION	DRAWN	CHECKED	DATE

	INITIAL	DATE	DRAWING No. PKA018-MP-098
SURVEYED BY			PROJECT TITLE Great Yarmouth Third River Crossing
DESIGNED BY	KP	02/19	SCALE NTS
DRAWN BY	KP	02/19	FILE No. PKA018
CHECKED BY	GB	02/19	

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.



Key

- Red Line Boundary consulted upon in Summer 2018
- - - Proposed extension of Red Line Boundary
- ▨ Area of Red Line Boundary extension

Description of Change

Proposed extension to the red line boundary on Bollard Quay northwards to its northern boundary and southwards to its southern boundary.




Reason for Change

To allow construction vehicles to use the existing access ramps to and from Bollard Quay during construction therefore removing the need to construct a separate temporary access.

© Crown copyright and database rights 2017. Ordnance Survey 0100031673

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.

Key

-  Red Line Boundary consulted upon in Summer 2018
 Proposed reduction of Red Line Boundary
 Area of Red Line Boundary reduction

Description of Change

Proposed revisions to the red line boundary in the area of the King Centre, which results in areas of land no longer being within the Scheme boundary.

Reason for Change

As the Scheme has been developed these areas of land have been identified as being no longer required for the permanent scheme or required temporarily during construction.

© Crown copyright
and database rights
2017. Ordnance
Survey 0100031673



Norfolk County Council

Great Yarmouth Third River Crossing
Further Consultation Design Changes
Area 3: Kings Centre Red Line Boundary Changes

REV.	DESCRIPTION	DRAWN	CHECKED	DATE
	222			

	INITIAL	DATE	DRAWING No. PKA018-MP-100	
SURVEYED BY			PROJECT TITLE	
DESIGNED BY	KP	02/19	Great Yarmouth Third River Crossing	
DRAWN BY	KP	02/19		
CHECKED BY	GB	02/19	SCALE NTS	FILE No. PKA018

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.



Proposed revisions to the red line boundary in the area of the ASCO, Perenco and Eastern Power Networks sites, which results in areas of land no longer being within the boundary.

Key

- Red Line Boundary consulted upon in Summer 2018
- Proposed reduction of Red Line Boundary
- Area of Red Line Boundary reduction

Description of Change

Proposed revisions to the red line boundary in the area of the ASCO, Perenco and Eastern Power Networks sites, which results in areas of land no longer being within the boundary.

Reason for Change

As the Scheme has been developed these areas of land have been identified as being no longer required for the permanent scheme or required temporarily during construction.

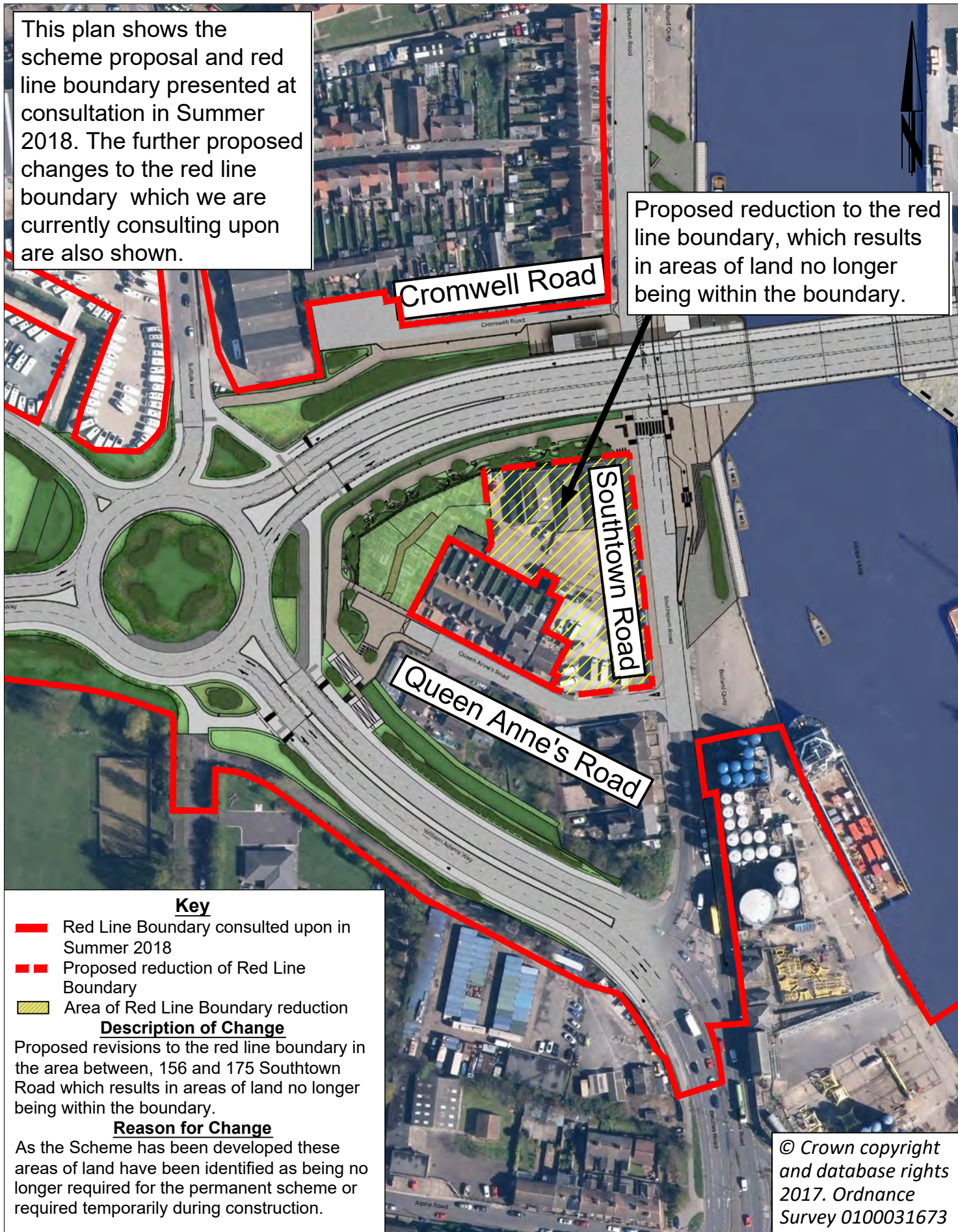
© Crown copyright and database rights 2017. Ordnance Survey 0100031673

REV.	DESCRIPTION	DRAWN	CHECKED	DATE

	INITIAL	DATE	DRAWING No. PKA018-MP-101
SURVEYED BY			PROJECT TITLE Great Yarmouth Third River Crossing
DESIGNED BY	KP	02/19	SCALE NTS
DRAWN BY	KP	02/19	FILE No. PKA018
CHECKED BY	GB	02/19	

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.

Proposed reduction to the red line boundary, which results in areas of land no longer being within the boundary.



Key

- Red Line Boundary consulted upon in Summer 2018
- - - Proposed reduction of Red Line Boundary
- Area of Red Line Boundary reduction

Description of Change

Proposed revisions to the red line boundary in the area between, 156 and 175 Southtown Road which results in areas of land no longer being within the boundary.

Reason for Change

As the Scheme has been developed these areas of land have been identified as being no longer required for the permanent scheme or required temporarily during construction.

© Crown copyright and database rights 2017. Ordnance Survey 0100031673



Norfolk County Council

DRAWING TITLE

Great Yarmouth Third River Crossing
Further Consultation Design Changes
Area 5: 173 Southtown Road Red Line Boundary Changes

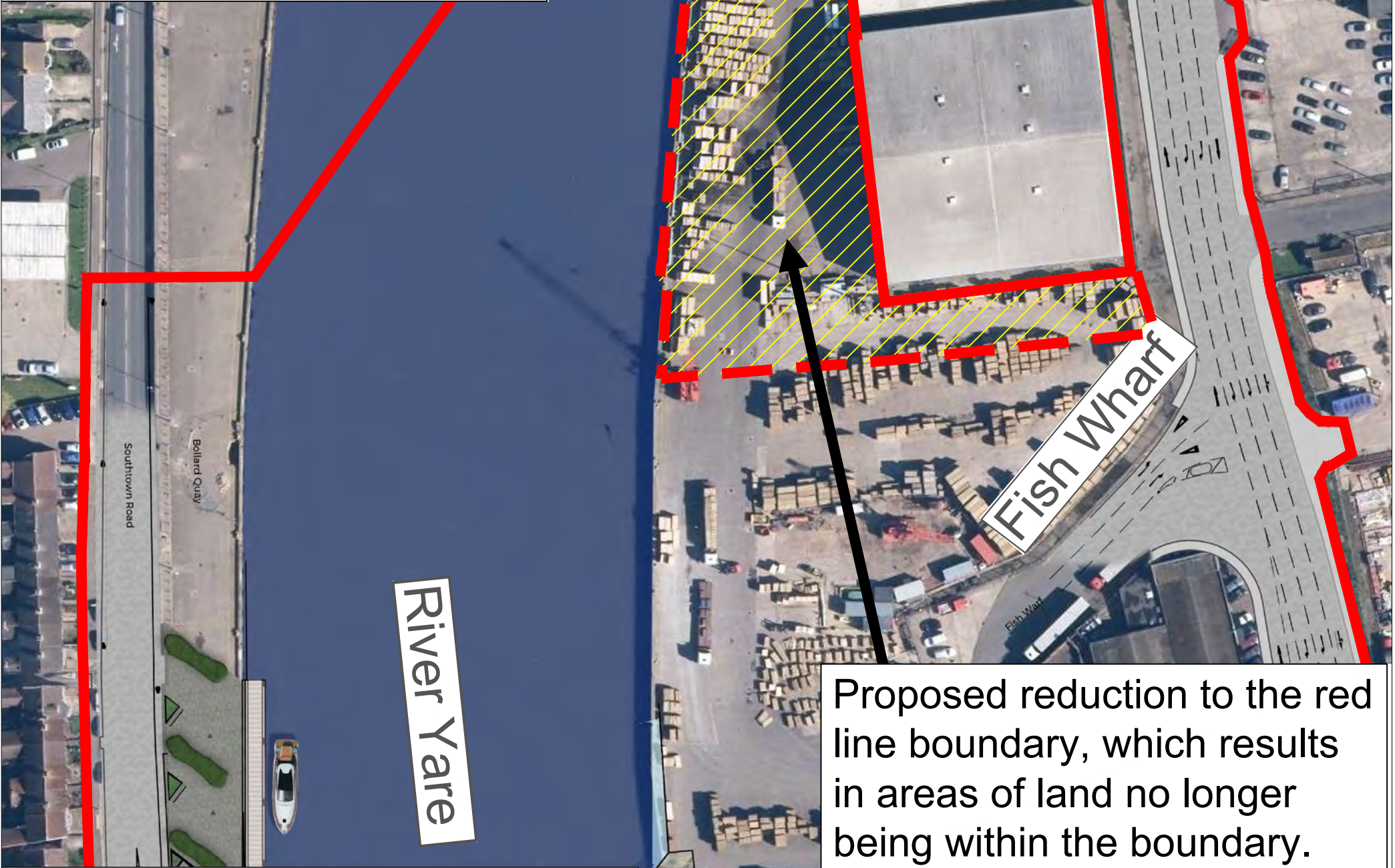
Tom McCabe
Executive Director of
Community and Environmental Services
Norfolk County Council
County Hall
Martineau Lane
Norwich NR1 2SG

REV.	DESCRIPTION	DRAWN	CHECKED	DATE

224

SURVEYED BY	INITIAL	DATE	DRAWING No.
DESIGNED BY	KP	02/19	PKA018-MP-102
DRAWN BY	KP	02/19	PROJECT TITLE
CHECKED BY	GB	02/19	Great Yarmouth Third River Crossing
			SCALE
			NTS
			FILE No.
			PKA018

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.



Key

- Red Line Boundary consulted upon in Summer 2018
- Proposed reduction of Red Line Boundary
- Area of Red Line Boundary reduction

Description of Change

Proposed revisions to the red line boundary in the area of the Atlas Terminal site, which results in areas of land no longer being within the boundary.

Reason for Change

As the Scheme has been developed these areas of land have been identified as being no longer required for the permanent scheme or required temporarily during construction.

© Crown copyright and database rights 2017. Ordnance Survey 0100031673

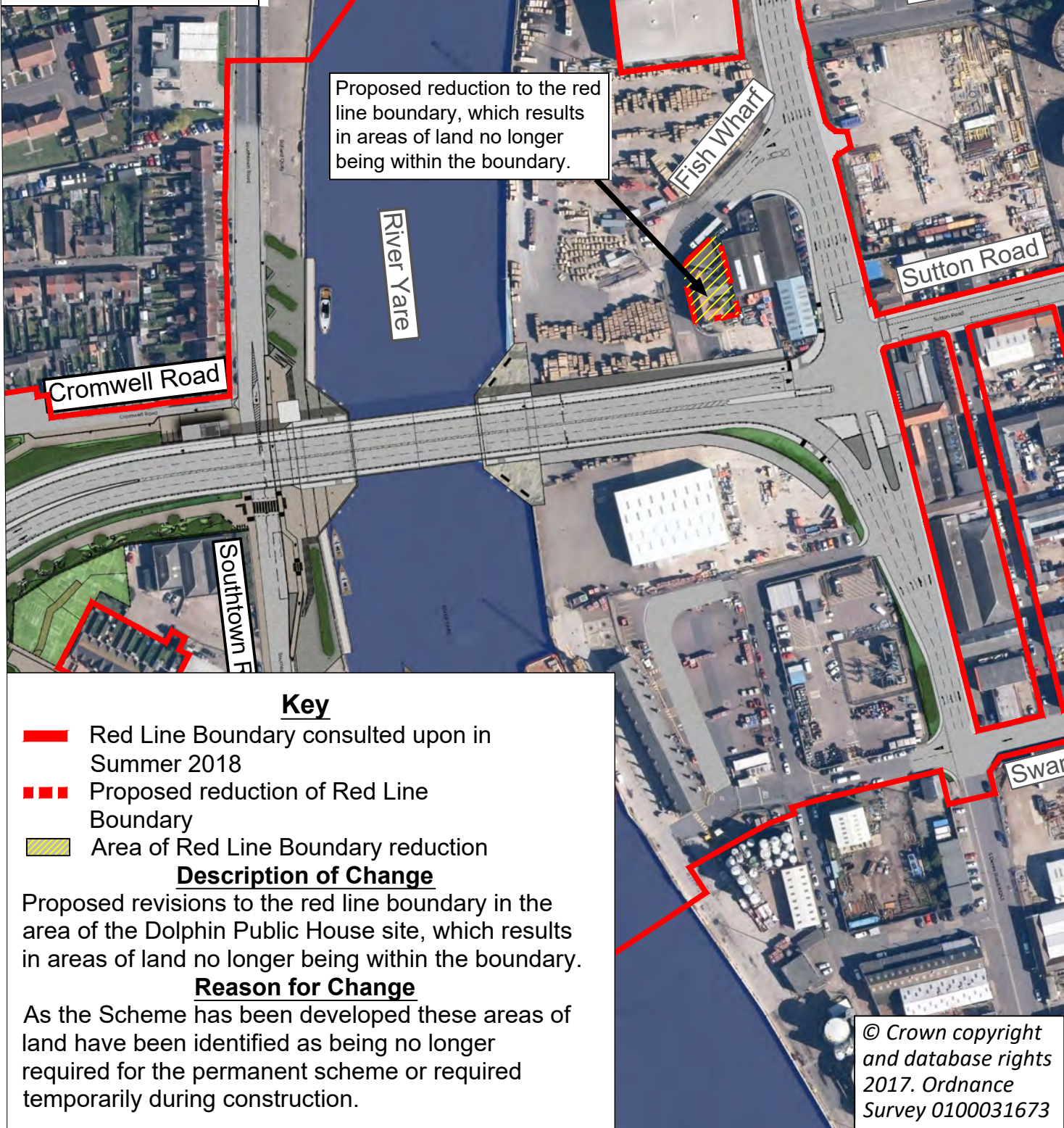
DRAWING TITLE

Great Yarmouth Third River Crossing
Further Consultation Design Change
Area 7: Atlas Terminal Red Line Boundary Changes

REV.	DESCRIPTION	DRAWN	CHECKED	DATE

	INITIAL	DATE	DRAWING No. PKA018-MP-104
SURVEYED BY			PROJECT TITLE Great Yarmouth Third River Crossing
DESIGNED BY	KP	2/19	SCALE NTS
DRAWN BY	KP	2/19	FILE No. PKA018
CHECKED BY	GB	9/19	

This plan shows the scheme proposal and red line boundary presented at consultation in Summer 2018. The further proposed changes to the red line boundary which we are currently consulting upon are also shown.



(2) Removal of the large commercial vessel waiting facility to the south of the proposed crossing

What is being consulted upon?

The original Stage 3 consultation documents explained that consideration is being given to a potential large commercial vessel waiting facility, for use in the event that the proposed bridge fails to operate. The documents also explained that the need for this facility would be confirmed in the application for the Development Consent Order (DCO).

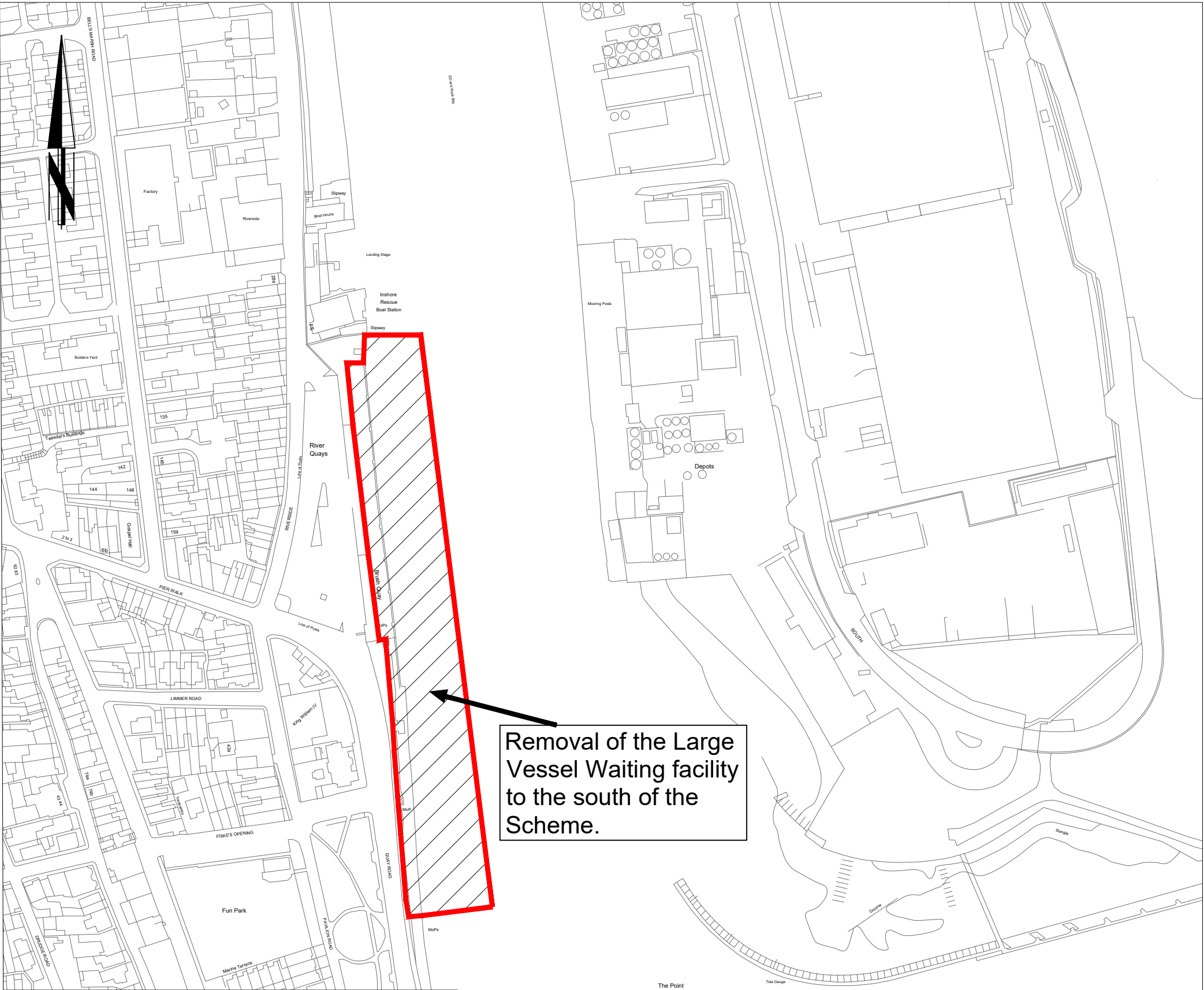
It is now proposed that this waiting facility will not be included in the scheme that will form the application for a DCO. The reason for this proposal is explained on the following drawing.

How to respond to the consultation

Any response to this consultation should be made by:

- **Emailing:** gy3rc-st3consultation@norfolk.gov.uk
- **Writing to:** Freepost Plus RTCL-XSTT-JZSK, Norfolk County Council, GY3RC, Ground floor - south wing, County Hall, Martineau Lane, Norwich NR1 2DH

The deadline for receipt of responses to this consultation is 23:59hrs on 17 March 2019.



Removal of the Large Vessel Waiting facility to the south of the Scheme.

Key

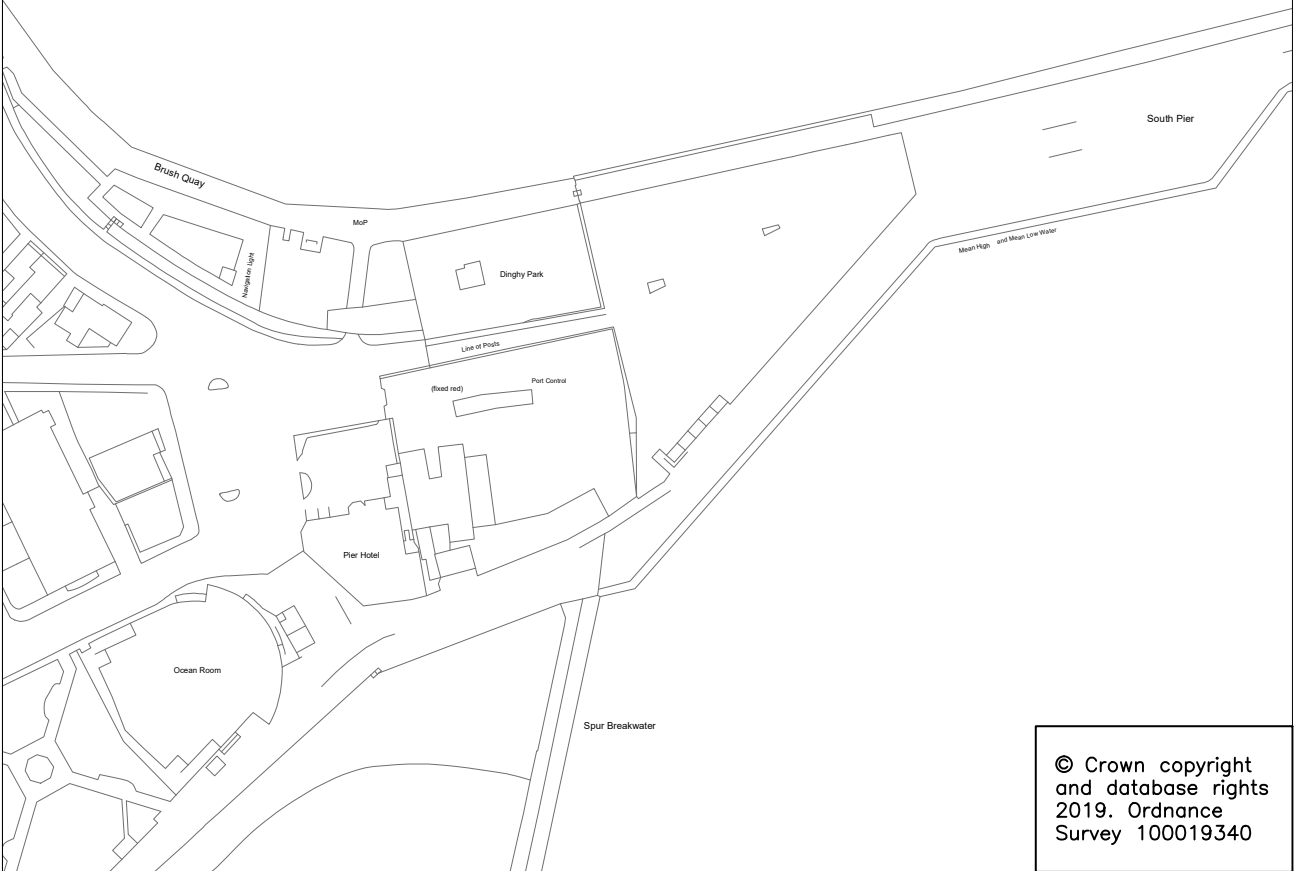
- Red Line Boundary consulted upon in Summer 2018
- Proposed reduction of Red Line Boundary
- Area of Red Line Boundary reduction

Description of Change

Removal of the Large Vessel Waiting facility to the south of the Scheme.

Reason for Change

A robust assessment of the risk levels of a bridge failure during a large vessel movement has been undertaken. This shows that the risk rating for these larger vessels will be low and would be considered acceptable under the processes laid out in the Port Marine Safety Code and the Port Operator's Marine Safety Management Systems. It is therefore concluded that the risks to large commercial vessels associated with a bridge failure do not warrant the provision of this large vessel waiting facility.



© Crown copyright and database rights 2019. Ordnance Survey 100019340



DRAWING TITLE

Great Yarmouth Third River Crossing
Further Consultation Design Changes
Area 6: Removal of Large Vessel Waiting Facility

Tom McCabe
Executive Director of
Community and Environmental Services
Norfolk County Council
County Hall
Martineau Lane
Norwich NR1 2SG

REV.	DESCRIPTION	DRAWN	CHECKED	DATE

	INITIAL	DATE	DRAWING No. PKA018-MP-103
SURVEYED BY	OS	02/19	PROJECT TITLE Great Yarmouth Third River Crossing
DESIGNED BY	KP	02/19	SCALE NTS
DRAWN BY	KP	02/19	FILE No. PKA018
CHECKED BY	GB	02/19	

Great Yarmouth Third River Crossing Further Consultation on Scheme Proposals at the Community Roots at Mind Site Briefing Note to Accompany Drawing No's PKA018-MP-106 and PKA018-MP-107

1.0 What are the proposed changes?

This note provides an explanation of the proposed changes to the Community Roots at Mind site in order to reduce the impact of the Third River Crossing project (the Scheme) proposals previously presented by the consultation carried out between August and December 2018. This note should be read in conjunction with the attached Drawing No's PKA018-MP-106 and PKA018-MP-107.

2.0 Drawing No PKA018-MP-106

This drawing shows an aerial photograph of the Community Roots at Mind site. Key features within the site are shown, together with the current existing site boundary and the boundary resulting from the Scheme as previously presented by the 2018 consultation.

The hatched area shows an updated Scheme boundary that the Council is now consulting upon. This reduces the impact of the Scheme proposals on the Community Roots at Mind site and provides for a greater area for the main site to be retained compared to that previously proposed. The increased site area would be achieved by:

- Removing the originally proposed drainage ditch on the south side of the site, together with changing the terraced embankment slope between William Adams Way and the Community Roots at Mind site. A typical cross section showing this terrace slope is provided on the drawing (see Cross Section X-X). The slope could be planted as part of the Scheme proposals and, subject to agreement, could be maintained by Community Roots.
- Changing the position of the vehicle turning head at the end of Queen Anne's Road (see Drawing No PKA018-MP-107), which enables the extension of the main Community Roots at Mind site further to the west.

3.0 Drawing No PKA018-MP-107

This drawing shows changes to the public realm and other proposals, which would provide additional areas to accommodate some of the features that are currently on the Community Roots at Mind site. This drawing also shows the same revised main site boundary that is shown in more detail on Drawing No PKA018-MP-106. The proposed changes are as follows (the location of each numbered proposal is shown by a corresponding number on the drawing):

- (1) To change the location of the vehicle turning head at the end of Queen Anne's Road, to provide a greater area for the main Community Roots at Mind site. However, this proposal does reduce the area provided for the relocated allotment site currently located on the north side of Queen Anne's Road.
- (2) To mitigate the reduction in size of the relocated allotment site (noted in (1) above), an extra area of land is proposed to be provided.

- (3) To use an area of public open space for the relocation of the labyrinth that currently occupies an area of the Community Roots at Mind site. If the labyrinth cannot be safely relocated then an option could be to recommission the original artist to recreate the labyrinth at this new location. In order to provide the labyrinth on a level surface a retaining feature will be needed on the southern side of this area (see Cross Section Z-Z on the drawing).
- (4) To relocate the proposed footway closer to the roundabout to provide a separate area for the orchard and individual planting areas that are currently on the Community Roots at Mind site.
- (5) To provide a retaining feature on the western side of the roundabout. This is because the separate area for the orchard and individual planting areas will be at the same level as the main Community Roots at Mind site, but the roundabout is approximately 2m higher. A typical cross section through this area is provided (see Cross Section Y-Y on the drawing).

4.0 Effects of the changes

The table below provides an estimate of the effects of the proposed changes:

Community Roots at Mind Site	Approximate Area
Current area of site (Light blue line on Drawing No PKA018-MP-106)	4450m ²
Remaining area of site following construction of the Scheme, as consulted upon in 2018 (Green dashed line on Drawing No PKA018-MP-106)	1800m ²
Area of public space used to accommodate the relocated labyrinth	250m ²
Revised area of site following construction of the Scheme, now being consulted upon: Revised main site operational area (3200m ²) (Yellow hatched areas on Drawing No PKA018-MP-106 and 107) Additional orchard/planting area east of new roundabout (450m ²) (Yellow hatched area on Drawing No PKA018-MP-107) Additional area of terraced slope (300m ²) (Area indicated by yellow arrows on Drawing No PKA018-MP-106)	Total 3950m ²

5.0 Revised red line boundary

When the Council applies for a Development Consent Order for the Scheme it will seek authorisation for it to be constructed within an area of land shown by a red line on the plans accompanying the application. This is the "red line boundary" (also known as "Order limits"), and it will include:

- All the land the Council seeks to acquire permanently for the Scheme;
- Land over which the Council seeks to create and acquire new rights;
- Land over which the Council seeks powers of temporary possession.

Drawing Nos. PKA018-MP-106 and 107 detail the proposed revised red line boundary. Please note that whilst the drawings show some areas being removed from the red line boundary proposed by the 2018 consultation, the Community Roots at Mind site is not shown as being removed and is shown as still being located within red line boundary. This is because:

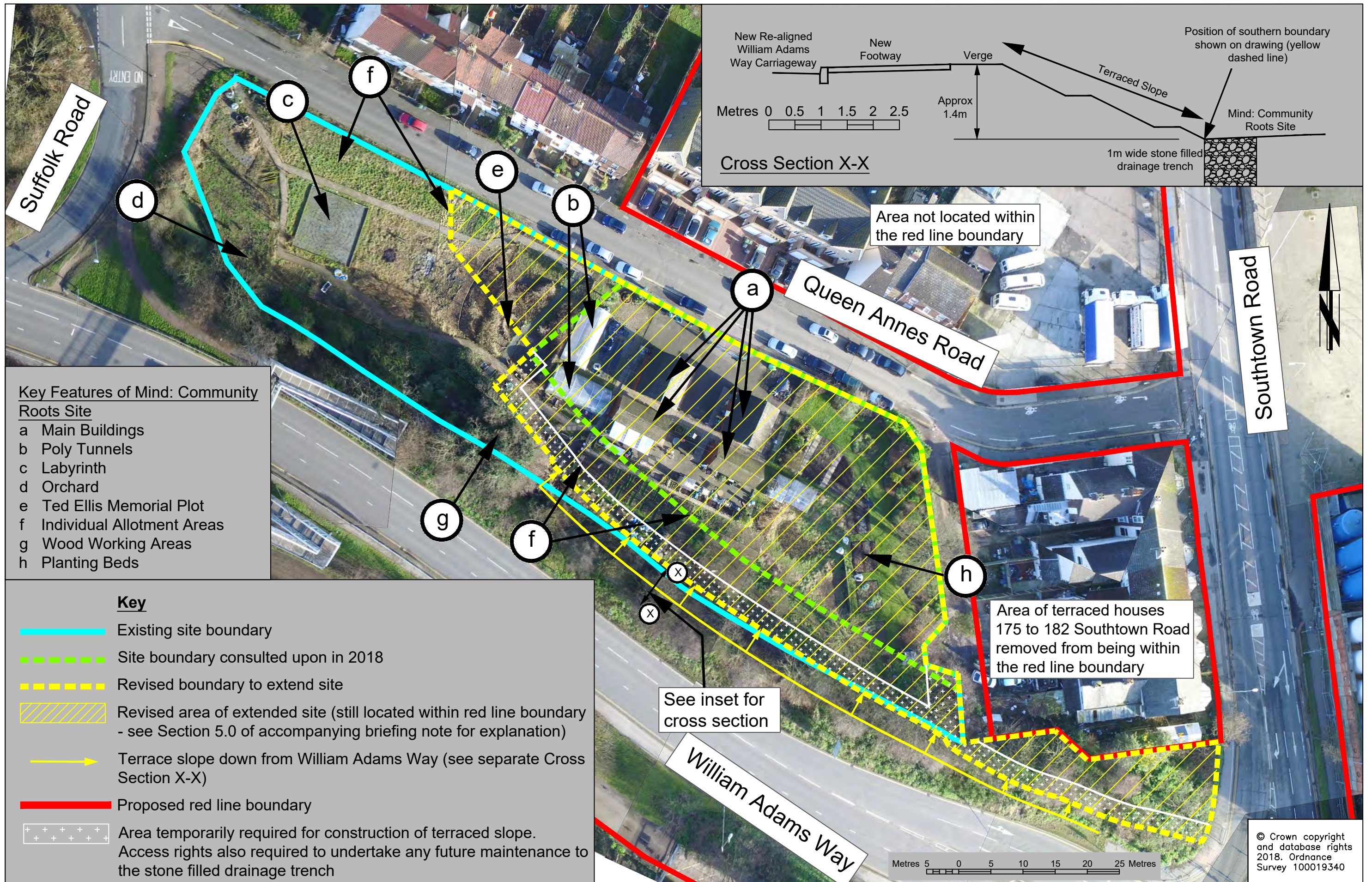
- The Council will need to take temporary possession of a 3m strip of land adjacent to the foot of the terraced slope (proposed on the south side of the site) in order to construct this terraced slope. It will also need to create and acquire new rights to enable future access to this area in order to undertake any inspection and maintenance works that may be required in respect of the proposed stone-filled drainage trench;
- During construction of the Scheme the Council may need to temporarily take possession of parts of the site to undertake work to relocate, protect or replace individual features. At this time the detail of the work which may be required has not been determined and would need to be discussed with the current tenants.

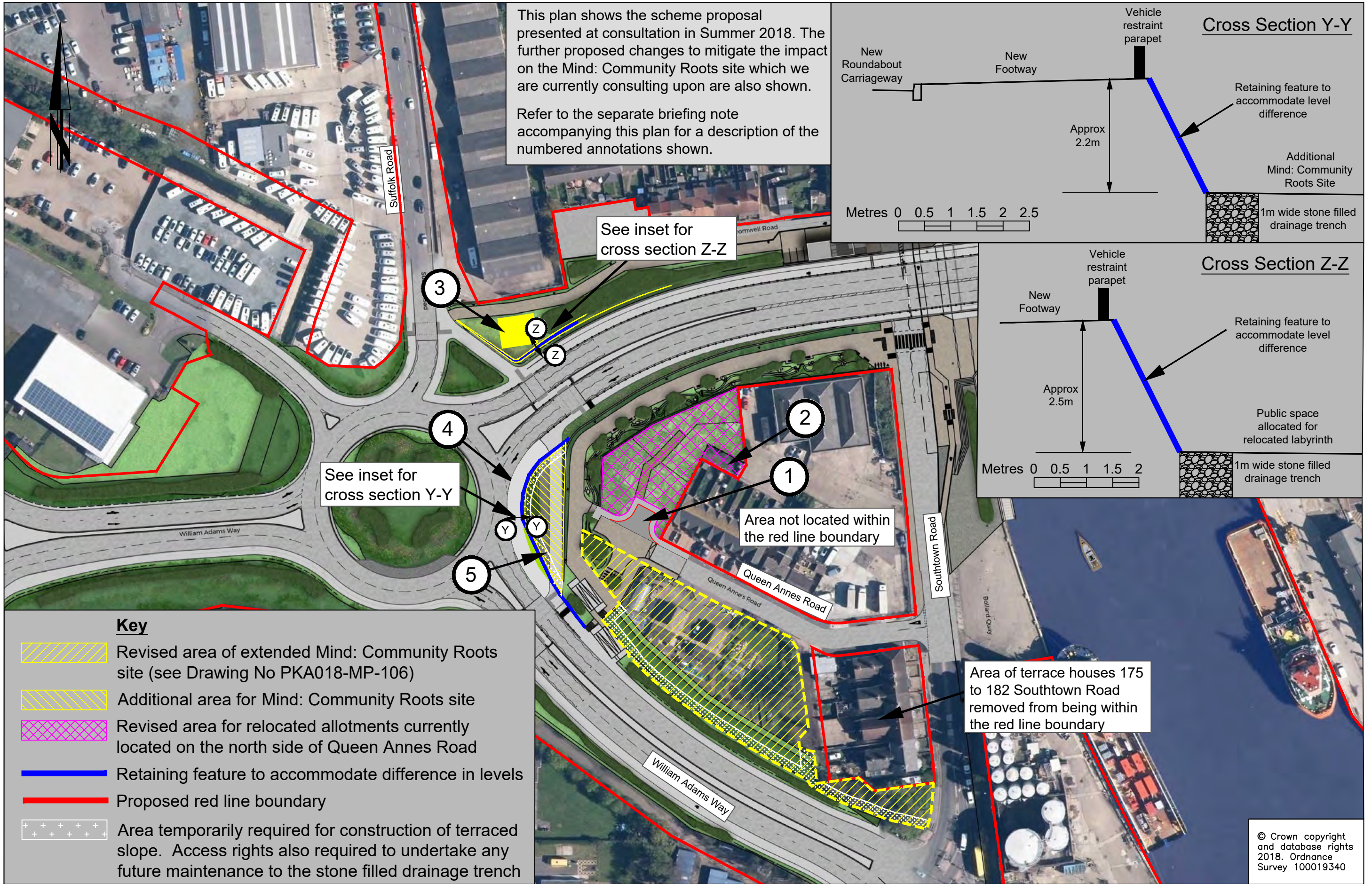
6.0 How to respond to this further consultation

The Council welcomes your views on the proposed changes detailed in this letter and any other matters you may wish to raise. Responses to this consultation should be made by:

- **Emailing:** gy3rc-st3consultation@norfolk.gov.uk
- **Writing to:** Freepost Plus RTCL-XSTT-JZSK, Norfolk County Council, GY3RC, Ground floor - south wing, County Hall, Martineau Lane, Norwich NR1 2DH

The deadline for responses to this consultation is 23:59hrs on Sunday 24 March 2019





Environment, Development and Transport Committee

Report title:	Norwich Western Link
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental services

Strategic impact

The County Council, at its meeting in December 2016, agreed a motion setting out that the 'Council recognises the vital importance of improving our transport infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.' In addition to the motion set out that the 'Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk.' The Norwich Western Link (NWL) has been recognised as one of three priority infrastructure schemes and is included in the Norfolk Infrastructure Delivery Plan 2017-2027.

Executive summary

The Norwich Western Link (NWL) Initial Consultation completed in July 2018 found there was very strong support for a new link between the end of Broadland Northway and the A47 to the west of Norwich.

Subsequent to the initial consultation, work was carried out to produce a shortlist of options that meet the objectives of the NWL project and provide a compelling business case.

Following approval at November 2018 EDT Committee a non-statutory public consultation on the shortlist of four options was undertaken between 26 November 2018 and 18 January 2019.

Findings of the options consultation along with other work will be used to recommend a Preferred Route Announcement (PRA) for the NWL. Alongside the PRA work it is proposed to continue with the Strategic Outline Business Case (SOBC) for submission to the Department for Transport (DfT) in Summer 2019. The SOBC is required to be submitted to the DfT with a Regional Evidence Base compiled by the Sub-national Transport Body in line with new funding guidance received from DfT in December 2018.

Further work is also to be undertaken subsequent to the above comprising the Outline Business Case (OBC) for submission to DfT which is the next phase of the business case process and commencement with initial procurement activities to facilitate the appointment of a contractor.

Recommendations: Members are requested to:

- 1. Note and comment on the progress of the project.**
- 2. Note the new funding requirements from DfT for this type of road project; namely a Large Local Major.**
- 3. Agree to continue with the project, with funding provided for the next stages of the project for a further year to the end of financial year 2019/20.**

1. Proposal

- 1.1. The initial consultation undertaken in summer 2018 and the subsequent shortlist options consultation conducted between 26 November 2018 and 18 January 2019 found there was very strong support for a new link between the end of Broadland Northway and the A47 to the west of Norwich. Following this it is proposed to continue with the scheme development in the 2019/20 financial year.
- 1.2. The principal items of work planned for financial year 2019/20 are as follows:
 - Completion of the Strategic Outline Business Case for submission to DfT
 - Production of an Options Selection Report to inform the PRA
 - Agree and publish the PRA
 - Preparation of an Outline Business Case to DfT
 - Industry engagement / contractor pre-qualificationThe items are supported by ongoing work comprising stakeholder liaison, ecology and environmental studies, traffic modelling and engineering design work.
- 1.3. The timeline for the PRA decision is after the proposed change of constitution to the Cabinet system. The decision making process under this new system of governance is due to be agreed by Full Council during April 2019. A further report will be provided in accordance with the new system of governance to determine the preferred route.

2. Evidence

- 2.1. There is no direct, high standard transport link between the western end of the Broadland Northway and the A47 to the west of Norwich. In order to understand this further and gain knowledge on transport issues in the area, an initial consultation was undertaken in the Summer of 2018. The consultation found that there was very strong support for creating a new link, with the majority of those responding suggesting a new road was their preferred solution.
- 2.2. Following the initial consultation and detailed further work and studies a shortlist options consultation was undertaken between 26th November 2018 and 18th January 2019. This comprised a series of 16 staffed events and an online questionnaire requesting views on four shortlisted road options and what other measures could be done to meet the project objectives. Organisations were encouraged to respond by separate correspondence to facilitate the gathering of further information in relation to the proposals and understand what options they may support.
- 2.3. The shortlist of options was determined via stakeholder liaison and an options appraisal process. This work was summarised in an Options Assessment Report that was provided via a link in the November 2018 EDT Committee Report that proposed the shortlist consultation. Following feedback and further work undertaken prior to the consultation, the Options Assessment Report has been updated and the latest version is provided at this [link](#).

A range of factors were used in developing the four shortlisted options, including:

 - Physical constraints e.g. existing development and infrastructure
 - Impact on the environment and ecology
 - The proposed Highways England A47 North Tuddenham to Easton dualling scheme

- Projected growth and development in the area to the west of Norwich
 - The requirements of the DfT Business Case process
 - How traffic uses the existing road network including Broadland Northway
- 2.4. Four options were shortlisted for the options consultation and were referenced Options A, B, C and D from west to east (as shown at Appendix A). Option A is a single carriageway upgrade that broadly follows an existing B-road route. Options B, C and D are new dual carriageway routes. Consideration of additional transport measures to enhance the benefits of the above options was included in the consultation and will be considered further as the scheme develops.
- The process used to determine the shortlist of options is detailed in the November 2018 EDT Committee Report. The shortlist options brochure is available at this [link](#).
- 2.5. More than 1,900 people responded to the options consultation, with 1,825 responding via the consultation survey available on the consultation website and 104 sending their responses by letter or email. The consultation website was viewed by 3,475 people and a total of 1,245 people came to 17 consultation events staffed by members of the Norwich Western Link project team.
- Initial analysis of the responses to the consultation survey suggests there is strong agreement among respondents that there is a need for a Norwich Western Link Road, with Option D ranking as the most popular solution, Option C the second most popular and Option A the least popular. Analysis of the letter and email responses and 'free text' elements of the survey is ongoing, so there is not as yet a complete picture of the consultation responses.
- 2.6. Project objectives
- A range of objectives have been developed to align with the current strategic objectives presented in national, regional, and local policy and associated guidance. It is considered that the objectives reflect the issues and opportunities identified within the previous project reports, in addition to the wider objectives of the New Anglia Local Enterprise Partnership, supporting the principal aim to deliver a modern and efficient transport system. The objectives are in two tiers, namely high-level objectives and specific objectives. These objectives have been discussed at meetings with local communities and are subject to ongoing refinement as the scheme advances.
- High-level objectives:
- H1 Support sustainable growth*
 - H2 Improve the quality of life for local communities*
 - H3 Support economic growth*
 - H4 Promote an improved environment*
 - H5 Improve strategic connectivity with the national road network*
- Specific objectives:
- S1 Reduce congestion and delay, and improve journey time reliability, on routes through the study area*
 - S2 Improve network resilience and efficiency of the strategic and local transport network*
 - S3 Reduce the number of Heavy Goods Vehicles using minor roads*
 - S4 Make the transport network safer for all users (including Non-Motorised Users)*
 - S5 Encourage modal shift to more sustainable modes of transport*
 - S6 Provide traffic relief (and reduce noise & emissions) within residential areas*
 - S7 Enable improved accessibility to existing and new housing and employment*

sites

S8 Improve emergency response times

S9 Improve access to green space

S10 Not affect the ecological integrity of the Wensum Valley SAC

S11 Contribute to the improved health and well-being of local residents

S12 Improve connectivity and accessibility to Norwich International Airport, Norwich Research Park and Norfolk & Norwich University Hospital

S13 Minimise any detrimental impact on valued landscapes, the built environment and heritage assets, including through high quality design – new objective added as discussed at Jan 2019 Project Board meeting.

- 2.7. Additional / complementary measures that could strengthen the overall NWL scheme are being developed as the scheme progresses.
- 2.8. In order to obtain funding from the DfT the department has set out a Transport Business Case process that applicants are required to follow (see Appendix B). This involves a staged process to investment decisions in line with the Treasury's recommended five case model. The purpose of this is to enable ministers to make informed and balanced decisions based on evidence prepared by the DfT and its partners.
- 2.9. The five case model (see Appendix B) to be included in each business case phase is described below:
 - Strategic Case – *demonstrate the schemes is supported by a robust case for change that fits with wider public policy objectives*
 - Economic Case – *demonstrate the schemes value for money*
 - Commercial Case – *demonstrate the schemes commercial viability*
 - Financial Case – *demonstrate the scheme is financially affordable*
 - Management Case – *demonstrate the scheme is achievable*
- 2.10. There are three phases in the decision making process and each phase ends with an investment decision point as follows:
 - Phase 1 – Strategic Outline Business Case (SOBC)
 - Phase 2 – Outline Business Case (OBC)
 - Phase 3 – Full Business Case (FBC)
- 2.11. The work to be undertaken in financial year 2019/20 comprises completion of the SOBC that is already in progress and preparation of the OBC.
- 2.12. Following the work undertaken to Autumn 2018 culminating in the Options Appraisal Report as included in section 2.3 a need for intervention has been established and a range of options developed. Phase 1 was then entered with compilation of the SOBC. This provides suggested or preferred ways forward and presents the evidence for the decision as to whether to proceed to Phase 2.
- 2.13. Phase 2, the OBC reconfirms the conclusions of the SOBC but concentrates on the detailed assessment of the options to find the best solution. Full economic and financial appraisals take place during this phase (building up the economic and financial cases), a preferred option is selected and preparations are made for the potential contract through the development of the commercial case. The arrangements required to ensure successful delivery are set out in the management case.
- 2.14. In order to support the PRA and the OBC to select the preferred option an Options Selection Report is currently under preparation and will be completed in financial year 2019/20. This will undertake an assessment of each of the shortlisted options with consideration to environmental, engineering, economic and traffic conditions. It will also incorporate the information obtained from

options consultation. The Option Selection Report will be prepared in accordance with Stage 2 of TD 37/93 Scheme Assessment Reporting which is in the suite of the Design Manual for Roads and Bridges documents.

- 2.15. A range of multidisciplinary professional work is required in financial year 2019/20 and is summarised below.

2.16. Environmental studies and appraisals

The environmental work for the scheme is wide ranging and has been planned in accordance with current best practice. It includes the following subject areas: ecology, water environment, landscape, cultural heritage, air quality / greenhouse gases, and noise assessment. Each shortlist option will be assessed against the subject areas to understand the potential affect and issues to be taken into consideration. Where mitigation is thought necessary this will be factored into the assessment and understood for each option.

As mentioned in previous committee reports the project team are actively engaging with the statutory environmental bodies namely the Environment Agency and Natural England as the project develops. It is intended to agree the scope of work required in each of the coming stages of the project and work collaboratively with these bodies.

There are a number of important environmental designated sites that could be affected by the shortlist options including Special Areas of Conservation, Sites of Special Scientific Interest, Ancient Woodland and County Wildlife Sites. The environmental work will take cognisance of these and consider the requirements for Environmental Impact Assessment and Appropriate Assessment under the Habitats Directive.

2.17. Engineering assessment of route options

This comprises technical work from civil, water, geotechnical and structural disciplines to develop the feasibility of the shortlisted options and outline design to understand the relative merits and implications of each option. This will involve design of highways and earthworks, development of drainage strategies and design and consideration of flood risk, and scheduling and consideration of bridge structures and viaducts.

2.18. SOBC and OBC work including economic appraisal and traffic modelling

As described in section 2.9 and 2.10 the DfT Transport Business Case requirements will be followed. Transport modelling will continue to use the Norwich Area Transportation Strategy (NATS) model. Further information on the use of the model is given in the 9th November EDT Committee paper and link to which is included in section 5.1.

Cost estimation and risk analysis will be undertaken in order to provide the necessary information for the scheme economics. This will be undertaken in accordance with DfT guidelines. The costs will be based on the environmental and engineering work described previously.

The five cases as described in section 2.9 will be compiled firstly for the SOBC submission and then developed further at Phase 2 for the OBC submission.

2.19. Industry engagement and contractor procurement planning

Due to the scale of work and timescales necessary to appoint a contractor to deliver the construction of the scheme it is planned to begin this process in financial year 2019/20.

The initial work will consider the appropriate procurement process and the type and details of the contract to be employed. It is planned to hold an “Industry Day” in the autumn to begin active engagement with the industry and potential contractors.

Following appropriate feedback from the Industry Day work would continue to

develop materials in line for the publication of a contract notice in spring 2020.

3. Financial Implications

- 3.1. The budget for developing the project in financial year 2019/20 is £1.948m. This comprises an approved Business Rate Pool allocation and 50% match funding from the capital programme.

The expenditure falls within the parameters of the Annual Budget agreed by the Council and the Chief Finance Officer has confirmed the financial implications.

- 3.2. As a preferred route for the NWL is yet to be determined the total project budget is unknown at this stage. However the anticipated future years' spend profile is estimated in terms of percentages of the total project cost below:

FY2020/21 – 4%

FY2021/22 – 4%

FY2022/23 – 15%

FY2023/24 – 36%

FY2024/25 – 41%

This will be subject to further review and refinement as the project progresses.

- 3.3. On 18 December 2018 the DfT published a new guidance document for investment planning for the Major Roads Network and Large Local Major programme. The funding for these programmes is from the National Road Fund to be spent in the period 2020 to 2025. As the NWL DfT funding "ask" is above £50m it is within the Large Local Majors category. The transitional arrangements confirm that the NWL will fall into these new requirements with immediate effect. The guidance requires Sub-national Transport Bodies to compile a Regional Evidence Base giving long term strategic approach to investment needs of a region. Where there are more than 2 or 3 potential Large Local Major schemes that meet the eligibility criteria and are deliverable the DfT expects the Sub-national Transport Body to indicate its priorities.

Under this guidance the NWL will need to be established as a potential Large Local Major scheme forming part of the Sub-national Transport Body's Regional Evidence Base to be considered for funding.

- 3.4. The DfT guidance requires a minimum of 15% local funding contribution. Consideration and engagement with potential funding sources has commenced to identify opportunities to meet this requirement.

4. Issues, risks and innovation

- 4.1. Robust risk management arrangements are in place for this project. Foreseeable significant risks have been recorded and assessed for their potential impacts and how they can be mitigated. This is an ongoing process as the scheme develops whereby any new risks are considered and evolution and mitigation of existing risks is managed and reported to the Project Board and the Member Working Group.

4.2. Key Project Risks

The Norwich Western Link project is currently following behind the stated timeline for the A47 North Tuddenham to Easton dualling scheme. It will therefore remain important for the project team to continue to work closely with Highways England to ensure the implications of this scheme are considered and new information is shared and factored in as both projects develop.

- 4.3. Within the NWL study area there are a number of important environmental considerations. Continued engagement is ongoing with statutory environmental bodies to ensure any options meet the scheme objectives and minimise impacts to the environment, particularly taking account of the points already made in discussion with Environment Agency and Natural England.
- 4.4. As the scheme funding is reliant on obtaining Large Local Majors funding, there is a risk to the authority of progressing the scheme ahead of obtaining priority status as there is unlikely to be other opportunities for funding. Therefore if we are unsuccessful in obtaining funding any expenditure will not be valid capital expenditure and would be need to be recognised as a revenue cost.

5. Background

5.1. Links to previous committee papers:

- EDT Committee 18 September 2014 – Follow this [link](#) (see item 11, page 28)
- EDT Committee 08 July 2016 – Follow this [link](#) (see item 9, page 25)
- B&P Committee 08 September 2017 – Follow this [link](#) (see item 10)
- EDT Committee 15 September 2017 – Follow this [link](#) (item 15, page 98)
- EDT Committee 20 October 2017 – Follow this [link](#) (Reports tab)
- EDT Committee 12 October 2018 – Follow this [link](#)
- EDT Committee 09 November 2018 – Follow this [link](#)

Link to Highways England Information:

A47 North Tuddenham to Easton Improvement Scheme via this [link](#)

5.2. Appendices:

- Appendix A – Location Plan
- Appendix B – DfT Transport Business Case

Officer Contact

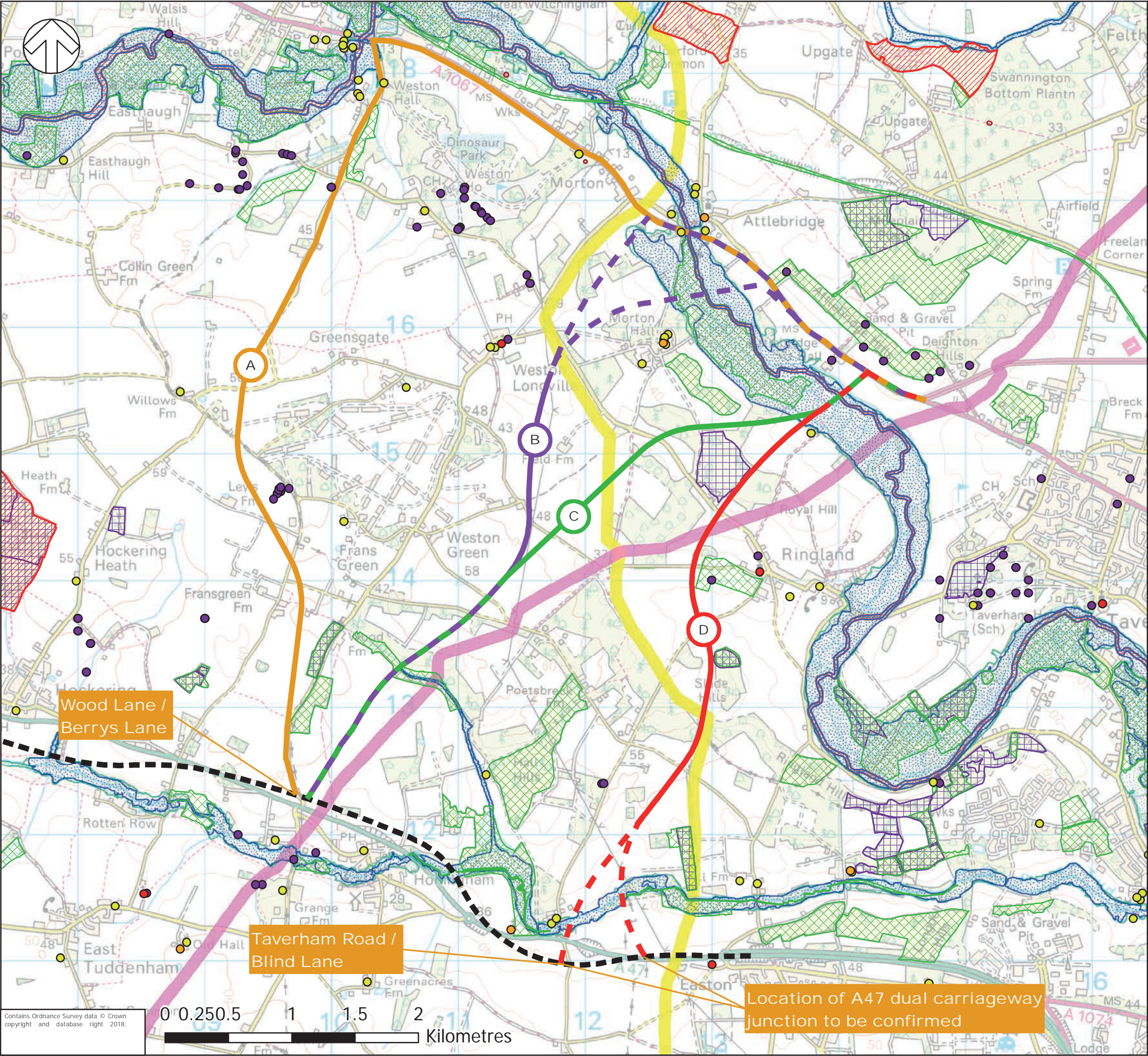
If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

Officer name :	David Allfrey	Tel No. :	01603 223 292
	Chris Fernandez		01603 223 884

Email address : david.allfrey@norfolk.gov.uk
chris.fernandez@norfolk.gov.uk



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.





Department
for Transport

The Transport Business Cases

Contents

Introduction.....	3
1. The Transport Business Case.....	4
Phase One – preparing the Strategic Outline Business Case.....	7
Phase Two – preparing the Outline Business Case.....	8
Phase Three – preparing the Full Business Case.....	9
2. The Strategic Case	11
What questions will be asked?.....	11
Contents of the strategic case	13
Tools and Guidance.....	15
3. The economic case	16
What questions will be asked?.....	16
Contents of the economic case.....	16
Tools and Guidance.....	18
4. The Financial Case	19
What questions will be asked.....	19
Business case process	20
Tools and Guidance.....	20
5. The Commercial case	22
What questions will be asked.....	22
Contents of the commercial case.....	23
Tools and Guidance.....	24
6. The Management Case.....	26
What questions will be asked?.....	26
Contents of the management case	27
Tools and Guidance.....	29

Introduction

- 1 This document is part of the Department for Transport's commitment to being open and transparent. It provides a description of the approach followed by the Department and its ministers when making major investment decisions. It is intended to inform those with a general interest, as well as those who are involved in developing proposals for investment and who wish to understand better the underlying decision making process. It also provides the best practice model for small scale investments.
- 2 Business cases for different modes of transport or funding streams have their own particular set of circumstances and demands for detail which can make the underlying process of decision making opaque. To ensure ministers receive the right information on which to draw their conclusions, all investment decisions are required to follow the same high-level process. This allows for objective comparisons of proposals for investment within and between projects and modes.

Purpose of this document

- 3 This document provides a clear explanation of the:
 - staged approach to major investment decisions, (in line with Treasury's recommended five case model – see below);
 - evidence developed by the Department and its partners for consideration by ministers to enable them to make informed and balanced decisions; and
 - tools, templates and sources of further guidance available.

1. The Transport Business Case

- 1.1** Ministers take decisions on investment in support of their objectives for transport and are informed by evidence set out in a business case. Business cases are developed in line with Treasury's advice on evidence-based decision making set out in the Green Book and use its best practice five case model approach.
- 1.2** This approach shows whether schemes:
- are supported by a robust **case for change** that fits with wider public policy objectives – the 'strategic case';
 - demonstrate **value for money** – the 'economic case';
 - are **commercially viable** – the 'commercial case';
 - are **financially affordable** – the 'financial case'; and
 - are **achievable** – the 'management case'.
- 1.3** Ministers take into account the evidence in all five cases when making a decision. Guidance that sets out the detailed questions asked in each case is set out later in this document.
- 1.4** The degree of detail contained within the business case may vary depending on the level of investment or risk proposed to ensure that the appraisal process is proportionate.

The evidence framework

- 1.5** The Department provides tools and guidance to produce the evidence required for each of the five cases. These tools and guidance ensure that the evidence produced is robust and consistent.
- 1.6** WebTAG is the Department's website for guidance on the conduct of transport studies. The guidance includes or provides links to advice on how to:
- set objectives and identify problems;
 - develop potential solutions;
 - create a transport model for the appraisal of the alternative solutions; and

- conduct an appraisal which meets the Department's requirements.

1.7 Other tools and guidance or links to them can be found on the Department's website (www.gov.uk/dft)

1.8 Figure 1.1 illustrates how the sources of evidence can feed into the business case. The shaded areas with ticks indicate where it is likely that a source of evidence will be able to contribute to each part of the business case. For example, outputs from the Appraisal Summary Table will be able to inform the strategic, economic, financial and commercial cases, and the management case is likely to be informed by a number of sources, such as the Gateway Review process, or the Highways Agency's Project Control Framework

Figure 1.1 - Tools and guidance¹ produce evidence that can be used to answer questions posed by each case².

Analyses & Study outputs		Development of evidence for business case				
		Strategic case	Economic case	Financial case	Management case	Commercial case
Guidance available in WebTAG	Stage 1: Option development	Outputs from EAST	✓	✓	✓	✓
		Options Assessment Report	✓	✓	✓	✓
		Appraisal Specification Report				
	Stage 2: Further Appraisal	Appraisal Summary Table	✓	✓		✓
		Transport Economic Efficiency table		✓		✓
		Public Accounts		✓		
		Analysis of Monetised Costs and Benefits		✓		
		Greenhouse gas worksheet	✓	✓		
		Noise worksheet	✓	✓		
		Air quality worksheet	✓	✓		
		Social and Distributional Impact matrix worksheet	✓	✓		
Other guidance & tools	Social Research evidence, guidance and tools (to understand and assess the needs, attitudes and behaviours of the target and/or affected population)		✓			
	Carbon Tool for Local Authorities		✓			
	Value for Money guidance			✓		
	Advice on Public Private Partnership (PPP) and Private Finance Initiative (PFI)					✓
	DfT's Evaluation guidance including evaluation plans and benefits realisation				✓	
	Efficiency & Reform Group Gateway Review Guidance				✓	
	Network Rail's management & control process for enhancements (GRIP)		✓	✓	✓	✓
	Highway Agency's project control framework (PCF)		✓	✓	✓	✓

¹ This diagram is for illustrative purpose only. Not all of these tools and guidance will be relevant for all proposals, which will vary by mode and investment framework.

² The assessments produced in the supporting worksheets in stage 2: further appraisal are summarised in the Appraisal Summary Table. Although these assessments are used mainly in the economic case, they may also be used to support the other cases e.g. information on revenue impact in the transport economic efficiency table can be used in the commercial case.

The decision making process

- 1.9** The decision making process takes place in three phases (smaller or straightforward investments may require fewer phases) as shown in Figure 1.2.

Figure 1.2 – The three phases of the decision making process.



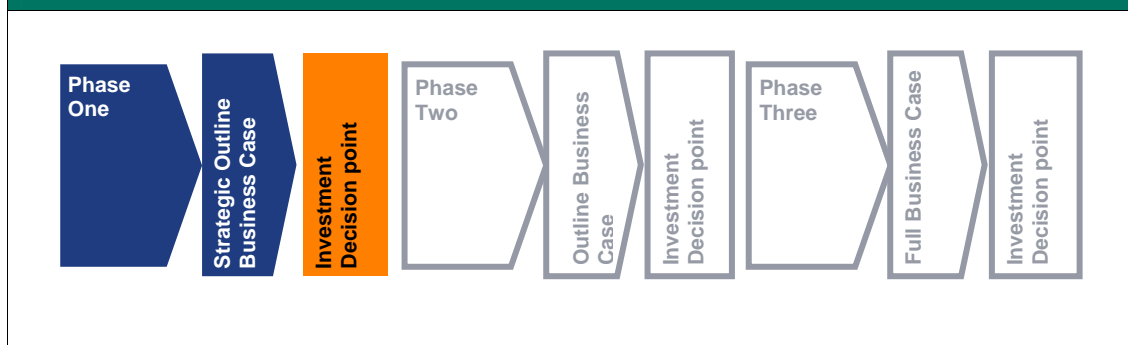
- 1.10** Each business case builds upon the last: evidence is reviewed to ensure that it remains up to date, accurate and relevant. Throughout the process the Department's centres of expertise (e.g. finance, procurement, economists) provide advice and scrutiny.
- 1.11** The process is flexible to ensure that the time and resources invested in making a decision are proportionate to the size of the investment or intervention. The approach should be tailored to suit the individual project, reflecting the particular investment approach or modal area e.g. roads, rail, etc. The minimum process required for investments is presented here. It underlies (rather than supersedes) any additional appraisal and approval processes.
- 1.12** The level of investment and risk involved with the proposal also determines the governance arrangements. Investment committees within the Department will scrutinise proposals, where spending is below the delegated limits set by Treasury, before making recommendations to ministers. Spending outside those limits will also require Treasury approval and may be subject to assurance by the Major Projects Authority. This may include scrutiny by the Major Projects Review Group, depending on the level of risk and Treasury concern. Other projects may also be subject to gateway reviews, a peer review process which provides an external challenge to the robustness of the plans and processes.

Identification of the problem and the potential for intervention

- 1.13** Prior to the development of specific proposals, the Department (and/or its partners) will first identify what problem needs to be solved and establish whether there is a need for investment (or intervention). A range of options will then be developed and an initial assessment will be carried out. The Early Assessment and Sifting Tool (EAST) can aid this process. EAST and guidance on using it can be found on the Department's website (www.gov.uk/dft).
- 1.14** If the investment or intervention involves the commissioning of a service, consideration of the economic, environmental and social benefits of the possible approaches to procurement must be given. Consideration should also be given on the need for consultation on these issues.
- 1.15** For major initiatives, consideration should be given to whether a Starting Gate review is required. This is an independent peer review which takes place at the policy formulation phase, before a major project is initiated.

Phase One – preparing the Strategic Outline Business Case

Figure 1.3 – Preparing the Strategic Outline Business Case.



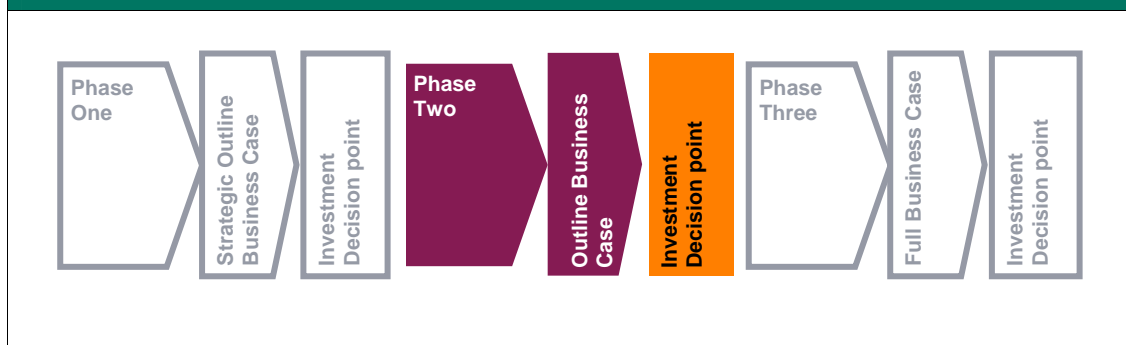
- 1.16** Once the need for intervention has been established and a range of options developed, proposals enter Phase One, which culminates in the Strategic Outline Case. This sets out the need for intervention (the case for change) and how this will further ministers' aims and objectives (the strategic fit). It provides suggested or preferred ways forward and presents the evidence for decision. An investment committee will make recommendations to ministers who will then decide whether to provide the initial agreement to proceed with the scheme.

1.17 The purpose of the Strategic Outline Case is to:

- define the scope of the project/programme and its outputs and benefits;
- make the case for change;
- confirm the strategic fit with the Departmental business plan and wider Government objectives;
- state the assumptions made;
- set out how achievements will be measured;
- outline options, including innovative options, to tackle the problem and carry out initial sift of options;
- consider and confirm that a robust project governance structure is in place and that the project is affordable;
- outline the sequence in which the project and benefits will be delivered;
- identify and analyse its stakeholders; and
- confirm the assurance arrangements.

Phase Two – preparing the Outline Business Case

Figure 1.4 – Preparing the Outline Business Case.



1.18 Phase One establishes the strategic case and secures initial approval to proceed. Phase Two reconfirms these conclusions but concentrates on detailed assessment of the options to find the best solution. Full economic and financial appraisals take place during this phase (building up the economic and financial cases), a preferred option is selected and, where relevant, preparations are made for the potential contract through the development of the commercial case. The arrangements required to

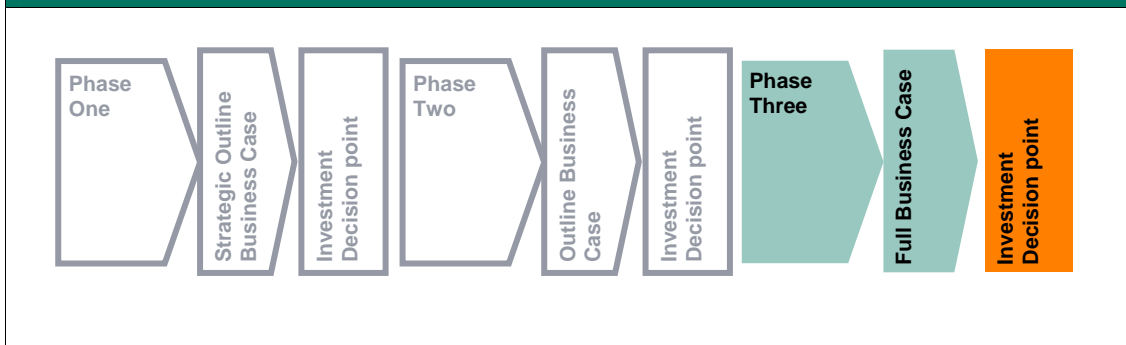
ensure successful delivery are set out in the management case. These details are presented in the Outline Business Case. An investment committee will make recommendations to ministers who will then decide whether the project will move onto the next phase.

1.19 In summary, the Outline Business Case:

- is used continually to align the progress of the project towards achieving ministers' objectives;
- confirms the strategic fit and the case for change;
- sets out a detailed assessment of the options to find the preferred solution;
- refines the investment/intervention proposal; and
- provides details of the project's overall balance of benefits and costs against objectives.

Phase Three – preparing the Full Business Case

Figure 1.3 – Preparing the Full Business Case.



1.20 The culmination of the final phase is the Full Business Case. An investment committee will consider the Full Business Case then make a recommendation to ministers. Ministers will decide whether a proposal should proceed to implementation

1.21 The Full Business Case should:

- provides details of the project's overall balance of benefits and costs against objectives and set out plans for monitoring and evaluating these benefits when required;
- confirm the strategic fit and the case for change;

- provide the business and financial rationale for the project;
- detail the proposed contract management resourcing, processes and benefit realisation plans;
- show how the return would justify the overall investment of time and money; and
- continue to be used to align the progress of the project towards achieving business objectives.

Further information

- 1.22** Detailed guidance for each of the five cases that make up the business case is included in this document. Additional tools and guidance are available on the Department's website (www.gov.uk/dft).
- 1.23** For staff in the Department, further guidance is available on the Department's intranet, including contact information for colleagues who can guide you through the process of producing a business case and discuss your specific requirements.

2. The Strategic Case

- 2.1** The strategic case determines whether or not an investment is needed, either now or in the future. It should demonstrate the case for change – that is, a clear rationale for making the investment; and strategic fit, how an investment will further the aims and objectives of the organisation. The strategic case provides the greatest emphasis for going ahead with a project at an early stage, and should provide a shortlist of options at the *strategic outline business case* stage.
- 2.2** More specifically, the strategic case should specify the business need for a project. What need will be met by the project and why it is needed now? This should be put into context by examining existing arrangements and be used to draw up a series of investment aims. The investment aims then need to be assessed against what the organisation (and wider Government) wants to achieve as a whole. Determining the case for change and strategic fit should be an iterative process as a business case develops, and always supported by robust evidence, such as identifying key risks and constraints. Consulting main stakeholder groups is an important step in identifying aims.

What questions will be asked?

- 2.3** The strategic case will contribute towards the overall business case presented for consideration by ministers. Prior to this more detailed evidence will be scrutinised by the relevant investment committee alongside the wider business case.
- 2.4** Consideration of the strategic case by an investment committee is likely to include a comparison with other similar interventions that address the same problems to those identified in the business case. The strategic case should aim to identify the relative merits and drawbacks of a scheme. The questions likely to be asked by an investment committee include:
- What is/are the identified problem(s), with timescales and the key drivers? What would happen if the scheme didn't go ahead?
 - Who are the target and/or affected population(s) and what is known about their needs, current behaviours and attitudes?

- What are the existing arrangements for the provision of services? Can they be better utilised, or are more fundamental changes required? What are the constraints?
- Why is the scheme needed now?
- What are the aims of the proposed scheme, and how do they address all the problems identified?
- How does the proposed scheme draw on evidence about what has worked in the past and/or understanding of existing and potential barriers to behaviour change?
- What are the attitudes of key groups (e.g. the general public, residents, businesses and wider stakeholders) to the proposed scheme and how have those attitudes informed the strategic plan?
- Are there any internal or external business drivers that support the scheme, or pressures that make it necessary to act?
- What was the process for generating and shortlisting options?
- What is the scope of the project?
- What are the constraints and dependencies, in light of other programmes and projects which are underway?
- What are the high-level strategic and operational benefits envisaged? How do they link to the objectives of the scheme?
- What are the main risks to the business in taking the project forward?
- What are the organisation's main aims, and how does the project fit within this?
- How does the scheme contribute to key objectives, including wider transport and government objectives?
- Are there any other objectives, such as local, regional or network objectives that the scheme might contribute to?
- What is the overall level of impact in combination with other connected schemes?
- What will constitute success for the project, and how will it be measured? Is there a clear logic model for how the outcomes will be achieved? What wider impacts will the project have?
- Was a Starting Gate review undertaken before the decision was taken to proceed with the project or programme? A Starting Gate review is good practice for all emerging major initiatives and is mandatory for all projects requiring Treasury financial approval.

- If this is a major project or programme, is there an integrated assurance plan in place as required by the Major Projects Authority?

Contents of the strategic case

- 2.5** The following elements make up the minimum requirement for the strategic case. These should be easily identifiable in the business case in order to demonstrate that they have been covered.
- 2.6** The table below sets out how and when these minimum requirements should be **outlined** (initial findings), **completed** (a full assessment) and **updated** (past information is verified and new information incorporated) for each iteration of the business case. Blank/no colour indicates 'optional' where evidence should be provided if relevant.

Table 2.1 – Contents of the Strategic Case				
issue	description	Strategic Outline	Outline	Full
Business strategy	Provide the context for the business case by describing the strategic aims and responsibilities of the organisation responsible for the proposal e.g. the Department, Highways Agency, Local Authority, Network Rail, etc.	C	U	U
Problem identified	Describe the problem identified. What is the evidence base underpinning this? Is there justification for Government intervention?	C	U	U
Impact of not changing	What is the impact of not changing?	C	U	U
Internal drivers for change	What is driving the need to change e.g. improved technology, new business/service development as result of policy?			
External drivers for change	What is driving the need to change e.g. legislation, pressure from public/other government departments?			

issue	description	Strategic Outline	Outline	Full
Objectives	Establish specific, measurable, achievable, realistic and time-bound objectives that will solve the problem identified. Ensure that they align with the organisation's strategic aims.	C	U	U
Measures for success	Set out what constitutes successful delivery of the objectives.	C	U	U
Scope	Explain what the project will deliver and also what is out of scope.	C	U	U
Constraints	High level internal/external constraints e.g. technological environment, is there capability to deliver in-house, major contracts with provider, etc.	O	C	U
Inter-dependencies	Internal/external factors upon which the successful delivery of project are dependent.	O	C	U
Stakeholders	Outline the main stakeholder groups and their contribution to the project. Note any potential conflicts between different stakeholder groups and their demands.	O	C	U
Options	Set out all the options identified (including do nothing) and evaluate their impact on the proposal's objectives and wider public policy objectives. Risks associated with each option should be identified as should any risks common to all options.	O	C	U

2.7 The degree of detail contained within the business case may vary depending on the level of investment and/or risk proposed to ensure that the appraisal process is proportionate. Similarly, different investment routes or capital projects for different modes may require additional details to be provided and considered as part of the decision making and project development.

Tools and Guidance

2.8 Sources of further guidance can be found on the Department's website (www.gov.uk/dft):

- ***Treasury's Green Book***
- ***Government Social Research Unit's Magenta Book*** – guidance notes on policy evaluation and analysis to help 'intelligent customers' and 'intelligent providers' determine what constitutes high quality work in the field on policy evaluation and analysis.
- ***WebTAG*** – the Department's website for guidance on the conduct of transport studies.
- ***The Early Assessment & Sifting Tool (EAST)*** – a decision support tool that has been developed to quickly summarise and present evidence on options in a clear and consistent format.
- ***The Hints and Tips Guide to Logic Mapping*** provides in-depth advice on developing logic maps to inform the planning, design and evaluation of transport interventions.
- ***Enabling Behaviour Change*** provides guidance on the issues to consider in developing initiatives which seek to enable changes in people's travel behaviour and offers practical tips when considering options for addressing barriers to sustainable behaviours.
- ***Carbon tool for local authorities*** – The Department's tool to assist local authorities' assessment of the potential effects of transport interventions on carbon emissions in their area.

3. The economic case

- 3.1** The economic case assesses options to identify all their impacts, and the resulting value for money, to fulfil Treasury's requirements for appraisal and demonstrating value for money in the use of taxpayers' money.
- 3.2** In line with Treasury's appraisal requirements, the impacts considered are not limited to those directly impacting on the measured economy, nor to those which can be monetised. The economic, environmental, social and distributional impacts of a proposal are all examined, using qualitative, quantitative and monetised information. In assessing value for money, all of these are consolidated to determine the extent to which a proposal's benefits outweigh its costs.

What questions will be asked?

- 3.3** The economic case will contribute towards the overall business case presented for consideration by ministers. Prior to this, more detailed evidence will be scrutinised by the relevant investment committee alongside the wider business case.
- 3.4** The committee will ask what economic, environmental, social and distributional impacts a proposal is expected to have, and whether these have been estimated in line with the Department's appraisal guidance. It will also ask how strong the resulting value for money is expected to be.

Contents of the economic case

- 3.5** The expected economic, environmental, social and distributional impacts of a proposal are established through a transport study, following methods set out in the Department's modelling and appraisal guidance (WebTAG). These are presented in an Appraisal Summary Table, providing a brief and consistent summary of expected qualitative, quantitative and monetised impacts.
- 3.6** To assess value for money, the monetised impacts are summed to establish an initial benefit-cost ratio, which implies an initial value for money band (poor, low, medium, high, or very high). This band is then adjusted to account for impacts where qualitative or quantitative, but not monetised, information is available. This ensures that the value for

money assessment of a proposal considers all its impacts, not just those which are monetised.

3.7 The following elements make up the minimum requirement for the economic case. These should be easily identifiable in the business case in order to demonstrate that they have been covered.

3.8 Table 3.1 sets out how and when these minimum requirements should be **outlined** (initial findings), **completed** (a full assessment) and **updated** (past information is verified and new information incorporated) for each iteration of the business case. Blank/no colour indicates 'optional' where evidence should be provided if relevant.

Table 3.1 – Contents of the economic case				
issue	description	Strategic Outline	Outline	Full
Introduction	Outline approach to assessing value for money.	C	U	U
Options appraised	A list of the options (set out in the strategic case) that have been appraised.	C	U	U
Assumptions	WebTAG sets out assumptions that should be used in the conduct of transport studies. List any further assumptions supporting the analysis.	C	U	U
Sensitivity and Risk Profile	Set out how changes in different variables affect the Net Present Value/Net Present Cost. The risk profile should show how likely it is that these changes will happen.		C	U
Appraisal Summary Table	See WebTAG for detailed guidance on producing the Appraisal Summary Table.	O	C	U
Value for Money Statement	See Value for Money guidance on producing the VfM statement.	O	C	U

Tools and Guidance

3.9 Sources of further guidance can be found on the Department's website (www.gov.uk/dft):

- ***Treasury's Green Book***
- ***WebTAG*** – the Department's website for guidance on the conduct of transport studies (including transport modelling, appraisal and conducting a transport study). WebTAG also provides advice on the approach for different modes.
- ***Value for Money*** guidance
- ***Carbon tool for local authorities*** – The Department's tool to assist local authorities' assessment of the potential effects of transport interventions on carbon emissions in their area.

4. The Financial Case

- 4.1** The financial case concentrates on the affordability of the proposal, its funding arrangements and technical accounting issues (value for money is scrutinised in the economic case). It presents the financial profile of the different options and the impact of the proposed deal on the Department's budgets and accounts.

What questions will be asked

- 4.2** The financial case will contribute towards the overall business case presented for consideration by ministers. Prior to this more detailed evidence will be scrutinised by the relevant investment committee alongside the wider business case. The questions likely to be asked by an investment committee include:
- How much does the project cost each year? Who is paying for it?
 - Are the various types of cost (admin, resource and capital) falling to the Department clearly identified? Do they have budget cover in each of the years in which they fall (i.e. are they affordable)?
 - How reliable and committed are third party funders to the project?
 - If funding for the project involves borrowing (e.g. from the government or wider market), how robust is the arrangement. Are there risks associated with servicing the repayment and interest?
 - What are the key financial risks? Have these been quantified? Is there a robust risk management strategy?
 - Has any sensitivity analysis been undertaken? What are the results?
 - Does the project depend on third party income streams – e.g. from fees or tolls? If so, how robust are the estimates/forecasts? Are any risk sharing arrangements contemplated?
 - What are the accounting implications (e.g. is it on/off the public sector balance sheet)?
 - Are there any state aid issues to address e.g. which may constrain or limit public sector support?
 - Is the funding compliant with '*Managing Public Money*' and other central government guidance? Is Treasury approval needed?

Business case process

- 4.3** The following elements make up the minimum requirement for the economic case. These should be easily identifiable in the business case in order to demonstrate that they have been covered.
- 4.4** Table 4.1 sets out how and when these minimum requirements should be **outlined** (initial findings), **completed** (a full assessment) and **updated** (past information is verified and new information incorporated) for each iteration of the business case. Blank/no colour indicates 'optional' where evidence should be provided if relevant.

Table 3.1 – Contents of the Economic Case				
issue	description	Strategic Outline	Outline	Full
Introduction	Outline the approach taken to assess affordability.	O	C	U
Costs	Provide details of: <ul style="list-style-type: none"> the expected whole life costs; when they will occur; breakdown and profile of costs by those parties on whom they fall; and any risk allowance that may be needed (in the event of things going wrong). 		C	U
Budgets / Funding cover	Provide analysis of the budget/funding cover for project. Set out if relevant, details of other funding sources (e.g. third party contributions, fees)	O	C	U
Accounting implications	Describe expected impact on organisation's balance sheet.			

Tools and Guidance

- 4.5** Sources of further guidance can be found on the Department's website (www.gov.uk/dft):
- Treasury's Green Book**

- **WebTAG** – the Department’s website for guidance on the conduct of transport studies.

5. The Commercial case

- 5.1** The commercial case provides evidence on the commercial viability of a proposal and the procurement strategy that will be used to engage the market. It should clearly set out the financial implications of the proposed procurement strategy. It presents evidence on risk allocation and transfer, contract timescales and implementation timescale as well as details of the capability and skills of the team delivering the project and any personnel implications arising from the proposal.

What questions will be asked

- 5.2** The commercial case will contribute towards the overall business case presented for consideration by ministers. Prior to this more detailed evidence will be scrutinised by the relevant investment committee alongside the wider business case. The questions likely to be asked by an investment committee include:
- Is there a robust contracting and procurement strategy?
 - Is the risk transfer supported by incentives (positive or negative) that prompt the intended outcomes, e.g. will the contractor lose money if there are any cost overruns?
 - Who is taking marginal risk, including on planning consent, demand, revenue availability and integration risk?
 - How was the proposed procurement approach developed? For major projects, has the Department's Director of Procurement been consulted on the procurement strategy?
 - Is there a developed market for the proposed procurement approach and financing arrangements?
 - How confident are we that appropriate contractual/commercial arrangement can be defined to make the structure and risk transfer work in practice?
 - Is the proposed risk allocation consistent with the cost estimate?
 - How does the mechanism incentivise performance, efficiency and innovation?

Contents of the commercial case

- 5.3** The following elements make up the minimum requirement for the commercial case. These should be easily identifiable in the business case in order to demonstrate that they have been covered.
- 5.4** This document provides generic guidance but promoters will need to consult their departmental sponsor for sector specific format and content requirements for the commercial case.
- 5.5** Table 5.1 sets out how and when these minimum requirements should be **outlined** (initial findings), **completed** (a full assessment) and **updated** (past information is verified and new information incorporated) for each iteration of the business case. Blank/no colour indicates 'optional' where evidence should be provided if relevant.

Table 5.1 – Contents of the Commercial Case				
issue	description	Strategic Outline	Outline	Full
Introduction	Outline the approach taken to assess commercial viability.	C	U	U
Output based specification	Summarise the requirement in terms of outcomes and outputs, supplemented by full specification as annex.	O	C	U
Procurement strategy	Detail procurement/purchasing options including how they will secure the economic, social and environmental factors outlined in the economic case	O	C	U
Sourcing options	Explain the options for sources of provision of services to meet the business need e.g. partnerships, framework, existing supplier arrangements, with rationale for selecting preferred sourcing option.		O	C

issue	description	Strategic Outline	Outline	Full
Payment mechanisms	Set out the proposed payment mechanisms that will be negotiated with the providers e.g. linked to performance and availability, providing incentives for alternative revenue streams. (See the Office for Government Commerce's <i>Achieving Excellence</i> briefing for advice on payment mechanisms for construction projects.)		O	C
Pricing framework and charging mechanisms	To include incentives, deductions and performance targets.		O	C
Risk allocation and transfer	Present an assessment of how the types of risk might be apportioned or shared, with risks allocated to the party best placed to manage them subject to achieving value for money.		O	C
Contract length	Set out scenarios for contract length (with rationale) and proposed key contractual clauses.		O	C
Human resource issues	Personnel/people management/trade union implications, where applicable, including TUPE regulations.			
Contract management	Provide a high level view of implementation timescales. Detail additional support for in service management during roll-out / closure. Set out arrangements for managing contract through project / service delivery.		O	C

Tools and Guidance

5.6 Sources of further guidance can be found on the Department's website (www.gov.uk/dft):

- ***Treasury's Green Book***

- **WebTAG** – the Department’s website for guidance on the conduct of transport studies.
- **Office for Government Commerce’s Achieving Excellence in Construction** - advice on payment mechanisms for construction projects.

6. The Management Case

- 6.1** The management case assesses whether a proposal is deliverable. It tests the project planning, governance structure, risk management, communications and stakeholder management, benefits realisation and assurance (e.g. a Gateway Review)
- 6.2** There should be a clear and agreed understanding of what needs to be done, why, when and how, with measures in place to identify and manage any risks. The management case sets out a plan to ensure that the benefits set out in the economic case are realised and will include measures to assess and evaluate this. All projects and programmes are expected to have a risk management plan, proportionate to their scale.

What questions will be asked?

- 6.3** The management case will contribute towards the overall business case presented for consideration by ministers. Prior to this more detailed evidence will be scrutinised by an investment committee alongside the wider business case. The committee will examine the feasibility and practicality of delivering the project and will require demonstration that an appropriate project management regime is in place for the project. The questions likely to be asked by an investment committee include:
- Who is the client/sponsor?
 - What are the key go/no go decision points? Is it clear what would happen at each stage after a go/no go decision?
 - Who is in charge? Is there a project board or similar? Are they following best practice (e.g. by being able to answer these questions satisfactorily)? And are they properly skilled?
 - What is the allocation of roles and responsibilities between the Department and delivery partners? Who has the final say on committing fund/accepting risk?
 - What is the composition of the project board (e.g. is it people who take decisions, or are they people who simply represent interests)? Do they have the relevant skills and experience?
 - What are the metrics: milestones, targets, desired outcomes and wider impacts? Is there a programme for measuring/evaluating

them? Is there a clear logic model for how the outcomes will be achieved?

- What is the proposed reporting and approval process?
- How are stakeholders involved? Are they being managed?
- Where they employ a programme manager externally, do they have the skills and capacity to manage the programme manager?
- Who is advising the client? Are they credible in the context of the project? What is their track record in the field?
- What risks are left with the client (and the Department where different), what are the cost implications and how will they be managed? What would be the impact on the Department if the risk materialised?
- Who has assessed risk? Are they an expert in the field? Do we need/have an independent view?
- Does the project have independent assurance in place?
- Is this project in the Government's Major Projects Portfolio? (The Major Projects Portfolio covers central Government projects that require Treasury financial approvals.) If not, should it be?

Contents of the management case

- 6.4** The following elements make up the minimum requirement for the management case. These should be easily identifiable in the business case in order to demonstrate that they have been covered.
- 6.5** Table 5.1 sets out how and when these minimum requirements should be **outlined** (initial findings), **completed** (a full assessment) and **updated** (past information is verified and new information incorporated) for each iteration of the business case. Blank/no colour indicates 'optional' where evidence should be provided if relevant.

Table 5.1 – Contents of the Commercial Case				
issue	description	Strategic Outline	Outline	Full
Introduction	Outline the approach taken to assess if the proposal is deliverable.	C	U	U
Evidence of similar projects	If possible, provide evidence of similar projects that have been successful, to support the recommended project approach. If no similar projects are available for comparison, outline the basis of assumptions for delivery of this project e.g. comparison with industry averages for this kind of work.	C	U	U
Programme / project dependencies	Set out deliverables and decisions that are provided/received from other projects.	O	C	U
Governance, organisational structure & roles	Describe key roles, lines of accountability and how they are resourced.	C	U	U
Programme / project plan	Plan with key milestones and progress, including critical path.	O	C	U
Assurance & approvals plan	Plan with key assurance and approval milestones.	C	U	U
Communications and stakeholder management	Develop communications strategy for the project.	O	C	U
Programme / project reporting	Describe reporting arrangements.	O	C	U
Implementation of work streams	Summary of key work streams for executing the work.			
Key issues for implementation	Issues likely to affect delivery and implementation.			C

issue	description	Strategic Outline	Outline	Full
Contract management	Summarise outline arrangements. Confirm arrangements for continuity between those involved in developing the contract and those who will subsequently manage it.			C
Risk management strategy	Arrangements for risk management and its effectiveness so far.	O	C	U
Benefits realisation plan	Set out approach to managing realisation of benefits.		O	C
Monitoring and evaluation	Summarise outline arrangements for monitoring and evaluating the intervention.		O	C
Contingency plan	Summarise outline arrangements for contingency management such as fallback plans if service implementation is delayed.			C
Options	Summarise overall approach for project management at this stage of project.	O	C	U

Tools and Guidance

5.7 Sources of further guidance can be found on the Department's website (www.gov.uk/dft):

- **Treasury's Green Book**
- **The Magenta Book** – guidance notes on policy evaluation and analysis to help 'intelligent customers' and 'intelligent providers' determine what constitutes high quality work in the field on policy evaluation and analysis.
- **WebTAG** – the Department's website for guidance on the conduct of transport studies.
- **Evaluation guidance available on the Department's website**, including guidance on designing evaluations.
- The Efficiency & Reform Group's (formerly Office of Government Commerce) **Gateway Review guidance**

Environment Development and Transport Committee

Report title:	Streetlighting Review
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services

Strategic impact

Street lighting energy accounts for a significant proportion of the Council's total energy use. The Council has made a commitment to reduce its total Carbon Emissions by 50% (from 2008 base line), by 2020. Therefore, managing the Council's Street Lighting portfolio plays a significant part in contributing to achieving that target.

As well as the environmental benefits, there is also a considerable financial impact as the revenue cost for highways related streetlighting energy use is around £2.1m per year.

Despite a change in the Council's policy in 2016, growth in the number of street lights as a consequence of new developments continues to be a significant issue as does the potential general increase in wholesale energy prices.

Executive summary

The County Council is responsible for 52,960 street lights, 7,440 illuminated signs, 1,960 illuminated bollards, and 620 beacons such as zebra crossing beacons. All street lighting operations, including upgrade and maintenance are covered within a 25-year Private Finance Initiative (PFI) contract, let to Amey in 2008. The PFI contract excludes electricity costs which are paid directly by the County Council.

In 2014 and 2016, EDT Committee discussed a broad range of street lighting options and approved the introduction of new technology including computer-controlled LED (light emitting diode) street lighting and the removal of redundant lighting on main roads. As a result, currently there are 9,876 LED streetlights, with a programme of upgrades currently underway to install a further 13,500 LED's on residential roads in Norfolk.

This report provides an update on initiatives that have cumulatively saved over £3m in energy costs and approximately 19,000 tonnes of CO2 emissions since 2008.

This report updates Committee on the following:

- The existing approach to streetlighting in Norfolk;
- The management of streetlighting by using new technology, including LED & CMS;
- Change of policy with regard to the design standards used;
- Options for future environmental and financial improvements.

Recommendations:

- 1 Members discuss the progress made in delivering environmental benefits and financial savings by introducing new technology and other streetlighting initiatives.**
- 2 Members approve the adoption of the latest streetlighting design standards for use in the Norfolk Streetlighting PFI contract.**

1. Existing approach to streetlighting in Norfolk

- 1.1. The PFI contract started in 2008 and was based on the improvement of lighting through the replacement of columns and streetlights with traditional units, mainly high-pressure sodium (white light). Since then a number of changes have been made which have helped reduce energy consumption.
- 1.2. The current approach to street lighting is based around:
 - Reducing energy consumption through initiatives such as part night lighting, dimming and trimming, and removal of redundant lighting;
 - Reducing energy consumption through removal;
 - Implementation of new Technologies such as LED / Central Management Systems (CMS) which are more energy efficient;
 - Only adopting new streetlights on developments if there is a defined Highway need.
- 1.3. This approach has been delivered through a number of initiatives:
 - Part night lighting (PNL) has been introduced to 18,649 street lights;
 - 5,235 residential street lights in the PFI core investment period were changed to LED (with part night lighting where appropriate);
 - 4,000 main road street lights have been changed to LED with CMS;
 - The next phase to change 13,500 residential street lights to LED is currently underway.

2. Management of streetlighting by using new technology

- 2.1. The County Council has invested significantly over the last five years into technological advances and implementing invest-to-save opportunities where there is a clear business case.
- 2.2. The first phase of this approach was to change residential lights in the core investment period to LED lights. 5,235 LED's have been installed in residential roads, some with PNL. The benefit of doing this was that it maximised the energy saving and we did not have the cost of revisiting the area at a later date for PNL.
- 2.3. The second phase was to change 4,000 main road streetlights to LED, many with a Central Management System (CMS). CMS allows the lamps on street lights to be controlled and dimmed. This is more effective on LED units with dimming possible down to 0%. CMS has been installed on the main road streetlights where we have installed LEDs and a dimming profile applied. This dimming generates up to a 48% energy saving. The annual savings from this initiative have been £110,000 in energy costs, 850,000 kWh in energy and around 460 tonnes of CO₂. In addition, to these figures are the reduced maintenance cost from installing LED's.
- 2.4. A third phase to install 13,500 residential street lights to LED is currently underway. The programme of installation is expected to be completed in summer 2020. The annual savings from the introduction of this initiative is expected to be around 1,528,930 kWh on energy, £162,372 on cost and 827 tonnes of carbon emissions per year. An additional annual saving due to reduced maintenance costs are estimated at £204,000, bringing the total predicted annual saving to around £366,000.

- 2.5. Once this current phase has been completed, 23,376 or 44% of the County's highway lighting asset will be LED. The table below illustrates the significant financial savings and environmental benefits since the start of the PFI contract.

Year	Energy savings	Total Energy savings - kWh	Total Emissions savings – in Tonnes	Reduced maintenance costs	Comments
2008/09	£84,369	1,053,732	570	£0	Start of Core Investment Period - replacing old SOX (Low Pressure Sodium) units with SON-T (High Pressure Sodium) units.
2009/10	£83,773	1,248,294	675	£0	
2010/11	£100,303	1,701,746	921	£0	
2011/12	£112,721	1,694,745	917	£0	
2012/13	£266,292	3,603,175	1,949	£4,533	Completion of Core Investment Period. Start of first phase LED rollout
2013/14	£377,619	4,598,612	2,488	£20,281	
2014/15	£422,618	4,829,591	2,613	£43,597	
2015/16	£444,608	4,959,576	2,683	£61,667	
2016/17	£517,281	5,294,827	2,865	£88,443	Start of second phase LED rollout to main roads
2017/18	£654,228	5,983,949	3,237	£125,709	
2018/19	TBC	TBC	TBC	£132,516	Start of third phase LED rollout to residential roads
Total	£3,063,812	34,968,248	18,918	£476,747	

Table 1 – Savings since the start of the Norfolk Streetlighting PFI

3. Change of policy with regard to the design standards used

- 3.1. The 25 year Norfolk Streetlighting PFI contract started in 2008. At this time, as well as there not being any LED technology available, the national streetlighting design standards were different.
- 3.2. The previous streetlighting design standard BS5489 was amended in 2013 to take account of the new developing LED technology and other technological advances.
- 3.3. As the PFI contract is based on the 2003 version of BS5489, there needs to be a formal change to the contract to reflect this new design standard revision. It should be noted that the principles of the new standard have been applied to the more recent improvements / investments by Norfolk County Council, however, this formal contract change will ensure that all sides fully comply with the latest requirements and that there is full clarity.

- 3.4. It is recommended that the 2013 British Standard is applied only where existing Norfolk County Council policies on lighting allow or require lighting. Previously approved policies specify that highways in Urban Areas will generally be lit whilst highways in Rural Areas will not generally be lit, except where problems of road safety exist. Further to this there is also the 2015 policy to stop adopting lighting on new residential / retail developments unless there is a highways safety need. To clarify, the road being part of a traffic route (ie a higher use, non-estate road) or the inclusion of an introduced obstacle constitutes a highway safety need.
- 3.5. Within this new streetlighting design code there is more flexibility around the standards of lighting required in different circumstances, known as the lighting classes. To achieve consistency and clarity in Norfolk, the report in Appendix B has been produced. This provides a recommendation as to what lighting classes should be adopted in Norfolk and explains the justification for doing so. It is recommended that the proposal summarised in Appendix B is implemented in full as this offers further energy savings by reducing energy costs as well as positively impacting on the environment through further carbon reduction and reduced light pollution in Norfolk.

4. Options for future environmental improvements and financial benefits

- 4.1. As highlighted above, the next phase of LED installation will be complete on site in early 2020. At that time, 44% of the County's highway lighting asset will be of the most energy efficient LED type. However, that still leaves just under 30,000 lights of the old high-intensity discharge lighting such as low or high pressure sodium.
- 4.2. The next phase of potential upgrades would be the 15,000 remaining non-LED lanterns which are on Traffic routes. As explained in 3.4, a Traffic route is a higher use, non-estate road. As these tend to be the higher classification roads (A, B and well used C class roads), these tend to be the higher level light units that are the next highest use of energy. Any improvements to this lighting asset will deliver reduced electricity consumption and therefore deliver cost savings and cut carbon emissions.
- 4.3. Being located on traffic routes and given the higher usage of electricity (when compared to residential lights), as part of any LED upgrade, it would also be prudent to install a CMS (Central Management System). As highlighted above, previous use of this system in Norfolk has achieved up to 48% savings in energy.
- 4.4. Given the location of these lights on traffic routes it would also be prudent to future proof the new lanterns to include sockets for the latest digital technology. This will help with any new emerging Smart Cities technology (such as sensors to help monitor and improve traffic flows, monitoring pollution levels or real time temperatures, rollout of Wi-Fi or extension of existing Long Range Wide Area Network (LoRaWAN) networks etc). This will need to be explored further with the Council's Information Management and Technology (IMT) team and the additional cost for future proofing sockets are not included in the cost estimate below.
- 4.5. The estimated cost of upgrading all 15,000 traffic route lights to LED with CMS is estimated at £10.5m based on a detailed business case. Although a significant investment, if all 15,000 traffic route lanterns are upgraded, the reduction in energy is estimated to be approximately 5m kWh per year, the energy cost saving is estimated at £820,000 per year (at current market rate) and carbon emissions

would be reduced by around 2,700 tonnes of CO2 per year. In addition, the annual saving due to maintenance would be £80,000, bringing the total annual saving to £900,000 at the current contract rates. The application of dimming profiles through CMS are predicted to bring an additional 20% saving to ongoing energy costs, over and above the £900,000. The payback period for this option would be 11.7 years.

- 4.6. An alternative funding scenario has also been considered. This option focusses on the Norwich Strategy area traffic routes only and would involve upgrading around 6,000 units to LED with CMS. The total estimated cost for this option would be £4.5m which would achieve an expected £409,000 annual revenue saving. The payback period for this option would be 11 years. Funding options are currently being explored and one potential option may be to secure funding through the Transforming Cities award for the Norwich area. If so, it could be further expanded to include non-LED residential areas too, generating further financial and environmental benefits.
- 4.7. The two options detailed in 4.2 and 4.6 are summarised in Table 2 below. It should be noted that funding for both options is not secured.

Option	No. of LED's	Approx Cost	Approx Annual Revenue Saving	Payback Period
A	15,000	£10.5m	£900,000	11.7 yrs
B	6,000	£4.5m	£409,000	11 yrs

Table 2: Summary of Improvement Options

- 4.8. Officers will continue to explore the options for future upgrades and if a realistic business case emerges, we will bring this back to Members for consideration.

5. Financial Implications

- 5.1. Street lighting is a significant energy user, accounting for a significant amount of the County Council's total use and costing around £2.1m each year for highway related lighting alone.
- 5.2. The Table in section 2.5 of this report details the financial and environmental savings achieved since the start of the Norfolk Streetlighting PFI contract in 2008. In total, to date cumulative financial savings of over £3m have been achieved in terms of energy reduction, nearly 35m KWh of energy savings have been achieved against the 2008 baseline, equating to a carbon saving of nearly 18,900 T. A further £500,000 has been saved through reduced maintenance costs for LED's.
- 5.3. As outlined in section 4, the next phase of initiatives would be the upgrade of 15,000 Traffic route streetlights to LED with CMS, combined with additional sockets for future proofing. This would cost £10.5m and as an invest to save initiative, would have a payback period of 11.7 years (given the annual revenue savings of £900,000).

- 5.4. An alternative option focusses on the Norwich Strategy area traffic routes only and would involve upgrading around 6,000 units to LED with CMS. The total estimated cost for this option would be £4.5m which would achieve an expected £409,000 annual revenue saving. The payback period for this option would be 11 years.
- 5.5. The funding sources for the options outlined in 5.3 and 5.4 above have not yet been identified. Options currently being explored are corporate invest to save funding, central government loans (such as Salix), or specific external funding opportunities such as Transforming Cities funding from the Department for Transport.
- 5.6. The extent to which each of the initiatives are able to deliver a cashable saving, as opposed to just mitigating the increased cost pressure to the service due to increasing energy prices, depends largely on the future prices in the energy market. This continues to be a significant pressure for the authority.

6. Issues and Risks

- 6.1. Regarding the legal implications; the provision of new street lighting is a discretionary power, not a duty, and the Courts have held that no liability arises where a local authority decides to withdraw street lighting for reasons of economy. However if there are non-natural obstructions in the highway introduced by the Council, such as street furniture, crossings or traffic calming features, then reasonable care is required to see that they are not a hazard to users of the highway.
- 6.2. Street lighting forms part of the local street scene. As such, the provision of street lighting can be an emotive issue. Consultations with local communities were carried out in advance of implementing part night lighting and there was a split between those in favour and those against. Further resistance to initiatives have been encountered when consulting on and implementing the removal of redundant street lights.
- 6.3. Some of the initiatives we have implemented have required a change to the existing PFI contract. To date, we have been able to reach agreement about amendments to enable new approaches/trials and initiatives to be delivered which were not originally identified when the contract was let, for example, part night lighting. In addition the government (HM Treasury) is committed to reducing the PFI revenue cost to local authorities through a centrally co-ordinated savings programme. The code of conduct for operational PFI contracts seeks to foster agreement between local authorities and their PFI partners to deliver efficiencies and savings on a voluntary basis.

Officer Contact

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

Officer name: Grahame Bygrave **Tel No.:** 01603 638561
Email address: grahame.bygrave@norfolk.gov.uk



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.

The terminology of street lighting technology

LED

A Light-Emitting Diode (LED) is a semiconductor device that requires less energy, lasts longer and it also requires less maintenance than the lights that were originally approved for the contract. They are more expensive to buy although the price has reduced in recent years. They are now an economic alternative over the long term.

CMS

A Central Management System (CMS) is a method of remotely controlling street lights using computer software to determine the way the street light or groups of street lights operate. The software is usually hosted by a commercial organisation that provides the end user with a computer control interface via the internet. The end user can then readily program, at any time, how they want the streetlights to operate. The communication between the CMS and the street lights utilises the internet and the mobile phone networks.

Trimming

Trimming refers to turning on road lights later in the evening and switching them off earlier in the morning commonly by the use of photo electric control units (PECU). Trimming takes advantage of shorter warm up times and greater brightness of modern lanterns to reduce lighting hours at the start and end of the night.

Dimming

Dimming refers to reducing the light output of a lamp by adjusting the amount of energy supplied to it. The older types of lamps are less dimmable than modern LED ones because there is a threshold where if the energy is reduced, the lamp will extinguish. LED lamps are capable of being dimmed down to 0%. Some dimming was included in the original contract but dimming can be substantially increased with LED's and CMS.

Part Night Lighting

This is when the street lights are turned off during the night for a period of time. (12am to 5am GMT)

Briefing note**Review of Street Lighting Standards/Lighting Classes****Background**

As the Standards and best practise guidance documents have been updated to reflect the performance of modern lighting equipment. The standards written into the Norfolk Streetlighting PFI contract, development specification for street lighting works and Norfolk County Councils policy on environmental lighting zones are now largely outdated.

WSP were commissioned to review Norfolk County Council street lighting policies to see if any operational savings could be made by updating the development specification for street lighting works and PFI contract. The Norfolk County Council Electrical Services team have reviewed this along with further analysis of the 2013 British Standard for highway lighting.

Current Situation

The County Council's development specification for street lighting works and Norfolk County Council's PFI Contract with Amey both currently reference the following standards:

- BS5489-1:2003
- BS5489-2:2003
- BS EN 13201-2:2003
- BS EN 13201-3:2003
- BS EN 13201-4:2003

These are all now superseded. The current revision of BS EN13201 was released in 2015, the current BS5489-1 was released in 2013 and BS5489-2 in 2016. The standards (and associated best practise guidance) were updated largely due to the mass adoption of LED lighting across the public and private sector. Of particular note within the updated standards are the application of S/P ratios. S/P ratios allow the lowering of lighting levels to differing degrees dependant on how well a specified light source renders colour.

Proposal

The WSP report "NCC 5168 – Norfolk County Council – Street Lighting Policy Review" recommends that traffic route lighting classes are reviewed in line with the current BS 5489. This enables reduced lighting levels where appropriate. The application of BS5489:2013 also allows lower lighting levels on subsidiary roads while still being compliant with applicable standards. This is achieved through the application of Scotopic/Photopic ratios, where high quality white light sources, such as LED, provide good colour rendering values. Through these measures further energy savings can be made, reducing energy costs as well as positively impacting on the environment through further carbon reduction and reduced light pollution in Norfolk.

It is also recommended that the development specification for street lighting works is revised to ensure that its requirements align with savings initiatives implemented since the last update. In turn future developments which require lighting will be more efficient in their use of energy through the use of LED luminaires, 'Part Night Lighting' (where appropriate), Central Management System (CMS) Nodes and the application of current British Standard.

Environment, Development and Transport Committee

Report title:	Brown Tourist Information Signs Policy
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe - Executive Director, Community and Environmental Services
<p>Strategic impact</p> <p>Brown tourism signs can help road users arrive at their destination safely, assist with traffic management on our network and help provide support to the local tourist economy.</p> <p>Maintaining a safe highways network and supporting the local economy aligns with the County Council visions to 'Build communities we can be proud of' and 'Making the most of our heritage, culture and environment.'</p>	

Executive summary

The Brown Signs Policy has been in effect for many years. During this time there have been a variety of reviews that have taken place to determine the criteria which is used today. To ensure that the policy remains up to date and reflects the objectives of the Council, the Chair and Vice Chair of the Environment, Development and Transport Committee have agreed that a review should take place.

The following report summarises the outcome of the review along with the associated recommendations outlined in part 1.

Recommendations:

To approve the updated policy document attached to this report which includes scope for signs to retail destinations.

1. Proposals

- 1.1. To update the policy to include scope for standard black and white signs to retail destinations.
- 1.2. We understand that brown signs have a recognised benefit for the local tourism economy and wish to support this as much as possible. However, it is recognised that this needs to be a balanced against the potential safety and environmental impacts that can result from too much signage. This approach is reflected in national guidance like the Department for Transport report 'Signing the Way' that recommends signage is kept to a minimum to reduce impact on the environment and avoid information overload for drivers. This is the approach taken by many other local authorities.
- 1.3. Where officers find that signage to a retail establishment would have a safety or traffic management benefit and not adversely impact the environment they would look to propose a black and white sign if they are not a recognised tourist venue. This will align with the policy used nationally on trunk roads (see 2.4.6), provide a solution to businesses who cannot provide recognised tourist accreditation and ensure that brown tourism signs continue to be recognised as tourist

destinations for road users.

- 1.4. As part of these proposals we propose to update the procedure used by officers so that assessment of any applications considered to be retail outlets should undergo further scrutiny before refusal, specifically looking if there are any potential traffic safety issues using recorded accident data and known traffic volumes.
- 1.5. Recent feedback suggested that clearer definition should be applied on what qualifies as a tourist destination. Therefore, we also propose to stipulate in the policy additional criteria where retail establishments may qualify as a tourist destination and ask the applicant to provide necessary evidence to support it as a tourist facility.
- 1.6. To avoid road 'clutter' we propose that we also add to the policy that where signage is approved, we would require any illegal/unauthorised signage to be removed.
- 1.7. As is common with the policies used by most local authorities, eligibility does not equate with a right to have a sign and Norfolk County Council may refuse a sign if there are safety or environmental concerns.

2. Evidence

2.1. Current policy

Norfolk County Council's current brown signs policy is based on advice from the Department for Transport. It recognises how brown signs can help support the local tourist economy.

Eligible venues are classified as being a tourist attraction or a tourist facility.

The policy states that the main purpose of brown signs should be to direct traffic safely and effectively to tourist destinations, primarily in the latter stages of the journey. It also states that these signs should not be used for advertising purposes and this should only be a secondary effect.

Currently, retail outlets, shops or shopping centres, garden centres and exhibition centres are considered ineligible for brown tourism signs as per the national guidance.

2.2. Applications and Feedback received

- 2.2.1. Since April 2016 we have assessed 26 applications for brown tourism signs. Some of these were to request changes to existing signage.

16-17	13 applications
17-18	6 applications
18-19	7 applications

Of these brown sign applications, one business was turned down because as a retail outlet they do not meet the current criteria for brown signs; a public house application was turned down as they were already situated on an A road; and a B&B/restaurant was turned down as it was located in a town centre which is

already signed.

- 2.2.2. In November 2018 Norfolk County Council received a request to review the brown signs policy after a business was refused a brown sign on the basis that they were a retail outlet. The owners felt that the retail outlet was an attraction for tourists and sited safety concerns for visitors who miss the turning off the main A-road. The issue was raised by Members and prompted this review to ensure that we take into account the potential benefits to the Norfolk economy.

2.3. **Previous Reviews**

The current policy was first endorsed by Members in 2000 with subsequent reviews taking place in 2010 and 2016. In 2010 the main change was to reduce the associated fee to £150 as it remains today. In 2016 the main changes were relating to simplifying and improving the process. In both cases, the policy relating to assessment criteria remained the same and Norfolk policy continued to apply the guidance outlined by the Department for Transport.

2.4. **Industry guidelines**

2.4.1. *Department for Transport (DfT) review of signs policy*

Following a major review of traffic signs policy, the DfT published the policy paper 'Signing the Way' in October 2011. This policy recommended that authorities should seek to reduce sign clutter. The reasoning for such an approach was described in the DfT Traffic Advisory Leaflet (January 2013) that 'Over-provision of signs can have a detrimental impact on the environment and can dilute more important messages if they result in information overload for drivers.'

- 2.4.2. 'Signing the way' also referenced a working group that was established to 'simplify and streamline the decision-making process for delivering brown tourist signs to ensure the strategic needs of the tourism industry are considered.' The working group programme started in 2011 with a view to 'help reduce sign clutter by providing a clear definition of what constitutes a tourist destination to guide local decision-making on the need for signing'.

- 2.4.3. The Traffic Signs and General Directions 2016 now defines a tourist destination to assist authorities in determining eligibility for a brown sign. They state that because VisitEngland did not recognise establishments that qualify for brown signs in the same way as VisitScotland and VisitWales that this exposed 'English traffic authorities to pressure from private enterprises, such as retail parks, to represent their business as tourist destinations on traffic signs. This inevitably contributed to sign clutter.'

- 2.4.4. The Traffic Signs and General Directions 2016 definition of "tourist destination" reads:

- (a) a Tourist Information Centre or Point;
- (b) a permanently established attraction or facility (other than a leisure facility) which:
 - i. attracts or is used by visitors to an area;
 - ii. is open to the public without prior booking during its normal opening hours; and
 - iii. (iii) is recognised as a tourist attraction or facility by the appropriate

- national promoter of tourism;
 - (c) a village, town or city that is of particular interest to tourists;
 - (d) a route that is of particular interest to tourists.
- 2.4.5. The signing review also led to an update to TD52 (TD 52/17) in the Design Manual for Roads and Bridges which covers 'Traffic Signs to Tourist Destinations and Leisure Facilities in England'. The guidance, used by Highways England, explains that the main purpose of tourist signing is to guide visitors to their intended tourist destinations in the latter stage of their journey and that this is mainly for traffic management reasons. They give priority to tourist destinations with the greatest traffic management or safety needs. They advise retail outlets are not eligible for brown tourist signs and are instead covered by policy in 'TD 53/05' (see below).
- 2.4.6. TD 53/05 Traffic Signs to Retail Destinations and Exhibition Centres in England and Wales specifies that "Retail destinations and exhibition centres shall only be considered for signing where there are clear traffic management or safety reasons. In such cases only standard directional signing as prescribed by the TSRGD shall be used for new or replacement signs"
- "They should not be used to circumvent planning control of advertisements, nor as a substitute for good marketing material." It continues, "As a general principle the owner is expected to advertise the retail destination or exhibition centre, the opening times, the location, accessibility by road and public transport, in newspapers and leaflets and on web sites."

"Provision shall be conditional on the removal of any advertisement signs adjacent to the highway, together with any unauthorised advertising materials"
- 2.5. **Benchmarking**
 - 2.5.1. An exercise was carried out to determine the approach taken by other local authorities towards brown tourism signs. For this review the policies of ten authorities, with similar socio-economic characteristics as Norfolk, were reviewed.
 - 2.5.2. All of the authorities we looked at offered the provision to apply for brown tourism signs and all of them required an initial assessment or application fee to review and assess the application. The costs of this fee vary from £75 to £400. The average over the ten authorities reviewed is £150.60.
 - 2.5.3. Multiple authorities use the definition in the Design Manual for Roads and bridges which defines a tourist destination as being 'a permanently established destination or facility that attracts or is used by visitors to an area and is opened to the public without prior booking during normal opening hours.' Most refer to national guidance in how they shaped their policy.
 - 2.5.4. Another common theme amongst the authorities was listing the types of 'attraction' or 'facility' which would be eligible to apply. 9 out of 10 authorities specified qualifying criteria for each type of tourist attraction and facility, with most requiring evidence from the applicant to support that they meet the defined criteria. This includes evidence of publicity, adequate parking and on-site facilities.
 - 2.5.5. All ten authorities specify that eligibility does not mean entitlement. This is

consistent with the national guidance where onus is put on safety, traffic management and the environment.

- 2.5.6. Nine out of ten authorities make clear in their guidance that the purpose of brown tourism signs is to direct business and leisure travellers to the location of a tourist attraction or tourist facility and not to advertise it.
- 2.5.7. All ten authorities specify that certain retail outlets would not normally be signed. Many reference the guidance referenced in 2.4.5 which states 'Retail parks, shopping centres and exhibition centres should not in future be considered for signing using white on brown signs.'
- 2.5.8. Some authorities add the provision that some retail outlets, such as garden centres, could be classified as a tourist destination if they are of particular interest to the tourism market and have facilities and features that are specifically aimed at tourists; have adequate toilet facilities and be able to offer light refreshments where appropriate and should offer either tours/demonstrations or interpretive displays for tourists. They go on to specify evidence would be required and final decision would be down to the authority.
- 2.5.9. Other authorities have taken a similar approach to that specified for trunk roads in the Design Manual for Roads and Bridges. In this case, the authorities have specified that if there are safety or traffic management concerns they would look at normal directional signing as an alternative solution.

3. Financial Implications

- 3.1. All new applications and any resulting works to design, install or alter tourist or leisure signs on motorways and all-purpose trunks roads shall be funded by the applicants pursuant to section 278 of the Highways Act 1980.
- 3.2. The proposal to extend the scope of eligible venues for signage could result in an increased volume of applications and therefore resources required to deal with these. However, it is unclear the exact impact of the changes that will be applied and the recommendation is to review costs again once the policy has been applied in the live environment.
- 3.3. It is recommended that we do not change the assessment fee of £150. This fee was found to be around average of those authorities reviewed. However, this fee will be reviewed annually to ensure that the County Council's costs are covered.

4. Issues, risks and innovation

- 4.1. Any assessment should always consider the safety and traffic management in the given area. If there are concerns around the impact of additional signage the highway authority should decline the application or find suitable alternatives.
- 4.2. We should be conscious of the findings in reviews like 'signing the way' to ensure we create a good balance between promoting our tourist industry and keeping the impact on the environment and driver confusion to a minimum.
- 4.3. There could be an increased volume of applications and work load as a result of expanding the eligibility criteria. It is unclear on expected volumes but should be monitored for subsequent future review.

5. Background

- 5.1. [Traffic Signs Policy Paper: Signing the Way](#)
- 5.2. [Dft Traffic Advisory Leaflet 'Reducing Sign Clutter'](#)
- 5.3. [Traffic Signs and General Directions 2016](#)
- 5.4. [Design Manual for Roads and Bridges TD 52/17 – Traffic Signs to Tourist Destinations and Leisure Facilities in England](#)
- 5.5. [Design Manual for Roads and Bridges TD 53/05 – Traffic Signs to Retail Destinations and Exhibition Centres in England and Wales – Trunk Roads](#)
- 5.6. [Section 278 of the Highways Act 1980](#)

Officer Contact

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

Officer name: **Grahame Bygrave** Tel No.: **01603 638561**
Email address: grahame.bygrave@norfolk.gov.uk



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.



Brown Tourist Signs

Last Updated: March 2019 (Pending approval)

Introduction

The following document outlines Norfolk County Council's Brown Tourist Sign policy. This policy takes into account national guidance and regulations but also recognises how such signage can support the local tourism economy.

The main purpose of brown tourist signs is to direct traffic safely and effectively to tourist destinations in the latter stages of their journey working alongside existing road signing on the highway network. Visitors to a venue should plan their route accordingly. Brown signs can also highlight facilities that a tourist would not reasonably expect to find in that location and can help tourism and local economies.

A tourist attraction is defined as a permanently established destination that attracts, or is used by visitors to an area. It is open to the public without prior booking during its normal opening hours. Tourist destinations are generally signed from the nearest main distributor road.

This guidance will help you understand the Brown tourist sign eligibility criteria, the application process, assessment process, outline costs, delivery process and timescales. NCC do not deal with Trunk Road signing on the A11 and A47. This is a matter for Highways England.

Contents

1. Criteria/Eligibility
2. Applying for Brown Signs
3. Assessment
4. Costs for Design and Installation

1. Criteria/Eligibility

1.1. A tourist destination is defined in the Traffic Signs and General Directions 2016 as:

- (a) Tourist Information Centre or Point;
- (b) permanently established **attraction** or **facility** (other than a leisure facility) which:
 - i. attracts or is used by visitors to an area;
 - ii. is open to the public without prior booking during its normal opening hours; and
 - iii. (iii) is recognised as a tourist attraction or facility by the appropriate national promoter of tourism;
- (c) a village, town or city that is of particular interest to tourists;
- (d) a route that is of particular interest to tourists.

An attraction is a place people visit for pleasure and interest, for example:

- **Theme park**
- **Historic building**
- **Museum**
- **Zoo**

A facility is a tourist amenity, for example:

- **Camping ground**
- **Picnic site**

It is not possible for every tourist destination to be signed due to the number and variety of tourist destinations. Occasionally Norfolk County Council cannot agree to provide tourist signs, even where the destination is eligible.

1.2. Requirements of eligible tourist attractions/facilities

As part of this policy there are further requirements for eligible tourist destinations to ensure we maintain a good quality standard for brown tourism signs. These are listed below.

Tourist attractions (Theme park, historical property, museum, zoos or leisure complex)

- Adequate facilities such as toilets, refreshments, litter control etc., are available at or within the immediate vicinity of the attraction
- A quality attraction mark through national or regional tourist boards.
- Publicising the attraction and informing visitors of the appropriate route
- Adequate on-site parking available. Off-site parking should be within 300 metres of the facility.
- Property and sites in the ownership and care of English Heritage or the National Trust are acknowledged as tourist attractions

Tourist facilities (Sports / leisure venue, concert venue, serviced accommodation, cinema and theatres, sports facility, picnic site.)

- Adequate facilities such as toilets, refreshments, litter control etc., are available at or within the immediate vicinity of the attraction
- Publicise the facility and inform visitors of its location
- Adequate on-site parking should be available. Off-site parking should be within 300m of the facility.
- Where possible supporting evidence that the facility attracts a significant number of visitors

In addition, camping and caravan parks should;

- Be licenced under the Caravan Sites Control of Development Act 1960 and/or the Public Health Act 1936
- Have a minimum of 15 pitches available for casual overnight use.
- Visit Britain quality grading scheme

1.3. **Ineligible venues**

As per National guidance brown tourism signs will not be considered for the following venues:

- Retail outlets
- Shops or shopping centres
- Garden centres
- Exhibition centres or conferencing facilities

(NB: Retail destinations who feel they qualify as a tourist destination should provide evidence as outlined in the requirements in 1.2 of this document.)

Norfolk County Council will consider retail destinations for signing where there is a clear traffic management or road safety concern. Officers will consult recorded accident data and other information to make this assessment. In such cases standard directional signing (black letters, white background) shall be used in accordance with traffic sign regulations.

The main purpose of providing signs to retail destinations is to guide drivers to their intended destination along the most appropriate route during the latter stage of their journey, particularly where the destination or entrance may be difficult to find or challenging in terms of highway safety.

We can advise applicants accordingly as to whether their business can be signed in this way and the associated costs.

It is recognised that traffic signs to retail destinations are perceived to be effective marketing tools by businesses. This is not the purpose of such signs. There are other avenues available to advertise and promote businesses. Signing should be used where this will benefit road users (i.e. as an aid to navigation and for safety traffic management reasons).

2. Applying for Brown Tourism Signs

- 2.1. Applicants that feel they meet the criteria outlined in this document should complete the online application form and pay the assessment fee of £150.

We appreciate that applicants want signs in place for the summer season, with this in mind applications received during the autumn or winter months are best.

If further assistance is required applicants can contact our Customer Service Centre at highways@norfolk.gov.uk. More detailed questions may be forwarded to a local Highways Engineer.

3. Assessment

3.1. When assessing applications we will consider if:

- There is a clear and identifiable traffic or pedestrian need for signs.
- The venue is recognised as a tourist destination as outlined in section 1 of this document.

3.2. We will also take the following into account when assessing applications

- The signing is required over and above that to the nearest local parish or village or town with existing sign provision, or the venue is within a Parish or Town destination.
- Tourist destinations are generally signed from the nearest main distributor road. (Generally A or B class roads).
- Measures should already be in place to assist in finding the establishment.
- The environmental impact of new signs within AONB, The Broads and Conservation Areas needs more careful consideration. Smaller scale signs or pedestrian signs may be appropriate.
- The amount of signing is proportionate to the road network and volume of traffic likely to visit the venue and takes account of its environmental impact.
- Brown Tourist Signs may indicate facilities that a tourist would not reasonably expect to find in that location.
- Any advertising benefit should be regarded as a secondary effect.
- Norfolk County Council operate a policy to reduce sign clutter on the highway. All requests will be assessed against this policy.
- Existing sign face legends/arrangements/content and whether additional information can be added without over burdening the number of destinations.
- Whether the destination qualifies for retail destination signing.

3.3. On approval we provide an initial outline of the following;

- Sign design, (including symbols if appropriate) with the locations of signs.
- Agree whether new signs or amendments to existing signs are required.
- Cost estimate / timescales for the work.

Decisions on the provision of signing to individual destinations should be considered on their merits and will depend on local circumstances. Priority for signing will be given to destinations which attract larger volumes of traffic and which cannot be reached by following existing route hierarchy signs to a parish, town or city which appears in the address. Retail destinations that can be identified in this way will not normally be signed on the main A/B network unless specific route guidance is necessary.

Norfolk is predominantly a rural County and environmentally sensitive so sign clutter is something we want to avoid. As such we will always aim to minimise the size and number of signs we add to our highway network.

We understand our proposals may not always accord with applicants needs and can discuss further whether amendments are feasible.

On occasion we may not be able to support an application. We will provide an explanation of our reasons for the decision.

3.4. **Timescales**

We will guide applicants through the process and understand the need to provide a transparent, timely and cost effective service.

- Pre submission advice can be sought by calling our Customer Service Centre
- Once we have received your application, in most cases, we will aim to give you a decision and a draft outline of signing proposals within 2- 4 weeks.
- Simple signing schemes packages can be prepared and delivered within 6-8 weeks on receipt of payment.
- More complex schemes may take around 8-12 weeks on receipt of payment.

4. **Costs for Design and Installation**

4.1. Applicants need to cover the cost of any agreed tourist signs.

A simple signing scheme sign may cost from £800-£3000 to design and install, depending on the size and number of signs. More complex schemes can cost over £10000. Many design options are available; Norfolk County Council have provided these costs to give you an indication of your possible outlay.



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.

Brown tourist signs – application form

Please read the enclosed notes before completing the application. Decide, from Note 1, the category of tourist destination. Answer the questions relating to that category, providing as much relevant information as possible.

Tourist Destination:- _____

Address:- _____

_____ **Postcode:-** _____

Telephone:- _____ **Mobile:-** _____

Email _____ **Fax** _____

Category of Tourist Destination (see notes):- _____

- **Tourist Attractions**

Is the attraction recognised by the English/Regional Tourist Board (enjoy England)? (please supply evidence)

Do you hold any quality in tourism marks (i.e. rose, crown awards)? (please supply evidence)

- **Tourist Facilities**

If a refreshment facility, how many seats available?

If serviced accommodation, who has inspected the facility and what is their rating? (please supply evidence)

Please supply evidence that the establishment is a quality tourist destination

- **Camping and Caravan Parks**

How many casual overnight pitches are available?

Please supply evidence that the site is licensed.

- **All Categories**

What facilities are available? (please continue overleaf if necessary)

- | | |
|----------|----------|
| 1. _____ | 4. _____ |
| 2. _____ | 5. _____ |
| 3. _____ | 6. _____ |

What car parking facilities are available and how close are they to the tourist destination?

What steps have been taken to publicise the tourist attraction and how are visitors informed of the location? (please supply evidence)

Approximately how many visitors per year?

What are the opening times? Include seasonal opening times.

Is the tourist destination open to members of the public without pre-booking?

I certify that the above information is correct and I have read and agree with Norfolk County Council's brown tourist sign conditions. I also agree to abide by the decision of Norfolk County Council.

Signed:- _____ Dated:- _____

Print Name:- _____ Position:- _____

Please attach the following:-

1. Information in support of this application as requested above.
2. Payment of £150 to cover the cost of the assessment of this application. Please make cheques payable to Norfolk County Council.

Environment, Development and Transport Committee

Report title:	Recommendations of the Greater Norwich Partnership (GNDP) Board
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact Working in partnership across Greater Norwich will help to deliver infrastructure to enable economic growth, housing and jobs	

Executive summary

The Greater Norwich Development Partnership (GNDP) Board oversees the production of the Greater Norwich Local Plan (GNLP) and makes recommendations for consideration by each of the partners. A meeting of the Board took place on 29 January 2019. The main report considered by the Board outlined a proposed approach to developing an overall strategy for the distribution of growth to inform the draft Greater Norwich Local Plan. The Board agreed the proposed approach which combines elements of urban concentration; dispersed growth to sustainable locations in more rural parts; and, supporting the Cambridge Norwich Tech corridor.

Recommendations:

- 1. Members are recommended to support the GNDP Board's endorsement of the proposed approach for developing the planning strategy for growth for the Draft Greater Norwich Local Plan to be consulted on in Autumn 2019.**

1. Proposal

- 1.1. The Greater Norwich Development Partnership (GNDP) Board oversees the production of the Greater Norwich Local Plan and makes recommendations for consideration by each of the partners. Cllrs Wilby, Clancy and East are members of the GNDP Board. A meeting of the Board on 29 January 2019 considered a proposed approach to developing an overall strategy for the draft Greater Norwich Local Plan. The Board also noted a high-level summary of responses received on a recent sites consultation. This report to ETD Committee does not repeat the details of the GNDP Board reports which can be found at <http://www.greaternorwichgrowth.org.uk/dmsdocument/2525> with an additional illustrative diagram and addendum at <http://www.greaternorwichgrowth.org.uk/dmsdocument/2527>
Due to the timing of the meetings, this Committee Report has been written without the benefit of agreed minutes of the Board meeting.
- 1.2. In summary, the Board agreed the proposed strategic approach which combines three key elements of options that were subject to consultation in 2018 i.e. urban concentration; dispersed growth to sustainable locations in more rural parts;

and, supporting the Cambridge Norwich Tech corridor. The Board report suggests indicative scales of growth that flow from this approach, in locations across the three districts. It notes that this proposed strategic distribution is a starting point to guide more detailed work on the draft GNLP. Subject to the outcome of this more detailed analysis, it may be necessary to amend the strategy.

2. Financial Implications

- 2.1. There are no direct financial implications of this consultation. Staff support is managed through existing resources.

3. Issues, risks and innovation

- 3.1. There are no other significant issues that arise from this decision. This kind of partnership remains innovative.

4. Background

- 4.1. The County Council has been working successfully in partnership across the Greater Norwich area for a number of years through the GNDP and the Greater Norwich Growth Board. Working in partnership helps bring significant infrastructure investment to the area.
- 4.2. The GNDP Board oversees the production of the Greater Norwich Local Plan (GNLP) for Broadland, Norwich and South Norfolk. The Board is not a decision-making body and its recommendations are considered by each of the partners. While the plan making responsibility remains with the district councils, in the spirit of partnership, the County Council, through the EDT Committee, endorse the recommendations of the Board as appropriate. Service departments are engaged at appropriate times in the development of the draft plan. Membership of the GNDP helps us discharge our responsibilities under the “duty to co-operate” and demonstrates unity of purpose, supporting the delivery of economic growth and infrastructure in the Greater Norwich area.
- 4.3. Over the next few months the partnership will be developing policies with a view to a consultation on a draft Local Plan, setting out the preferred approach later in 2019. As the plan develops it should support County Council policies and priorities. The Local Plan will reflect progress on transport infrastructure such as the Norwich Western Link and support economic development. The County Council’s health and transport agendas would seek to ensure that any new estate scale housing allocations are located to promote active travel and provide for safe routes to schools.

Officer Contact

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

Officer name : Phil Morris

Tel No. : 01603 222730

Email address : phil.morris@norfolk.gov.uk



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.

Environment Development and Transport Committee

Report title:	Norfolk County Council's Planning Obligations Standards (April 2019) - Update
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact Norfolk County Council is a statutory consultee on housing and other commercial planning applications determined by District Councils and therefore has the opportunity to comment and influence the final decision. In particular the County Council as a consultee can seek to secure necessary infrastructure and services needed to mitigate the impact of any proposed new development. The Planning Obligations Standards provide a clear and effective mechanism for securing developer funding towards County Council infrastructure and services impacted by new development.	

Executive summary

The purpose of this report is to consider the proposed amendments/updates to the County Council's Planning Obligations Standards (2019). The Standards were first introduced in 2000 and have been updated annually thereafter. The key amendments proposed to the 2019 Standards, include:

1. Reference to the October 2018 Budget Statement and the Government's proposals for reforming Planning Obligations (December 2018);
2. Updated Demographic multipliers relating to pupil yields arising from new housing based on local evidence;
3. Updated education cost multipliers - based on Department for Education figures;
4. Reference to health care matters and the agreed Countywide Health Protocol;
5. Updated contributions for fire hydrant provision – awaiting final figures.

In addition, minor amendments have been made to the supporting text of the Standards for clarification purposes including reference to the County Council's Travel Plan Guidance.

Recommendations:

1. **It is recommended that the amended Standards set out in the Appendix are adopted from 1 April 2019 (including updated Fire hydrant figures) and that officers write to the respective District Councils to inform them of the new Standards**

1. Proposed amendments to Standards

- 1.1. Planning obligations provide a means of securing developer funding towards infrastructure needed to support and mitigate the impact of proposed new development. The purpose of this report is to consider proposed amendments to the County Council's Planning Obligations Standards, which were first introduced in 2000 and have been subsequently updated on an annual basis thereafter. The Standards primarily cover developer funding towards education, library and fire service provision required as a consequence of new residential

development. Highway and transport infrastructure while referred to in the Standards are not directly covered by any standard costs as they are negotiated on a site by site basis and generally use different legislation to secure developer funding towards transport infrastructure (Section 278 of Highways Act 1980).

1.2. The proposed changes to the Standards include:

a. **Planning Obligations – National Reforms**

1.3. Following the announcement in the Budget (29 October 2018) the Government has confirmed that it will introduce a simpler system of developer contributions. In December 2018 the Government published a technical consultation on Reforming Developer Contributions, with the key reforms being “proposed” covering:

- Lifting the pooling restrictions on Section 106 i.e. allowing more than five such S106 agreements to contribute towards a single piece or type of infrastructure. In particular the Government accepts the argument that lifting the pooling restriction in all areas would remove barriers to development and could in some circumstances give local planning authorities the ability to secure more funding through s106 to deliver the infrastructure needed to support development;
- Allowing Local Planning Authorities to use both S106 agreements and the Community Infrastructure Ley (CIL) to fund the same infrastructure;
- to clarify how S106 planning obligations can be used for monitoring specifically permitting Local Authorities to charge for monitoring obligations; and
- Introducing Infrastructure Funding Statements, whereby Local Authorities set out their infrastructure priorities and delivery as well as showing how monies received have been spent.

It should be noted that there are no proposals to amend the current legal tests (Reg 122) surrounding the use of planning obligations and which continue to be cited in the County Council’s Standards (see paragraph 2.1 below).

1.4. Until the new final Regulations are published, Local Authorities will need to continue to assess very carefully any contributions they seek with a view to minimising the need to pool contributions. Where pooling is deemed necessary, the County Council will ensure that this is compliant with the current CIL Regulations by identifying a specific project and/or type of infrastructure the obligation will be pooled towards and limiting the number of contributions.

1.5. The County Council will amend these Standards to reflect the above proposals once the new CIL Regulations have been formally introduced by Government.

Education

1.6. The County Council’s demographic multipliers, used to calculate the number of children arising from new housing development, have been updated several times since 2000 when the Standards were first introduced. The current multipliers were last updated in 2013. The table below shows the proposed new multipliers (using 2018 data), which are based on an assessment of the number of children arising from over 11,500 new dwellings in Norfolk, using:

- School Census data – providing child date of birth by postcode and supplemented by data covering Academy and Free Schools; and
- Health Authority data covering the registration of children at Doctor’s surgeries.

Age Range (year cohorts)	Existing Multiplier (2012 base)	New Multipliers (2019) (%) Difference
	Number of children per 100 new houses	
Early Education 2 – 4 (2)	9.6	9.7 (1.04)
Primary 4-11 (7)	26.1	28.1 (7.67)
High 11 – 16 (5)	17.3	14.5 (-16.18)
Sixth Form 16 – 18 (2)	1.7	1.5 (-11.76)
Total	54.7	53.8 (-1.64)

- 1.7. The above figures show a slight overall decrease (1.64%) in the likely number of children arising from new housing development with an increase in the Primary sector (7.67%) and a more significant decrease in the high school level (16%). These figures are kept under review and will be updated where there are significant changes.
- 1.8. In addition to the above demographic multipliers, the costs multipliers per pupil place have been updated to reflect more up-to-date figures from the Department for Education (DfE). Previous cost figures were originally introduced in 2009. The Table below shows the new cost multipliers per pupil place along with the cost per house, which takes into account the new demographic multipliers:

Age Range (year cohorts)	Cost multiplier per pupil	Cost per dwelling	Cost multiplier per pupil	Cost per dwelling	% Difference per dwelling
	2018		2019		
Early Education 2 – 4 (2)	£11,644	£1,118	£14,022	£1,360	17.79
Primary 4-11 (7)	£11,644	£3,039	£14,022	£3,940	29.64
High 11 – 16 (5)	£17,546	£3,035	£15,664	£2,271	-25.17
Sixth Form 16 – 18 (2)	£19,029	£323	£15,664	£235	-27.24
Total		£7,515		£7,806	3.87

- 1.9. Taking into account the changes in both the demographic multipliers and the cost multipliers this equates to an overall increase in the cost per dwelling of just under 4%.

c **Health Care**

- 1.10. The proposed updated Standards now refer to the County Council's public health role, and while it is unlikely that contributions will be sought in this regard it gives the County Council an opportunity to influence the design and make-up of any proposal. It should be noted that under the agreed Norfolk Strategic Planning Framework sit a series of agreements including a County-wide Health Protocol

(Agreement 20), which commits Local Planning Authorities (LPAs) to engage with all the relevant health care and social care partners; commissioning bodies; as well as the County Council on relevant planning applications.

It will be up to the individual LPAs, as determining authorities, to decide whether or not to seek S106 contributions for specific health care projects such as doctors' surgeries / medical facilities providing they meet the test legal tests set out in the CIL Regulations (2010 as amended) (See Paragraph 2.1 below). Clearly there is a limited "developer pot" available and the wider the contributions net is spread, the more of a squeeze this could have on other infrastructure, including for schools and transport infrastructure.

d Fire Service Provision

- 1.11. Change in the costs of fire hydrants - At the time of drafting this report the exact figure has not been published. It is recommended that providing any increase is not significant that officers be delegated to incorporate the revised figure into the finalised updated Standards.

e Other amendments

- 1.12. In addition, minor amendments / updates to the supporting text have been made for clarification purposes including, for example, references to the 2018 National Planning Policy Framework (NPPF) and in particular the use of viability assessments. The updated Standards also now refer to the County Council's Travel Plan Guidance.
- 1.13. The amended Standards are attached to this report (see Appendix).

2. Evidence

- 2.1. The Standards must satisfy the legal tests set out in the CIL Regulations (2010) as amended (Reg 122), which state that any developer funding sought must be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and be
- Fairly and reasonably related in scale and kind to the development.

NB there are no proposals to amend these "tests" in the Government's latest consultation on Planning Obligations.

- 2.2. In addition to the above legal requirements further restrictions are currently placed on the use of S106 agreements (Town and Country Planning Act 1990) as set out in the CIL Regulations (Reg123 (3)), which only allows up to five obligations to be "pooled" towards a single infrastructure project or type of infrastructure. As indicated above the Government has signalled its intention to lift the pooling restrictions set out in the existing CIL Regulations and the Standards will be amended when the new Regulations are implemented. However, for the time being the Standards must comply with existing CIL Regulations and have regard to the pooling restriction.

3. Financial Implications

- 3.1. **Finance** : The proposed amendments will ensure that S106 contributions continue to be sought effectively in order to address the impacts on County Council services arising from new development. Members will be aware that there is a limited developer "pot" and that contributions sought by the County Council must relate to those areas where the Authority has a statutory role e.g. education, transport and libraries.
- 3.2. **Staff** : There are no immediate staff implications.

4. Issues, risks and innovation

- 4.1. **Legal Implications** : Contributions sought in S106 agreements must be compliant with the legal tests set in Reg 122 of the CIL Regulations (2010). The County Council's Planning Obligations Standards are considered to be compliant with these tests and specific reference to them is made in the Standards.
- 4.2. **Human Rights** : None at this stage
- 4.3. **Equality Impact Assessment (EqIA)** : The Council's Planning functions are subject to equality impact assessments. No EqIA issues have been identified.
- 4.4. **Any other implications** : Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.
- 4.5. **Section 17 – Crime and Disorder Act** - There are no immediate implications.
- 4.6. **Other areas of the County Council likely to be impacted by the proposal**

The amendments proposed provide greater certainty for securing developer funding particularly towards education provision. These Standards have been prepared with other service departments.

5. Background

- 5.1. Since the Planning Obligations Standards were introduced in 2000 the County Council has entered into some 449 (January 2019) Section 106 agreements covering education, library and fire hydrant provision and these are worth just under £152 million. To date contributions of over £54 million have been paid to the County Council by housing developers towards the above County infrastructure. It is also worth noting that in this period developer contributions secured through either S106 or S278 agreements towards highway and transport schemes has exceeded £77 million (June 2018). In addition, around £5 million has been secured since 2015 towards travel planning. Therefore, in total since 2000 the County Council has secured developer funding towards its own infrastructure and services worth over £234 million (January 2019). The County Council produces an annual Planning Obligations Monitoring Statement setting out the above figures and where money has been spent in more detail (see link <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/planning-applications/planning-obligations>). This Monitoring Statement is consistent with the Government's proposals for Local Authorities to prepare an Infrastructure Funding Statement.
- 5.2. Planning obligations remain an important mechanism for the County Council to secure funding towards its infrastructure and services impacted by new housing and other commercial development. While CIL has replaced planning obligations in the Greater Norwich Area (Norwich, Broadland and South Norfolk) and parts of West Norfolk, in the remaining Local Planning Authorities areas planning obligations remain the only effective means of securing developer funding to mitigate the impact of new development.
- 5.3. In those areas where CIL is already in place or is likely to be introduced, there will remain a need for planning obligations, either in order to deal with land transfers (such as for new schools) or for securing funding for infrastructure on major sites where CIL may have been deemed unviable. Moreover, under the Government's planned reforms there are proposals for allowing planning obligations to be used alongside CIL and as such these Standards continue to be relevant and necessary.

Background Papers

Community Infrastructure Levy Regulations (2010):

(<https://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>)

Town and Country Planning Act (1990):

(<https://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>);

Highways Act 1980:

(<http://www.legislation.gov.uk/ukpga/1980/66>)

Planning Obligations Monitoring statement (July 2018)

(<https://www.norfolk.gov.uk/rubbish-recycling-and-planning/planning-applications/planning-obligations>)

National Planning Policy Framework (2018):

(<https://www.gov.uk/government/collections/revised-national-planning-policy-framework>)

Officer Contact

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

Officer name: Stephen Faulkner **Tel No.:** 222752

Email address: stephen.faulkner@norfolk.gov.uk



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 1

INFRASTRUCTURE, SERVICE AND AMENITY REQUIREMENTS FOR NEW DEVELOPMENT

Draft

Planning Obligations Standards

April 2019

General enquiries should be made to Stephen Faulkner (Principal Planner) on 01603 222752 (email stephen.faulkner@norfolk.gov.uk) or Laura Waters (Planner) on 01603 638038 (email laura.waters@norfolk.gov.uk) or Naomi Chamberlain (Trainee Planner) on 01603 638422 (naomi.chamberlain@norfolk.gov.uk)

Infrastructure, Service and Amenity Requirements for New Development

Norfolk County Council Standards – April 2019

1.0 Introduction

1.1. The purpose of this document is to set out clearly the planning obligations requirements the County Council may seek in association with new development. These standards apply to the following County Council services:

- Children's Services
- Library
- Fire Service
- Community Services – Adult Care
- Green Infrastructure and Public Rights of Way
- Other Potential Infrastructure e.g. Household Waste Recycling Facilities

1.2. The highway and transport infrastructure and services directly required from new development will continue to be negotiated on a site by site basis (see section 9).

1.3. Other infrastructure and service requirements will be sought by District Councils for affordable housing, play space, open space etc. A list of District Council contacts is set out in Section 11. In addition other service providers, such as the Police and the various Health Bodies may also seek developer contributions towards improvements to their services.

2.0 National Guidance

2.1 All infrastructure requirements must now be compliant with the legal tests set out in the Community Infrastructure Regulations (2010) (as amended) (Reg 122) and be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

2.2. The County Council recognise the current restrictions/limitations placed on the use of planning obligations with regard to the pooling of contributions as set out in Reg 123 (3) of the CIL Regulations (as amended 2014). These restrictions came into force on 6 April 2015 and limit the amount of pooling of S106 contributions by a local authority to no more than five obligations providing “for the funding or provision of that project, or provide for the funding or provision of that type of infrastructure”.

2.3 However, following the announcement in the Budget (29 October 2018) the Government has confirmed that it will introduce a simpler system of developer contributions including “removing all restrictions on Section 106 pooling towards a single piece of infrastructure”. In particular “the Government accepts the argument that lifting the pooling restriction in all areas would remove barriers to development, and could in some circumstances give local planning authorities the ability to secure more funding through s106 to deliver the infrastructure needed to support development. (Paragraph 24 Ministry of Housing, Communities and Local Government – Government Response to Supporting Housing Delivery through Developer Contributions – October 2018).

2.4 While the Government has clearly signalled its intent to remove the above pooling restrictions, this will only come into force once new CIL Regulations are put in place following on from the Government’s Technical Consultation on reforming Developer Contributions (December 2018).

2.5 The County Council will therefore continue to assess very carefully any contributions it seeks with a view to minimising the need to pool contributions. Where pooling is deemed necessary, the County Council will ensure that this is compliant with the current CIL Regulations by identifying a specific project and/or type of infrastructure the obligation will be pooled towards (See education and Library sections below). Where an obligation is required and pooling cannot be achieved the County Council may be forced to raise an objection to the proposed development as the existing infrastructure may be unable to cope with the increased pressures arising from the new development. However, in some instances, where the concern relates to Highways & Transport infrastructure, it may be possible deliver mitigation through multiple S278 Agreements.

2.6 The County Council will amend these Standards once the new CIL Regulations have been introduced, but will continue to set out clearly where developer funding will be spent (i.e. indicating what infrastructure type / project developer contributions will be spent on in line with the above legal test set out in Reg 122 of the CIL Regulations).

2.7. The County Council will provide a detailed justification/explanation of any contributions it seeks. The Standard Charges detailed below illustrate the range of facilities, which may be expected from developers as a consequence of the development. Developers will be expected to enter into a S.106 legal agreement with the local planning authority regarding the contributions sought or will be obliged through a planning condition to deliver the on-site infrastructure requirements.

2.8. The Planning Obligations Standards are revised annually taking into account:

- Changes in national guidance/standards;
- Inflation – where cost have changed;
- Any other material considerations.

2.9. These Standard Charges have taken into account the Community Infrastructure Levy Regulations (2010) and the amendments made in 2011; 2012; 2013; 2014 and 2015.

2.10. The following national guidance has been taken into account:

- National Planning Policy Framework (July 2018); and
- The Planning Act (2008) – this provides ministers with the power to bring in the Community Infrastructure Levy (CIL) and make the CIL Regulations.

Community Infrastructure Levy

2.11. The County Council will work in partnership with District Councils to develop CIL Charging Schedules and rates. In the meantime the County Council will continue to use the planning obligations standards until the respective CIL Charging Schedules are implemented. Even when CIL is implemented there may still be a need for the County Council to use S106 agreements:

- (a) To secure infrastructure which is not identified as being funded through CIL as set out in the District Council's Reg 123 list (list establishing what will be funded by CIL); or
- (b) To deal with the transfer of land (e.g. where there is a need for a new school).

Where CIL is introduced there cannot be any double counting through the use of S106 agreements to secure infrastructure which is included in the CIL Reg 123 list. Therefore in those authorities, where CIL has been introduced (e.g. Norwich City Council, South Norfolk District Council; Broadland District Council; and King's Lynn and West Norfolk Borough Council), the Standards below are not expected to be applied except where:

1. the contribution is for any item not included on the Reg 123 list (e.g. land transfer); and/or
2. the site is in a zero CIL rated location.

The County Council will review the above mechanisms following any amendments to the CIL Regulations.

The County Council will expect to be consulted at the application stage on proposals likely to have an impact on County Council infrastructure and services by those District Councils who have adopted CIL Charging Schedules.

NB the County Council is working closely with those LPAs who have adopted CIL, as well as those intending to develop CIL, to ensure that necessary County Council infrastructure is secured and delivered through CIL.

3.0 County Advice

Dealing with Major Urban Regeneration Sites

3.1. The County Council recognises that there will be occasions when not all the infrastructure and services requirements made necessary by the development will be able to be provided by the developer. This is likely to be the case on major urban regeneration sites where there may be exceptional costs associated with site clearance and possibly decontamination.

In such circumstances it may be appropriate for the local authority and other public sector agencies to assist and facilitate in the development coming forward. This may involve a reduction in the level of contributions normally sought. This would in practice mean the County Council or other service providers needing to fund in part the infrastructure and services needed.

However, in such circumstances the County Council would need clear evidence that:

- The economics of the site do not allow for all contributions to be met. The County Council would want to see any viability assessment (VA) produced and would need to be satisfied with the VA before waiving any contribution sought; and
- The development is in the wider public interest i.e. will provide a wide range of community benefits such as the removal of derelict land and will provide local services (e.g. schools and healthcare provision) accessible to the community as a whole. In these circumstances the matter would be taken to the relevant County Council Committee in order to secure agreement to reduce the County Council's infrastructure and service requirements. The County Council recognises that it is the District Council who will determine the application and ultimately decide the content of the S106 agreement.

Use of Bonds

3.2 The County Council may seek from developers where appropriate the use of "bonds" to act as a guarantee where large contributions have been negotiated through the S106 process towards for example, schools, travel planning and transport schemes.

Phasing of payments

3.3. Agreed planning obligations contributions will typically be paid to the County Council in a series of phased payments to be agreed with the applicant and determining authority.

Potential Claw-back of Payments

3.4 Where contributions have been made, the County Council will normally be expected to use the sum of money received for the purposes agreed within 5 years of final occupation. However, for some large scale developments the period may be extended. If the County Council has not spent the money in this time then some or all of the contributions will be returned to the developer as agreed in the S106.

Legal Charges

3.5. The developer will be required to pay the County Council's legal fees for the legal input into the drafting of a S106 agreement and a solicitor undertaking must be supplied to the County Council's legal advisor before any legal work is carried out.

The County Council will review all the charges set out in these Standards when they are next updated.

4.0 Education Provision

4.1. The County Council has a statutory responsibility to ensure sufficient school places in the County for children between the ages 5 and 16 years. It works with other partners to ensure a sufficient supply of 16 – 19 year places many of which are integrated in 11 – 19 year schools. In addition the County Council has a statutory duty to ensure a sufficient supply of pre-school places (e.g. Day Care and/or Early Education provision) for children aged three and four. There is also a duty to ensure free places for eligible two-year olds. Contributions for pre-school provision may be required either for existing pre-schools or purpose built new facilities on a separate site, possibly shared with a school. Existing play groups and nurseries (including private facilities) will be taken into account. Primary phase schools are now able in law to extend their age range to encompass two and three year olds.

4.2. The Education Act 2006 gives the County Council the duty to secure sufficient places in its area. Subsequent legislation has created a platform for the development of a more diverse and more locally accountable school system, supported by a wider range of providers than in the past, particularly through multi-academy trusts.

4.3. The County Council maintains (funds) community schools, voluntary controlled schools; and community special schools. Statutory regulation ensures that governing bodies have delegated authority to run schools. The County Council and the Department for Education have the duty to intervene where a school is at risk of failing. The County Council acts as admissions authority for community and voluntary controlled mainstream schools and co-ordinates “applications and offers” for all mainstream schools, including free schools and academies. The Local Authority co-ordination ensures a fair process for parents and their children, offers an accessible school place to all applicants and seeks to meet parental preference as far as possible.

4.4. The County Council acts as a champion for all Norfolk residents, in respect of all children and young people and their parents/carers. In a diverse educational context, it will broker partnerships to support governors, school leaders and providers in securing the best for the community they serve. Its partnership, school improvement and school intervention activity is exercised in pursuit of the highest quality school provision in all schools in Norfolk.

4.5. The County Council receives capital grant from government to support the supply of places in all schools. It also seeks contributions from housing developments towards the cost of new school places in line with the CIL Regulations referred to above. Where it secures such contributions it may add to them an element of Basic Need funding to enhance the facilities but will not reduce the level of obligations set out in this document.

4.6. The County Council is also, under the Education Act 2006, as amended by the Academies Act 2010, a commissioner rather than a provider of new schools. It has the power to set out the characteristics of a school needed for a new community in order

that providers may identify their capacity to provide that school. All new schools commissioned in this way will be established as Free schools (in law academies). The County Council has to provide the site and funds for such a school, although these will usually be expected to come from the developer(s). The County Council will procure the school building through its OJEU (Official Journal of the European Union) compliant contractor framework and will provide the new building for the successful free school sponsor (multi-academy trust) to occupy.

4.7. New Free schools can also be approved by the Secretary of State. These can add to the supply of places but also can increase the diversity of provision in an area. Where they meet a shortfall of places, they would be supported by the County Council.

4.8. In order to assess the number of new children likely to arise from a new development the County Council has undertaken an analysis of recent development in the County (2018) and cross checked this with Health Authority and School Census data, which has resulted in the use of the following pupil generation figures (based on expected children per 100 dwellings):-

Table 1

Age range	No. years cohorts	Type of school	Multiplier (no. of Children)
2 - 4	2	Early Education	9.7
4 – 7	3	Infant	12.9
7-11	4	Junior	15.2
4 - 11	7	Primary	28.1
11 - 16	5	High	14.5
16 - 18	2	Sixth Form	1.5
Total			53.8

4.9. For the avoidance of doubt the above multipliers have been generated as an average child yield across the whole of Norfolk and will be used to calculate developer contributions for all residential developments. Norfolk County Council reserves the right to use more “local multipliers” if the evidence is available to show that the multipliers are more likely to provide an accurate prediction of pupil numbers in the school system as a whole.

The following allowances are:

- No children are assumed on development comprising 1-bed accommodation or sheltered housing where there is an age-related occupancy condition e.g. restricted to the over 50s. In these circumstances no education contributions will be sought;
- For flats, apartments and maisonettes the above multipliers are discounted by a factor of 50% reflecting the fact that fewer children are likely to arise from these types of dwellings.

Catchment Schools

4.10. The County Council will plan on the basis that pupils generated from any new development would attend the catchment school as set out in its statutory admissions documentation. However, if the catchment school is at full capacity, the County Council may, at its full and sole discretion, consider the next nearest school with places providing:

1. The school lies within the statutory maximum distance a child would be expected to travel (i.e. 2 miles for the age range 5 – 8 and 3 miles for the age-range 8 plus.);
2. The school, if primary phase, is within the same high school designated area as set out in the statutory admissions documentation;
3. There will be no adverse impact on the pupils affected in terms of splitting peer groups (i.e. classmates) or siblings;
4. Existing and planned investment in local schools is not compromised;
5. The route to the school is adequate and safe. Where there is inadequate access the County Council may seek developer contributions towards safe routes to school;
6. The developer addresses the impact of those children having to commute further to school e.g. through the provision of cycle storage and/or to deliver safe routes to school.

Types of Infrastructure Projects

4.11. New housing development will typically put additional pressure on existing schools, which may require the developer providing funding towards one of the following school projects listed below. It should be noted that the list of projects below is not exhaustive.

These projects will need to demonstrate that they satisfy and are in compliance with Reg 122 (legal tests) and Reg 123 (3) (restrictions on the use of obligations) of the

Community Infrastructure Levy Regulations 2010 (as amended). Developer funding will be sought for the following types of infrastructure project:

- 1) New self-contained class block
- 2) Extension to provide additional classroom(s)
- 3) Internal remodelling to provide additional class places
- 4) Additional toilet provision
- 5) Additional group room provision
- 6) Additional curriculum support space
- 7) Additional staff accommodation
- 8) New/extended hall space
- 9) New/extended sports hall
- 10) Multi use games area (MUGA)
- 11) Improvement/extension to outdoor learning space/classroom
- 12) Playground extension
- 13) Provision or extension of changing rooms and/or cloakroom
- 14) New/extended dining capacity
- 15) Kitchen facilities
- 16) Extension or adaptation of science laboratory
- 17) Extension or adaptation of technology rooms
- 18) Additional car parking; and/or cycle storage facilities
- 19) Extension or refurbishment of early years provision
- 20) Specialist accommodation (Special Educational Needs and Disabilities - SEND) for children with additional needs by extension or adaptation

Costs of Infrastructure Projects

4.12 The charges for both extension and new build works (e.g. new classrooms) are derived from a “basic need multiplier” produced by the Department for Education (DfE). The DfE multipliers are based on building cost information received from LAs across the country as a whole. The figures take into account regional variations in prices.

4.13. The DfE provide a range of “basic need multipliers” which take into account the different school age ranges. These multipliers have been translated into a charge per dwelling (see table 2 below) and assume that there is no long-term unfilled capacity at the recipient school (i.e. a worst case scenario). Future pupil forecasts will also be taken into account.

Table 2

Sector	Basic Need Multiplier Cost Per Pupil (2019) (£)	Standard Charge per dwelling (providing there is no unfilled capacity at the local school) (2019) (£)
Early Education (2-4)	14,022	1,360
Infant (4-7)	14,022	1,809
Junior (7-11)	14,022	2,131
Primary Sector (4-11)	14,022	3,940
High School Sector (11-16)	15,664	2,271
Sixth Form (16- 18)	15,664	235
Total		7,806

Therefore the total cost per dwelling for education (extension work only) is £ 7,806 assuming there is no capacity at the recipient schools.

New School Requirements

4.14. The building of a new school or pre-school facility will be sought where there is a significant housing proposal (see new school costs below).

When building a new school the County Council will consider the wider community use of both the school buildings and playing fields but the use of these facilities will be for the Governing Body to determine.

Developer contributions towards a new school will be sought when:

- the existing catchment area school cannot be expanded any further (e.g. insufficient usable land area); and/or

- the proposed residential development is of such a scale that a new school can be justified. For the purposes of a new primary school the typical threshold needed to sustain a new 1FE (and pro rata) school is around 800 new dwellings. For a High school the level is considerably higher 5,000 – 6,000 new dwellings;

If the scale of proposed development falls below the critical threshold to deliver a 100% developer funded school the Local Authority will seek a pro-rata contribution towards the new build costs where appropriate. However, the County Council would, in such circumstances, need to carefully examine the proposed development in the context of the Local Plan in order to ensure that the wider objectives of delivering a sustainable community are met.

4.15. In the case of a new Primary School, the County Council preference is for 420 place school (2 forms of entry). It would thus expect the free transfer of a suitable site but will make provision for return of some of this land if the school does not need to accommodate 420 places. Site sizes are approximately 2.0 hectares for a 420 place school and 1 hectare for a 210 place school or otherwise in accordance with DfE Building Bulletin 103: Area Guidelines for Mainstream Schools, plus the full cost of construction, including early education provision.

4.16 The same principle above will apply to a new High School and the land requirement will be in accordance with DfE Building Bulletin 103: Area Guidelines for Mainstream Schools.

The costs of a new school will need to be negotiated on a site by site basis and will reflect type of school (primary or secondary); size of school (e.g. whether 1 Form Entry or larger); and the site constraints (e.g. need to have a level/flat site; free from vegetation/trees; good drainage; and secure etc.).

School Capacity

4.17 It should be noted that existing unfilled capacity in the school system will not automatically be credited to developers, except where there is a significant existing unfilled capacity at the recipient school. The County Council in assessing unfilled capacity in the catchment area will also take into account:

- Schools that have been expanded but are filling from their lower year groups;
- Other permitted development in the area; as well as
- Those sites allocated in the Local Plan or any emerging Local Plan but not subject to a planning application

Capacity at local schools is taken from the County Council's records at the time of the formal application and is based on the most recent pupil count at the school.

4.18 It should be noted that relocatable classrooms (e.g. temporary mobile) will not be counted towards the net capacity of the school. Therefore those schools where there are re-locatable classrooms present will normally be considered as being at, or over capacity, and as such developer contributions will be sought.

Education/Children's Services Contributions arising from Affordable Housing

4.19. The approach set out below applies to both housing schemes where affordable housing forms a component part of a larger market housing development and to those schemes which are 100% affordable housing

4.20. The County Council's approach is that it will seek, for the most part, education contributions on the whole housing site including any component of the proposal which may be developed for affordable housing. The reasons for seeking such contributions are:

- Affordable housing may involve a variety of tenure types, for example rented, shared equity or cheaper market housing, and these tenures are as likely, if not more so, to be occupied by families containing children as market housing; and
- Those families moving into a new affordable development will almost certainly have vacated a home elsewhere, which could in turn be occupied by another family containing children. This means the new development could lead in net terms to more families in the area and more children attending local schools.

4.21. However, the County Council does accept that there may be some instances where new affordable housing will not lead to additional children in the area, for example:

1. Where the families being housed are from a shared household (i.e. sharing with a family member). Therefore once they move to the new affordable home the original home reverts back to a single household; or
2. The family being housed live in a nearby bed and breakfast, hostel or other such accommodation provided by the Local Housing Authority thereby not freeing-up any housing stock; or
3. Where there is an occupancy condition precluding children (i.e. accommodation for the elderly).

4.22. Even in these circumstances (1 and 2) there may still be some justification for the County Council to seek education contributions if the family containing children move between school catchment areas (i.e. leading to children transferring schools and placing greater pressure on the recipient school). Therefore it will only be in very exceptional cases that no education contribution, or reduced contributions, are sought in connection with affordable housing proposals. In such cases it will be up to the applicant together with the Local Housing Authority to clearly demonstrate to the County Council

that the affordable housing proposed will not lead to a net increase in the number of children in the respective school catchment area.

Affordable Housing – Claw Back provision

4.23. The County Council recognises that there is an issue surrounding the payment of education contributions for the affordable housing element of a new development. The practical solution would be for a legal agreement to allow for an element of claw-back by the applicant where it can be demonstrated that the provisos set out above are satisfied. The detailed wording of such a claw-back clause will be a matter for respective solicitors to agree, although the principle should be acceptable, as this is consistent with the current Government guidance. The County Council will continue to monitor the implementation of this approach and review the situation when the standards are updated.

5.0 Library Provision

5.1 The County Council under the Public Libraries and Museums Act (1964) has a statutory responsibility to provide a comprehensive and efficient library service. New housing development will put a strain on existing library provision, which may require developer funding towards one of the following library projects listed below. It should be noted that the list of projects is not exhaustive.

These projects will need to demonstrate that they satisfy and are in compliance with Reg 122 (legal tests) and Reg 123 (3) (restrictions on the use of obligations) of the Community Infrastructure Levy Regulations 2010 (as amended):

- **A new library building**, fixtures and stock. The provision of a new library is only likely to be sought on major new housing sites/allocations of 3,000 dwellings or more. However, each case will depend on an assessment of the particular requirements in that area and the likely impact of the new development on current provision. The cost of a new library will need to be negotiated on a site by site basis;
- **A library extension** - The cost associated with these works is based on information published by the Museums, Libraries and Archives (MLA) in their “Public Libraries, Archives and New Development – A Standard Charging Approach (May 2010)”. The MLA recommends 30 sq.m. per 1,000 population. The average cost per sq.m. for library provision is £2,020 (RICS East of England Library tender value first quarter 2013). Based on an average household size of 2.4 occupants this gives a figure of £144 per dwelling. In addition there would be a requirement for the extension to be fitted out at £100 per dwelling. This brings the total requirement to **£244 per dwelling**;
- **Major Capital Project** to an existing library facility – this might include provision of new toilets etc. The cost associated with this work is **£244 per dwelling**;
- **Upgrading of existing library facilities**— This may include one or more of the following projects:
 - (a) Refurbish library – including improved decoration and new flooring;
 - (b) Reconfigure internal space (new layout) to increase lending capacity;
 - (c) Refurbish toilet facilities;
 - (d) Improved visitor access to library facility i.e. allowing easier access for those with young children or with mobility issues;
 - (e) External works – such as improved parking; cycle racks etc.

The costs associated with this work is **£100 per dwelling**;

- **IT Equipment; Furniture and Stock**
 - (a) Provision of books at named library or mobile service;

- (b) Provision of “talking books”; DVDs and other leisure materials;
- (c) Provision of “self-service” facilities and other potential IT equipment to increase the opening times and capacity of the library;
- (d) Provision of furniture e.g. book shelves; tables; chairs to increase visitor numbers;
- (e) Provision of computers and computing equipment - including tables;
- (f) Provision of learning equipment / play equipment for younger children;

The costs associated with the above items is **£75 per dwelling**.

Type of Library Provision	Standard Charge per dwelling (£)
A new library and stock	To be negotiated
Library Extension and fitting out	244
Major Capital Project to existing library	244
Upgrading of existing library facilities and/or fitting out extension	75 - 100
Equipment and/or Stock	75

The above costs relate to any dwelling (e.g. houses, bungalows, flats and/or apartments). However, contributions will not be sought in relation to residential care homes and student accommodation.

6.0 Adult Social Care and Public Health

Affordable Housing

6.1. The Council wishes to support people who have or may develop care and support needs to be supported in their own home for as long as possible. This means that housing needs to be “future proofed” in terms of being suitable or readily adaptable to that end as a general principle. In addition affordable housing is a key issue for people of all ages and disabilities who use Norfolk County Council services and this must be accessible and integrated, taking account of access to public transport in terms of location within a site.

A proportion of affordable and market housing should be built to:

- Accessible and Adaptable Standards as set out in the Building Regulations Standards (M4(2)); and
- Wheelchair User Dwelling Standards as set out in the above Standards (M4 (3)).

This would assist in meeting changing needs.

Accessible Housing

6.2. An increasing proportion of the population is over 65 (25%) or disabled in some way. This places pressure on supported accommodation such as sheltered housing, housing with care and care homes, residential care and supported living.

The County Council is committed to reducing residential care home and nursing home dependency for the elderly where they can be supported to remain more independent in their own homes or a housing based supported accommodation setting. It aims to provide care in:

- (a) Peoples own homes;
- (b) Rented accommodation in ordinary housing
- (c) Housing with care / extra care housing (i.e. with residents living in own accommodation as tenants); and
- (d) Sheltered accommodation with warden provision in those where absolutely necessary.

With regard to working age adults with special needs, the County Council is moving away from over reliance on residential care homes and instead is moving towards **“supported living”** i.e. housing with care (with residents living in their own accommodation as tenants) and single unit accommodation with floating support.

Therefore on larger housing proposals, and on smaller sites where the cumulative effect on services is similar to a larger site, the County Council may ask for a contribution to develop care services, for example:

- To upgrade, expand or convert care homes to housing with care or supported living accommodation;
- To provide new housing with care or supported living to meet the needs of new residents to be near their extended family;
- To provide single unit accommodation in general housing with floating support.

This will not be a fixed charge but will be negotiated on a site by site basis, and in the case of care homes or housing with care may be based on a land contribution. Any contributions sought will need to fully meet the policy tests set out in the CIL Regulations.

6.3. In addition the County Council would support the district council as Housing Authority in seeking contributions towards:

- (a) Housing with Care / Extra Care Housing Provision for elderly;
- (b) Sheltered Accommodation for the elderly; and
- (c) Supported Living (housing with care) for working age adults with special needs.

Public Health

6.4 The County Council in its Public Health role will consider whether proposed new development requires any contributions towards the general improvement of health. In general it is unlikely that public health will require any contribution, although it may seek to influence the design and make-up of the development in order to encourage healthier living through for example encouraging walking; cycling and the use of public transport.

6.5 It should be noted that under the agreed Norfolk Strategic Planning Framework sit a series of agreements including a County-wide Health Protocol (Agreement 20), which commits Local Planning Authorities (LPAs), as determining authorities, to engage with all the relevant health care and social care partners; commissioning bodies; as well as the County Council on relevant planning applications.

It will ultimately be up to the respective LPA to decide upon seeking any developer funding to specific health care projects such as contributions towards new doctor's surgery / medical facility.

6.6 Such contributions towards capital schemes will not resolve workforce shortages within the NHS or other services. It may however enable surgeries and other services to expand their physical capacity, thereby making recruitment and retention easier in the longer run

7.0 Fire Services

7.1. Developers will be expected to provide fire hydrants to the relevant water main. At least one hydrant will be needed for every 50 dwellings. The minimum cost of a hydrant to fit an 80 – 150 mm main is **£818.50** Therefore the Standard Charge per house towards a fire hydrant is **£16.37**.

7.2. Fire hydrants may also be sought in respect of commercial development at a cost of **£818.50 per hydrant**. The number of hydrants required will need to be assessed on a site by site basis taking into account the mix and type of commercial uses proposed.

7.3. Given that the provision of a fire hydrant will in most cases be on site, the County Council would expect that they are delivered through a planning condition. The fire hydrants ought to be installed at the same time as the rest of the water infrastructure, ahead of any dwellings being occupied, in order to avoid any excessive costs to the developer. The location of the hydrant must be agreed with the Norfolk Fire Service prior to installation. The developer will be expected to initiate the installation of the hydrant through contact with the Water Company and will incur all costs associated with the hydrant and its installation. The following conditions will be sought:

Condition 1 Residential Development:-

No development shall commence on site until a full or phased scheme has been submitted to, and agreed by the Council in consultation with Norfolk Fire Service, for the provision of at least one fire hydrant (served by mains water supply) for every 50 dwellings forming part of the development and no dwelling shall be occupied until the hydrant(s) serving the property or group of properties has been provided to the satisfaction of the Council in consultation with Norfolk Fire Service.

Condition 2 Commercial Development:-

No development shall commence on site until a scheme has been submitted for the provision of 0.75 fire hydrants per hectare (served by a 150 - 180mm main water supply depending on the mix and type of commercial uses) for the benefit of the commercial development in a location agreed with the Council in consultation with Norfolk Fire Service and should meet the requirements of Building Regulations Approved Document B Volume 2 Sections 15 &16 (Fire Hydrants/Water Supplies and Vehicle Access).

The commercial development buildings shall not be occupied until the hydrants have been provided to the satisfaction of the Council in consultation with the Norfolk Fire Service.

Informative

7.4. With reference to Conditions 1 and 2, the developer will be expected to meet the costs of supplying and installing the fire hydrants.

Reason for Condition

7.5. Condition is needed to ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.

7.6. Developers may also be asked to contribute towards additional off-site facilities made necessary by the proposed development. For any off-site requirements the County Council would expect these to be dealt with through a S106 agreement.

7.7 The delivery of on-site fire hydrants should therefore be dealt through the use of planning condition rather than within a S106 agreement.

8.0 Green Infrastructure

8.1. The County Council, in partnership with Local Planning Authorities, expects developers to contribute towards the provision of green infrastructure in line with requirements in the NPPF and local plan policies. Contributions towards green infrastructure should not be confined to monetary obligations, but should be considered within the overall design of development and its context.

The principle of green infrastructure is to provide landscape connectivity for people and wildlife as well as, where appropriate, assisting in the protection of designated sites. The County Council therefore expects that green infrastructure provision is considered and secured through on-site open space provision with appropriate connections to the wider off-site GI network. This can be achieved, for example, through strategic Highway planting, enhancements to the Public Rights of Way network and effective use of sustainable urban drainage systems as multifunctional assets.

The County Council's green infrastructure responsibilities include:

8.2. Public Rights of Way - Norfolk County Council has a duty to sign and maintain 3,750 km Public Rights of Way (PROW). New development may directly affect routes through for example:

- Requiring those that exist to be moved or adopted; or
- Creating the need for new ones; or
- Requiring existing ones to be improved.

Where detached ways are proposed it is in the public benefit that they be dedicated as public rights of way. Increased use will be made of off-site routes requiring enhanced maintenance incurring cost to this authority.

8.3 Norfolk Trails – Where development is near to one of the Norfolk Trails, a contribution may be sought to help bring social and economic benefits to the local community with regards to connectivity with the trail infrastructure.

Therefore where proposed development is likely to have an impact on PROW, the County Council will seek to negotiate a contribution which is consistent with the tests set out in the CIL Regulations (2010).

8.4 Habitat Regulation Assessment and ecological networks - In terms of the Conservation of Species and Habitat Regulations 2010 (as amended), new and enhanced Green Infrastructure can be used as mitigation for impacts from recreational disturbance on internationally-designated wildlife sites as a result of new development. Therefore the County Council, in partnership with Local Planning Authorities, expects

developers to contribute towards the provision of a coherent and connected green infrastructure Network.

In addition, Local Authorities have a general duty to protect biodiversity. The County Council, in partnership with the respective District Council, may seek contributions towards improving areas of green space and/or the creation of new habitats in order to maintain, enhance, restore or add to biodiversity interests, where they relate to new housing development as required by the NPPF. Such contributions towards biodiversity interests will assist local authorities discharge their responsibilities under the Section 40 of the Natural Environment and Rural Communities Act (2006). Contributions will only be sought where they can be justified in terms of the tests set out in Regulation 122 of the CIL Regulations (2010), for example where residents from an individual proposed development site are reasonably likely to adversely impact a County Wildlife Site through increased footfall and where mitigation measures are necessary to address this.

9.0 Highways & Transport and Other Potential Contributions

Highway and Transport

9.1 The County Council, through its role as Highways & Transport consultee supports development where it can be clearly demonstrated that it meets the requirements of the NPPF in being safe and sustainable. With this in mind, developers may be required to provide transport related mitigation to address transport impacts of development. The mitigation measures secured by obligation can take the form of travel planning (See below), public transport provision including infrastructure, measures to improve road safety/capacity, or facilities to enable non-motorised users of the highway.

This can be delivered through financial contributions or physical works within the highway and will be dealt with by both the Planning (S106) and Highways (S278 of the 1980 Highways act) legislation. Highways and Transport mitigation measures will usually be secured by planning condition and are assessed on a site specific basis.

Early engagement with the Highways Development Management service is actively encouraged prior to submission of any planning application.

Travel Planning

9.2 Where it has been identified that a travel plan is required, Norfolk County Council's Travel Plan Guidance sets out the requirements including the travel plan surety bonds/contributions and monitoring fees. The Travel Plan Guidance can be found on the County Council's Web-site: <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/planning-applications/highway-guidance-for-development/travel-plans>

The following two options are available to all developers.

- A travel plan can be delivered by the developer or their 3rd party contractor with the surety bond payable to the County Council.

or

- The County Council can deliver the travel plan for an agreed fee through the S106. This travel plan would be delivered by the AtoBetter project.

Both options will require to pay the monitoring fee to the County Council in respect of monitoring and evaluation of their travel plans.

Household Waste Recycling Facilities

9.3 Norfolk County Council, as a Waste Disposal Authority, has a statutory duty under the Environmental Protection Act (1990) to provide facilities at which residents may deposit their household waste. Each facility must be situated either within the area of the authority or so as to be reasonably accessible to persons resident in this area.

Planned housing growth in Norfolk will place further pressures on existing facilities and will require a combination of new or improved facilities in order to meet future demand. Contributions may be sought to deal with the cumulative impact of a series of both small and large developments.

9.4 NB at this stage the precise figure has not been calculated and would not be implemented until consultation has occurred with the District Councils.

Historic Environment

9.5. Developers will usually be required to meet the costs of protecting or examining and recording the historic environment generally including archaeological remains, historic buildings and other landscape feature through planning conditions or legal agreement.

Climate Change

9.6 Government is encouraging the use of the planning system to reduce the impacts linked with increasing the levels of carbon emission that exacerbate climate change. In due course this may involve contributions to abate these impacts; however, at this stage the precise figure has not been calculated and would not be implemented until consultation has occurred with the District Councils as part of any CIL preparation.

Monitoring of Contributions

9.7. The County Council will closely monitor the contributions collected and ensure that any monies collected and spent are in accordance with the respective S106 agreement. Government proposals indicate that local authorities will be able to charge a monitoring fee in respect of planning obligations. The County Council will review this matter once the new Regulations are finally published.

10.0 Summary of Developer Requirements

10.1. The table below summarises the maximum costs per dwelling for education, library and fire hydrant provision:

Infrastructure/Service Area	Cost per Dwelling (£)
Education*	7,806
Libraries	75 (Minimum)
Adult Care Services	To be negotiated
Fire Hydrant (to be updated)	818.50 (per 50 dwellings)
Household Waste Recycling Facilities	To be negotiated
Highways and Transport	To be negotiated
Green Infrastructure	To be negotiated
Other Items (relating to Historic Environment and Climate Change)	To be negotiated
Total	7,881 This figure excludes fire hydrants which will be dealt with through condition

* The education figure assumes extension and new build associated with an existing school and does not reflect the construction costs of a new school.

11.0 Contacts

11.1. For general enquiries regarding the County Council's planning obligations standards please call or email Stephen Faulkner (Principal Planner) on 01603 222752 (email stephen.faulkner.gov.uk) or Laura Waters (Senior Planner) on 01603 638038 (email laura.waters@norfolk.gov.uk); or Naomi Chamberlain (Trainee Planner) on 01603 638422 (email naomi.chamberlain@norfolk.gov.uk)

11.2 If you have any queries regarding specific sites please contact the relevant Local Planning Authority below:

District	Contact	Number
North Norfolk	Mark Ashwell	01263 516325
King's Lynn and West Norfolk	Stuart Ashworth	01553 616417
Breckland	Charlotte Brennan	01362 656357
City	Paul Smithson	01603 212603
Broadland and South Norfolk	Helen Mellors	01508 533789
Great Yarmouth	Dean Minns	01493 846421
Broads Authority	Cally Smith	01603 610734

Appendix

Planning Obligations - Best Practice Note

1. **Issues on Major Housing Sites – Outline Scheme**

- 1.1. A significant issue facing the County Council relates to an increase in housing arising from increased densities. While S106 agreements will allow for an increase in housing by ensuring that each additional dwelling over and above a given level contributes on a pro-rata basis (i.e. an uplift clause), they do not typically allow for additional land needed for a school (except on key strategic sites). With a modest increase in housing of between 10% - 15% it is considered possible that a pro-rata increase in contributions would cover any additional build costs associated with the recipient school. However, the level of increase which could come forward (40% plus) on some sites (i.e. reflecting Government aspirations for higher housing densities) may require a larger school site i.e. requiring additional land to that agreed in the S106.
- 1.2. Other issues include Demographic Multipliers - S106 agreements are negotiated on the basis of demographic multipliers produced by the County Council, which are from time to time updated. Therefore it is possible on those S106s agreed prior to the current pupil multiplier that more children will arise from the development than previously thought.
- 1.3. Increase in Build Costs – Estimates of build costs may rise over and above those allowed for through index -linking. The S106 relies on the RICS Building Cost index.

2. **General S106 Issues and Way Forward on Outline Schemes**

- 2.1. The following “best practice” actions are considered appropriate:
 - **Capping the Level of Development** - All S106 relating to outline schemes should have an upper limit/cap placed on them through condition. This cap will need to be agreed between the District the County and the developer and be soundly based on the effective delivery of infrastructure and service (e.g. for education and highway provision);
 - **Uplift charge** – where an uplift charge (overage) is considered appropriate as an alternative to a “cap”, the uplift will be limited to an additional 10% dwellings. Any additional dwellings arising through more intensive development will require a new S106. The uplift will only relate to reserve matters applications.
 - **Demographic Multipliers**– these multipliers will be reviewed on a regular basis and where necessary updated in the County Council’s Planning

Obligations Standards. The County Council will ensure that the most up to date multipliers are used;

- **Additional Land for a School** – in responding to District Council Local Plan consultations on site specific proposals the County Council will seek where appropriate additional school land to that required (i.e. contingency site) in order to serve the development in the event that housing numbers increase substantially. The site could potentially be reverted back to the developer if higher densities do not emerge. However, consideration would need to be made to the potential impact of any further housing on local infrastructure and services. In some instances it may be prudent to earmark any “contingency” site for other uses such as open space rather than simply handing the site back to the developer;
- **Build Costs for Schools** - where a new school is needed the valuation will need to be robust and time limited to say three years after the agreement is signed. Thereafter the S106 should allow the costs to be re-negotiated

Environment, Development and Transport Committee

Report title:	Performance management
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact Robust performance management is key to ensuring that the organisation works both efficiently and effectively to develop and deliver services that represent good value for money and which meet identified need.	

Executive summary

This management report to Committee is based upon the revised Performance Management System, which was implemented as of 1 April 2016. Additionally, this is the fourth report to provide data against the 2018/19 Vital Signs list derived from measures contained within the 'plans on a page' previously presented to and agreed by Committee.

There are currently nine Vital Signs indicators under the remit of this Committee.

Performance is reported on an exception basis using a Report Card format, meaning that only those Vital Signs that are performing poorly or where performance is deteriorating are presented to Committee. To enable Members to have oversight of performance across all Vital Signs, all Report Cards (which is where more detailed information about performance is recorded) will be made available to view upon request.

Of the nine Vital Signs indicators that fall within the remit of this Committee, none have met the exception criteria in this reporting period:

Recommendations:

Review and comment on the performance data, information and analysis presented in the body of the report and determine whether any recommended actions identified are appropriate or whether another course of action is required - refer to the list of possible actions at Appendix 1.

In support of this, Appendix 1 provides:

- **A set of prompts for performance discussions.**
- **Suggested options for further actions where Committee requires additional information or work to be undertaken.**

1. Introduction

- 1.1. This management report to Committee is based upon the revised Performance Management System, which was implemented as of 1 April 2016. Additionally, this is the fourth report to provide data against the 2018/19 Vital Signs list derived from measures contained within the 'plans on a page' previously presented to and agreed by Committee.
- 1.2. There are currently nine Vital Signs indicators under the remit of this Committee.
- 1.3. Work continues to see what other data may be available to report to Committee on a more frequent basis and these will in turn be considered for inclusion as Vital Signs indicators.
- 1.4. Of the nine Vital Signs indicators that fall within the remit of this Committee, none have met the exception criteria in this reporting period.

2. Performance dashboard

- 2.1. The performance dashboard provides a quick overview of Red/Amber/Green rated performance across all Vital Signs. This then complements the exception reporting process and enables committee members to check that key performance issues are not being missed.
- 2.2. The Vital Signs indicators are monitored during the year and are subject to review when processes are amended to improve performance, to ensure that the indicator correctly captures future performance. A list of all Vital Signs indicators currently under the remit of the Committee is available at Appendix 2.
- 2.3. Vital Signs are reported to Committee on an exceptions basis. The exception reporting criteria are as follows:
 - Performance is off-target (Red RAG rating or variance of 5% or more)
 - Performance has two consecutive months/quarters/years of Amber RAG rating (Amber RAG rating within 5% worse than the target)
 - Performance is adversely affecting the County Council's ability to achieve its budget
 - Performance is adversely affecting one of the County Council's corporate risks.
- 2.4. Where cells have been greyed out on the performance dashboard, this indicates that data is not available due either to the frequency of reporting or the Vital Sign being under development. In this case, under development can mean that the Vital Sign has yet to be fully defined or that baseline data is being gathered.

Key to services on the performance dashboard:

- FBP – Finance Business Partner
- HW – Highways
- CH – Culture and Heritage

- 2.5. The performance dashboard for the EDT Committee is as follows:

NOTES:

In most cases the RAG colours are set as: Green being equal to or better than the target; Amber being within 5% (not percentage points) worse than the target; Red being more than 5% worse than target.

'White' spaces denote that data will become available; 'grey' spaces denote that no data is currently expected, typically because the indicator is being finalised.

The target value is that which relates to the latest measure period result in order to allow comparison against the RAG colours. A target may also exist for the current and/or future periods.

#	Monthly	Bigger or Smaller is better	Dec 17	Jan 18	Feb 18	Mar 18	Apr 18	May 18	Jun 18	Jul 18	Aug 18	Sep 18	Oct 18	Nov 18	Dec 18	Target
300	{HW} Percentage of bus services on time	Bigger	76.4%	81.9%	81.4%	80.7%	81.6%	77.3%	77.94%	79.3%	78.5%	78.7%	77.2%	73.7%	74.2%	78.0%
			58179 / 76185	68798 / 83977	58526 / 71858	61432 / 76164	55216 / 67673	46361 / 59998	57473 / 73740	65647 / 82781	64510 / 82186	62554 / 79525	63896 / 82801	56541 / 76689	49815 / 67174	
304	{CH} Planning service – speed of determination	Bigger	92.4%	92.4%	92.4%	93.1%	93.8%	93.6%	94.7%	94.6%	94.6%	94.9%	95.0%	94.9%	94.8%	90.0%
			3 / 4	5 / 5	6 / 6	5 / 5	3 / 3	2 / 3	11 / 11	1 / 1	3 / 3	9 / 9	8 / 8	2 / 2	5 / 5	
370	{HW} % of formal highway inspections completed within the timescales set out in the TAMP	Bigger					94.2%	93.7%	94.1%	96.1%	96.9%	97.4%	97.7%	98.2%	98.4%	98.0%
							34.1k / 36.2k	34.0k / 36.3k	34.2k / 36.3k	34.9k / 36.3k	35.2k / 36.3k	35.4k / 36.4k	35.6k / 36.4k	35.8k / 36.4k	35.9k / 36.5k	
371	{HW} % of dangerous highway defects dealt with within the timescale set out in the TAMP	Bigger	91.2%	84.9%	81.9%	88.9%	88.8%	80.0%	91.2%	79.5%	77.6%	89.2%	96.3%	91.8%	95.5%	96.0%
			207 / 227	303 / 357	163 / 199	192 / 216	159 / 179	128 / 160	104 / 114	101 / 127	111 / 143	132 / 148	130 / 135	90 / 98	126 / 132	
373	{FBP} Amount of external investment secured to enable projects to be delivered - UNDER DEVELOPMENT	Bigger														Under Development
#	Quarterly / Termly	Bigger or Smaller is better	Dec 15	Mar 16	Jun 16	Sep 16	Dec 16	Mar 17	Jun 17	Sep 17	Dec 17	Mar 18	Jun 18	Sep 18	Dec 18	Target
334	{HW} Kilograms of residual household waste per household per week	Smaller		9.99				10.05				9.96				9.75
335	{HW} Unit cost (per tonne) of disposing of/dealing with residual waste	Bigger		£115.31				£107.65				£109.78				£109.42
372	{HW} % of parishes that meet their target level of public transport service	Bigger										70.0%	72.7%	72.9%	74.4%	70.0%
												395 / 543	396 / 543	404 / 543		
#	Annual (financial / academic)	Bigger or Smaller is better	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Target
355	{HW} % of reports on flooding incidents published as planned	Bigger														

3. Report Cards

- 3.1. A Report Card has been produced for each Vital Sign. It provides a succinct overview of performance and outlines what actions are being taken to maintain or improve performance. The Report Card follows a standard format that is common to all committees.
- 3.2. Each Vital Sign has a lead officer, who is directly accountable for performance, and a data owner, who is responsible for collating and analysing the data on a monthly basis. The names and positions of these people are specified on the Report Cards.
- 3.3. Vital Signs are reported to Committee on an exceptions basis. The Report Cards for those Vital Signs that do not meet the exception criteria on this occasion, and so are not formally reported, are also collected and are available to view if requested.
- 3.4. Provided at Appendix 1 is a set of prompts for performance discussions that Members may wish to refer to as they review the Report Cards. There is also a list of suggested options for further actions where Committee requires additional information or work to be undertaken.
- 3.5. There are no Report Cards included in this report as no indicators meet the exception criteria.

4 Recommendations

- 4.1. Committee Members are asked to:
Review and comment on the performance data, information and analysis presented in the body of the report and determine whether any recommended actions identified are appropriate or whether another course of action is required – refer to the list of possible actions at Appendix 1.
In support of this, Appendix 1 provides:
 - A set of prompts for performance discussions.
 - Suggested options for further actions where the committee requires additional information or work to be undertaken.

5 Financial Implications

- 5.1. There are no significant financial implications arising from the performance management report.

6. Issues, risks and innovation

- 6.1. There are no significant issues, risks and innovations arising from the performance management report.

Officer Contact

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

Officer name: Andrew Brownsell **Tel No.:** 01603 222056
Email address: andrew.brownsell@norfolk.gov.uk



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 1 – Performance discussions and actions

Reflecting good performance management practice, there are some helpful prompts that can help scrutinise performance, and guide future actions. These are set out below.

Suggested prompts for performance improvement discussion

In reviewing the Vital Signs that have met the exception reporting criteria and so included in this report, there are a number of performance improvement questions that can be worked through to aid the performance discussion, as below:

1. Why are we not meeting our target?
2. What is the impact of not meeting our target?
3. What performance is predicted?
4. How can performance be improved?
5. When will performance be back on track?
6. What can we learn for the future?

In doing so, Committee Members are asked to consider the actions that have been identified by the Vital Sign lead officer.

Performance improvement – suggested actions

A standard list of suggested actions has been developed. This provides Members with options for next steps where reported performance levels require follow-up and additional work.

	Action	Description
1	Approve actions	Approve actions identified in the Report Card and set a date for reporting back to Committee.
2	Identify alternative or additional actions	Identify alternative/additional actions to those in the Report Card and set a date for reporting back to Committee.
3	Refer to Departmental Management Team	DMT to work through the performance issues identified at Committee meeting and develop an action plan for improvement and report back to Committee.
4	Refer to Committee task and finish group	Member-led task and finish group to work through the performance issues identified at Committee meeting and develop an action plan for improvement and report back to Committee.
5	Refer to County Leadership Team	Identify key actions for performance improvement and refer to CLT for action.
6	Refer to Policy and Resources Committee	Identify key actions for performance improvement that have 'whole Council' performance implications and refer them to the Policy and Resources Committee for action.

Appendix 2 – EDT Committee Vital Signs Indicators

A Vital Sign is a key indicator from one of the County Council's services which provides Members, officers and the public with a clear measure to assure that the service is performing as it should and contributing to the County Council's priorities. It is, therefore, focused on the results experienced by the community. It is important to choose enough Vital Signs to enable a good picture of performance to be deduced, but not so many that strategic discussions are distracted by detail.

There are currently nine Vital Signs performance indicators that relate to the EDT Committee. The indicator in bold (on the Table below) is a Vital Signs indicator deemed to have corporate Significance and therefore will also be reported to the Policy and Resources Committee.

Key to services:

- CH – Culture and Heritage
- FBP – Finance Business Partner
- HW – Highways

Service	Vital Signs Indicator	What it measures	Why it is important	Data
HW	Bus journey time reliability	% of bus services that are on schedule at intermediate time points	Better transport networks bring firms and workers closer together, and provide access to wider local markets.	Monthly
CH	Planning determination	Speed of planning determination	Timely planning decision are important to economic growth and development	Monthly (based on 24-month rolling average)
HW	Formal highway inspections completed	% of formal highway inspections completed within the timescales set out in the TAMP	Highway safety	Monthly
HW	Dangerous highway defects dealt with	% of dangerous highway defects dealt with within the timescale set out in the TAMP	Highway safety	Monthly

Service	Vital Signs Indicator	What it measures	Why it is important	Data
FBP	External investment secured	Amount of external investment secured to enable projects to be delivered	High quality organisations are successful in being able to attract and generate alternative sources of funding.	Monthly
HW	Residential house waste collection	Weekly kg of residential house waste collected per household	The amount of household waste collected and the costs arising from processing it have risen for the past three years. Housing growth (65,000 new houses between 2013 and 2026) will create further pressures.	Quarterly
HW	Disposing of/dealing with residual waste	Unit cost (per tonne) of disposing of/dealing with residual waste	Less waste means that by proportion more of the waste can use the lowest cost options.	Quarterly
HW	Parishes showing access to key services using public transport	% parishes that meet their designated target level of service.	Access to public transport is important for those living in rural areas so that they can access not only work but also health and other essential services like shopping, education and leisure activities. This supports rural communities and reduces social and rural isolation, contributing to overall wellbeing of residents.	Quarterly
HW	Reports on flooding incidents published	% of reports on flooding incidents published as planned	Flooding undermines existing infrastructure and impacts directly on health and economy.	Annually

Environment, Development and Transport Committee

Report title:	Risk Management
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact One of the Environment, Development, and Transport (EDT) Committee's roles is to consider the management of EDT's risks. Assurance on the effectiveness of risk management and the EDT departmental risk register helps the Committee undertake some of its key responsibilities. Risk management contributes to achieving departmental objectives and is a key part of the performance management framework.	

Executive summary

This report provides the Committee with information from the latest EDT risk register as at March 2019, following the latest review conducted in February 2019. The reporting of risk is aligned with, and complements, the performance and financial reporting to the Committee.

Recommendations:

Members are asked to consider and agree:

- a) **The risk reported by exception in Appendix A;**
- b) **The summary of EDT departmental risks in Appendix B;**
- c) **The list of possible actions, suggested prompts and challenges presented for information in Appendix C;**
- d) **The background information to put the risk scoring into context, shown in Appendix D.**

1. Proposal

- 1.1 The Community and Environmental Services (CES) Departmental Management Team (DMT) continues to be engaged in the preparation and management of the Communities departmental level risk register.
- 1.2 The recommendations for Members to consider are set out above.

2. Evidence

- 2.1. The EDT Committee risk data detailed in this report reflects those key business risks that are managed by the Community and Environmental Services Departmental Management Team, and Senior Management Teams of the services that report to the Committee including amongst others Planning, and Economy and Highways. Key business risks materialising could potentially result in a service failing to achieve one or more of its key objectives and/or suffer a financial loss or reputational damage. The EDT risk register is a dynamic document that is regularly reviewed and updated in accordance with the Council's Risk Management Policy and Procedures. The current risks are those linked to departmental objectives.

- 2.2. The Exceptions Report, in **Appendix A**, focuses on risks that have a current risk score of 12 and above with prospects of meeting the target score by the target date of amber or red. There is currently one risk that meets this criteria, as seen in this appendix: RM14336 - Failure to construct and deliver the Great Yarmouth 3rd River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction completed early 2023). Since January 2019, the commercial team has been set up, with the team having moved across following their experience on the Broadland Northway project and they have been engaged in the contract development/details during the procurement process for the Great Yarmouth Third River Crossing project.
- 2.3. The EDT risk register contains four corporate and departmental level risks that fall under the remit of this Committee. **Appendix B** provides the Committee members with a summary of these risks.
- 2.4. To assist Members with considering whether the recommended actions identified in this report are appropriate, or whether another course of action is required, a list of such possible actions, suggested prompts and challenges are presented for information in **Appendix C**.

3. Financial Implications

- 3.1. Whilst the likelihood of not delivering the NDR to its revised budget has significantly reduced, there remain project risks of not delivering the NDR to budget. This risk will remain open until the final account for the construction works is closed, which project officers are focussing on.

4. Issues, Risks and Innovation

- 4.1 Risk RM14250 - Infrastructure is not delivered at the required rate to support existing needs and the planned growth of Norfolk, is reported to the Business and Property Committee.

5. Background

- 5.1. Background information regarding risk scoring, and definitions can be found in **Appendix D**.

Officer Contact

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

Officer name : Adrian Thompson **Tel No. :** 01603 222784

Email address : adrian.thompson@norfolk.gov.uk

Officer name : Thomas Osborne **Tel No. :** 01603 222780

Email address : thomas.osborne@norfolk.gov.uk



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.

Risk Number	RM14336		Date of update		05 February 2019					
Risk Name	Failure to construct and deliver the Great Yarmouth 3rd River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction completed early 2023)									
Risk Owner	Tom McCabe		Date entered on risk register		05 December 2017					
Risk Description										
There is a risk that the 3RC project will not be delivered within budget and to the agreed timescales. Cause: delays during statutory processes, or procurement put timescales at risk and/or contractor prices increase project costs. Event: The 3RC is completed at a later date and/or greater cost than the agreed budget, placing additional pressure on the NCC contribution. Effect: Failure to construct and deliver the 3RC within budget would result in the shortfall having to be met from other sources. This would impact on other NCC programmes.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	4	12	3	4	12	2	3	6	Jan-23	Amber
Tasks to mitigate the risk										
The project was agreed by Full Council (December 2016) as a key priority infrastructure project to be delivered as soon as possible. Since then, March 2017, an outline business case has been submitted to DfT setting out project costs of £120m and a start of work in October 2020. 80% of this project cost has been confirmed by DfT, but this will be a fixed contribution with NCC taking any risk of increased costs. Mitigation measures are:										
1) Project Board and associated governance to be further developed to ensure clear focus on monitoring cost and programme at monthly meetings.										
2) NCC project team to include specialist cost and commercial resource (bought in to the project) to provide scrutiny throughout the scheme development and procurement processes. This will include independent audits and contract/legal advice on key contract risks as necessary.										
3) Programme to be developed that shows sufficient details to enable overall timescales to be regularly monitored, challenged and corrected as necessary by the board.										
4) Project controls and client team to be developed to ensure systems in place to deliver the project and to develop details to be prepared for any contractual issues to be robustly handled and monitored.										
5) All opportunities to be explored through board meetings to reduce risk and programme duration.										
Overall risk treatment: Reduce, with a focus on maintaining or reducing project costs and timescales										

Progress update

The outline business case was submitted on 30 March 2017, and DfT confirmed approval of this following the autumn statement in November 2017. There is a risk that the scheme development could see changes to the scheme, and therefore to the agreed business case, and any changes will need to be addressed/agreed with DfT. Progress against actions are:

1) Project board in place. Gateway review highlighted a need to assess and amend board attendance and this has been implemented. Progress update report provided to Audit Committee on 31 July 2018. A gateway review was completed to coincide with the award of contract decision making - the findings have been reported to the project board (there are no significant concerns identified that undermine the project delivery). Internal audit on governance planned during Feb 19.

2) Specialist cost and commercial consultants have been appointed and will continue to review project costs. The first element of work for the cost consultant was to review current forecasts. They will continue to assess on a quarterly basis, reporting to the board and supporting the work of the commercial team which is now operational.

No issues highlighted to date and budget is considered sufficient - this work was used to update the business case submitted to and accepted by DfT.








A further budget review is to be completed following appointment of the contractor (however initial assessments based on tendered submissions has given sufficient confidence to award the contract).

3) An overall project programme has been developed and will be owned and managed by the dedicated project manager. Any issues will be highlighted to the board as the project is delivered. Programme updated to fully align procurement and DCO processes. Following the award of the contract, from January 2019, the programme will now focus on delivering the DCO process.

4) Learning from the NDR and experience of the commercial specialist support has been utilised to develop contract details ahead of the formal commencement of the procurement process, which was 27 February 2018. Further work has been ongoing and will feed into the engagement processes (competitive dialogue) with the bidders. The commercial team leads were in place from the start of the contract (January 2019).

5) The project board will receive regular (monthly) updates on project risks, costs and timescales. A detailed cost review was delivered to the board ahead of the award of the contract (following the delegated authority agreed by Full Council), and took into account the contractors tender pricing and associated project risk updates.

Norfolk County Council, Appendix B - EDT Risk Register Summary

Risk Register Name:		Appendix B - EDT Risk Register Summary										Red	 Worsening	
Prepared by:		Thomas Osborne										Amber	 Static	
Date updated:		February 2019										Green	 Improving	
Next update due:		May 2019										Met		
Area	Risk Number	Risk Name	Risk Description	Current Likelihood	Current Impact	Current Risk Score	Target Likelihood	Target Impact	Target Risk Score	Prospects of meeting the Target Risk Score by the Target Date	Change in Prospects of meeting the Target Risk Score by the Target Date	Risk Owner		
Planning and Economy - Strategic Infrastructure	RM14336	Failure to construct and deliver the Great Yarmouth Third River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction completed early 2023)	There is a risk that the 3RC project will not be delivered within budget and to the agreed timescales. Cause: delays during statutory processes, or procurement put timescales at risk and/or contractor prices increase project costs. Event: The 3RC is completed at a later date and/or greater cost than the agreed budget, placing additional pressure on the NCC contribution. Effect: Failure to construct and deliver the 3RC within budget would result in the shortfall having to be met from other sources. This would impact on other NCC programmes.	3	4	12	2	3	6	Amber		Tom McCabe		
Planning and Economy - Strategic Infrastructure	RM14248	Failure to deliver the Broadland Northway within agreed budget (£205m)	There is a risk that the Broadland Northway will not be delivered within the revised budget. Cause: environmental and/or contractor factors affecting delivery within budget. Event: The Broadland Northway is completed at a cost greater than the agreed revised budget. Effect: Failure to deliver the Broadland Northway within the revised budget would result in the further shortfall having to be met from other budgets. This will impact on	3	3	9	3	3	9	Amber		Tom McCabe		
Planning and Economy	RM14202	Insufficient drainage controls in place as new development continues to take place increasing local flood risk on site or downstream.	The SUDS (Sustainable Drainage Systems) Approving Body role recommended by the Pitt Review and included in the Flood and Water Management Act 2010 has been abandoned. Flood risk controls on new development is to be continued through the planning process. The Local Lead Flood Authority has been given a role as a statutory consultee but no funding to deliver this role. Without high levels of support, planning authority may continue to overlook flood risk in decision making.	3	3	9	3	2	6	Amber		Nick Tupper		
Highways	RM14203	The allocation and level of funding for flood risk mitigation does not reflect the need or priority of local flood risk within Norfolk.	There are 37,000 properties at risk from surface water flooding caused by intense rainfall within Norfolk. Historically funding for flood risk management has focused on traditional defence schemes to protect communities from the sea and rivers and not surface water flooding. There is a risk that funding continues to ignore properties at risk of surface water flooding. This is exacerbated by a reduction in the overall level of funding from government and governments requirement to seek local contributions for schemes to be successful.	3	3	9	3	2	6	Amber		Nick Tupper		

Risk management discussions and actions

Reflecting good risk management practice, there are some helpful prompts that can help scrutinise risk, and guide future actions. These are set out below.

Suggested prompts for risk management improvement discussion

In reviewing the risks that have met the exception reporting criteria and so included in this report, there are a number of risk management improvement questions that can be worked through to aid the discussion, as below:

1. Why are we not meeting our target risk score?
2. What is the impact of not meeting our target risk score?
3. What progress with risk mitigation is predicted?
4. How can progress with risk mitigation be improved?
5. When will progress be back on track?
6. What can we learn for the future?

In doing so, committee members are asked to consider the actions that have been identified by the risk owner and reviewer.

Risk Management improvement – suggested actions

A standard list of suggested actions have been developed. This provides members with options for next steps where reported risk management scores or progress require follow-up and additional work.

Suggested follow-up actions

	Action	Description
1	Approve actions	Approve recommended actions identified in the exception reporting
2	Identify alternative/additional actions	Identify alternative/additional actions to those recommended in the exception reporting
3	Refer to Departmental Management Team	DMT to work through the risk management issues identified at the committee meeting and develop an action plan for improvement
4	Refer to committee task and finish group	Member-led task and finish group to work through the risk management issues identified at the committee meeting and develop an action plan for improvement
5	Refer to Shadow Corporate Board	Identify key actions for risk management improvement and refer to Shadow Corporate Board for action

Background Information

A **departmental risk** is one that requires:

- strong management at a departmental level thus the Departmental Management Team should direct any action to be taken.
- appropriate management. If not managed appropriately, it could potentially result in the County Council failing to achieve one or more of its key departmental objectives and/or suffer a significant financial loss or reputational damage.

Each risk score is expressed as a multiple of the impact and the likelihood of the event occurring.

- Original risk score – the level of risk exposure before any action is taken to reduce the risk
- Current risk score – the level of risk exposure at the time the risk is reviewed by the risk owner, taking into consideration the progress of the mitigation tasks
- Target risk score – the level of risk exposure that we are prepared to tolerate following completion of all the mitigation tasks.

The prospects of meeting target scores by the target dates reflect how well the risk owners consider that the mitigation tasks are controlling the risk. It is an early indication that additional resources and tasks or escalation may be required to ensure that the risk can meet the target score by the target date. The position is visually displayed for ease in the “Prospects of meeting the target score by the target date” column as follows:

- Green – the mitigation tasks are on schedule and the risk owner considers that the target score is achievable by the target date.
- Amber – one or more of the mitigation tasks are falling behind and there are some concerns that the target score may not be achievable by the target date unless the shortcomings are addressed.
- Red – significant mitigation tasks are falling behind and there are serious concerns that the target score will not be achieved by the target date and the shortcomings must be addressed and/or new tasks introduced.

Environment, Development and Transport Committee

Report title:	Finance monitoring
Date of meeting:	8 March 2019
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact This report provides the EDT Committee with financial monitoring information for the services reporting to this Committee for 2018-19.	

Executive summary

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

The 2018-19 net revenue budget for this committee is £103.521m and we are currently forecasting a £0.850m underspend for the services reporting to this committee

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

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

Appendix A provides the Committee with an update on relevant decisions taken under delegated powers by the Executive Director (or his team), within the Terms of Reference of this Committee.

Recommendations:

Members are recommended to note:

- a) **The note 2018-19 revenue budget the Environment, Development and Transport Committee and the current forecast outturn position**
- b) **The Capital programme for this Committee and the projected out-turn position for the Broadland Northway**
- c) **The balance of reserves brought forward to 2018-19 and the forecast use for 2019-20.**
- d) **The delegated decisions taken as set out in Section 1 of Appendix A.**

1. Proposal

- 1.1. Members have a key role in overseeing the financial position for the services under the direction of this committee, including reviewing the revenue and capital position and reserves held by the service. Although budgets are set and monitored on an annual basis it is important that the ongoing position is understood and the previous

years' position are considered.

- 1.2. This report reflects the budgets for 2018-19 budget and forecast outturn position as at the end of January 2019.

2. Evidence

- 2.1. The services reporting to this Committee are delivered by Community and Environmental Services which also manage services reporting to Communities Committee, Digital and Innovation Committee and Business and Property Committee.
- 2.2. The 2018-19 NET revenue budget for this committee is £103.521m.

Table 1: Environment, Development & Transport NET revenue budget 2018-19				
	2018-19 Budget	2018-19 forecast Outturn	Forecast Variance	Actual spend to period 10
	£m	£m	£m	£m
Business Support and development	2.757	2.627	(0.130)	2.030
Culture and Heritage – Environment	1.113	1.113	0.000	0.954
Culture and Heritage – Historic Environment	0.250	0.250	0.000	0.235
Culture and Heritage – Planning	0.438	0.438	0.000	0.240
Highways and Waste				
Flood and Water management	0.419	0.419	0.000	0.287
Highways Operations	5.813	5.813	0.000	4.298
Major projects	0.360	0.360	0.000	0.277
Highways Network	0.827	0.827	0.000	0.719
Electrical services	9.397	9.397	0.000	8.151
Highways depreciation	26.248	26.248	0.000	32.152*
Travel and Transport Services	14.450	14.450	0.000	17.549
Residual Waste	23.591	23.191	(0.400)	18.412
Recycling and Closed landfill sites	17.172	16.852	(0.320)	12.025
Total highways and Waste	98.839	98.619	(0.720)	94.897
Infrastructure and Economic Growth	0.686	0.686	0.000	1.027
Total for Committee	103.521	102.671	(0.850)	99.383

*Note: Highways depreciation reflects the statutory accounting entries and are cost neutral to the service. The budget will be adjusted to match actuals.

2.3. Forecast Variances:

We are currently forecasting £0.130m underspend in Business support and development due to the management of staff costs. When the budget is set we

assume there will be some turnover of staff, where we are able to manage vacancies we will hold posts that don't require them to be filled immediately.

As previously reported to committee we are anticipating an underspend in the Household waste recycling centres budget, which is now reflected in the forecasts, we will continue to monitor activity throughout the rest of the year.

- 2.4. Based on the current view of waste tonnages we are forecasting an underspend on residual waste and payments in recycling credits.

Residual waste is reducing in year, the projection has dropped from the budgeted allowance of 214,133 tonnes to a forecast worst case of 213,358 tonnes, There is also a one off in year benefit of an over accrual for expected tonnages at the end of 21017/18 that did not arise, equivalent to 3,600 tonnes.

Also, recycling credits the claims for garden waste have dropped in year, due to the weather, to date we have seen a drop of around 1,400 tonnes.

- 2.5. Due to the relatively mild winter we have seen a low number of winter gritting actions so far this year and at this stage we are anticipating there will be an underspend on winter maintenance budget, although given the uncertainty of this budget we are not able to provide a robust forecast. We would recommend that committee agree in principle that any underspend on the winter maintenance budget be transferred to the winter maintenance reserve.

3. Capital Programme

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

Table 3 Capital Programme			
	2018-19	2019-20	Total Programme
	£m	£m	£m
Major Schemes	8.345	13.206	21.551
Bus Infrastructure Schemes	0.160	0.070	0.230
Bus Priority Schemes	0.500		0.500
Public Transport Interchanges	0.140	0.090	0.230
Cycling schemes (County)	0.575	1.855	2.430
Cycling schemes (Norwich "City Cycle Ambition 2")	0.460		0.460
Walking schemes	0.794	0.756	1.550
Road Crossings	0.245	0.261	0.506
Local Road Schemes	4.034	6.229	10.263
Great Yarmouth sustainable transport package (LGF Funded)	2.798	0.900	3.698
Attleborough Sustainable transport package (LGF Funded)	1.950	1.100	3.050
Thetford Sustainable Transport package (LGF Funded)	1.200	0.675	1.875
Traffic management and calming	0.929	0.010	0.939
Local Safety Schemes	0.250	0.250	0.500
Other Schemes, Future fees and Carry over costs	0.559	0.559	1.118
Integrated transport	22.939	25.961	48.900
Structural Maintenance	31.885	32.465	64.350

Total Highways programme	46.479	45.22	91.699
Other capital schemes			
Transport related budget - clean bus technology	0.036		0.036
Public Access - related projects	0.350		0.350
Waste management	4.013	0.075	4.088
	4.399	0.075	4.474
Total Programme	50.878	45.295	96.173

- 3.2. The highways programme reflects the current known funding. The service has a strong track record of securing additional external funding which will be added to the programme as this gets confirmed. There are no variances to the budget
- 3.3. The programme is actively managed throughout the year to aim for full delivery within the allocated budget. Schemes are planned at the start of the year but may be delayed for a variety of reasons e.g. planning consent or public consultation. When it is identified that a scheme may be delayed then other schemes will be planned and progressed to ensure delivery of the programme and the original schemes will be included at a later date. Over /(under)spends and slippage will be carried forward and delivered in future years.
- 3.4. **Broadland Northway**
- 3.5. We have agreed the final account with the main scheme contractor Balfour Beatty. There are elements of the scheme that remain outstanding at this stage, i.e. final land costs still in negotiation and other landscaping works but we are forecasting that the project will be delivered within the £205m budget. The scheme has now been adopted into the Highway network.

4. Reserves 2017-18

- 4.1. The Council holds both reserves and provisions.
- 4.2. Provisions are made for liabilities or losses that are likely or certain to be incurred, but where it is uncertain as to the amounts or the dates which they will arise. The Council complies with the definition of provisions as contained within the CIPFA Accounting Code of Practice.
- 4.3. Reserves are either reserves for special purposes or to fund expenditure that has been delayed and in many cases relate to external Grants and Contributions. They can be held for a specific purpose, for example where money is set aside to replace equipment or undertake repairs on a rolling cycle, which can help smooth the impact of funding.
- 4.4. Or reserves can be held as General balances, these are not earmarked for a specific purpose. General balance reserves would be held to help the Council to manage unplanned or unforeseen events. This committee doesn't hold any general balances.
- 4.5. The reserves relating to this committee are held for special purposes or to fund expenditure that has been delayed, and in many cases relate to external grants and contributions.
- 4.6. A number of the reserve balances relate to external funding where the conditions of the grant are not limited to one financial year and often are for projects where the costs fall in more than one financial year.

- 4.7. Services continue to review the use of reserves to ensure that the original reasons for holding the reserves are still valid.
- 4.8. The balance of unspent grants and reserves as at 1st April 2018 stood at £27.434m
- 4.9. Table 4 below shows the balance of reserves held and the current forecast usage for 2018-19.

4.10.

	Balance at 1 April 2018 £m	Forecast balance 31 March 2019 £m	Forecast Net Change £m
Table 4: EDT Committee reserves			
Culture, Heritage and Planning			
Historic Buildings	(0.079)	(0.048)	0.031
Income Reserve	(0.080)	(0.084)	(0.004)
R and R Fund	(0.079)	(0.054)	0.025
Unspent Grants and Contributions Reserve	(0.060)	(0.016)	0.044
Culture, Heritage and Planning Total	(0.299)	(0.202)	0.096
Highways, Transport and Waste			
Bus Service De-registration reserve	(0.031)	(0.031)	0.000
Demand Responsive Transport	(0.004)	(0.004)	0.000
Highways Maintenance	(5.796)	(5.457)	0.339
Information Technology	(0.005)	(0.005)	0.000
Landfill Provision	(12.357)	(12.278)	0.079
Park and Ride Refurb Reserve	(0.012)	(0.012)	0.000
Provision for Bad Debts	(0.037)	(0.037)	0.000
Public Transport Commuted Sums	(0.389)	(0.389)	0.000
R and R Fund	(0.237)	(0.172)	0.065
Street Light PFI Sink Fund	(5.051)	(3.863)	1.188
Unspent Grants and Contributions Reserve	(2.065)	(2.059)	0.005
Waste Management Partnership	(0.869)	(0.818)	0.051
Highways, Transport and Waste Total	(26.852)	(25.124)	1.727
Head of Support and Development	(0.180)	(0.180)	0.000
Economic Development			
Economic Dev and Tourism	(0.104)	(0.104)	0.000
Grand Total	(27.434)	(25.610)	1.823

- 4.11. The department will continue to review the planned use of reserves through to the end of the financial year. The planned drawdown on the Historic Buildings reserve is to cover contributions to planned projects.

The £1.188m draw down on the Street lighting reserve is in part to support the current implementation of the LED upgrades being delivered and the planned support of the PFI Contract payments.

- 4.12. Significant reserves balances

	Balance 1 April 2018 £m	Reason for holding
Highways and Waste		
Closed Landfill Provision	12.357	Provision for the long term impairment costs arising from Closed Landfill sites.

		We have a legal duty to hold a provision for the future maintenance of Council owned closed landfill sites
Street lighting PFI	5.081	Reflects receipt of the government PFI grant for the Street Lighting contract, which will be needed in future financial years to meet contract payments.

5. Financial Implications

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

6. Issues, risks and innovation

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

Officer Contact

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

Officer name : Andrew Skiggs

Tel No. : 01603 223144

Email address : Andrew.skiggs@norfolk.gov.uk



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.

1. Delegated decisions

- 1.1. Below is an update on any delegated decisions within the Terms of Reference of this Committee that are reported by the Executive Director as being of public interest, financially material or contentious. There are four relevant delegated decisions to report for this meeting.

- 1.2. **Subject:** **Ministry of Housing, Communities and Local Government's Technical Consultation on Reforming Developer Contributions**

Decision: To respond to the consultation. The response provided comments on proposed amendments to the Community Infrastructure (CIL) Regulations in respect of S106 agreements (Planning Obligations). As the County Council is not a CIL Charging Authority, the detailed proposals in the consultation relating to CIL were not considered in detail.

A copy of the full consultation response can be provided to Members, on request.

Note that this decision was made under the urgent decision process.

Taken by: Executive Director, in consultation with the EDT Committee Chair and Vice Chair

Taken on: 24 January 2019

Contact for further information: Stephen Faulkner – Principal Planner
Email stephen.faulkner@norfolk.gov.uk
Phone 0344 800 8020

- 1.3. **Subject:** **Petition : request to improve pedestrian travel to and from Garrick Green Infant School – Garrick Green and St Faiths Lane, Old Catton**

Decision: To agree the response to the lead petitioner. The response said that the locations have not been a high priority for installation of new crossings when previously considered. However, meetings will be organised with the petition organisers to discuss in more detail.

Taken by: Executive Director, in consultation with the EDT Committee Chair and Vice Chair, and Local Member (Cllr Vincent)

Taken on: 8 January 2019

Contact for further information: Ben Rayner – Highway Engineer
Email ben.rayner@norfolk.gov.uk
Phone 0344 800 8020

- 1.4. **Subject:** **Petition : Requesting action over illegal parking of vehicles on paths with double yellow lines at the**

junction of Three Mile Lane and Rowan Court

Decision: To agree the response to the lead petitioner. The response acknowledged the difficulties being experienced, and offered advice about how to report issues as they arise, including to South Norfolk District Council's Civil Parking Enforcement team so that illegally parked vehicles can be ticketed. The response also said that changes to the waiting restrictions would not be considered at this stage, and would need to be part of consideration under a wider parking strategy for the area.

Taken by: Executive Director, in consultation with the EDT Committee Chair and Vice Chair, and Local Member (Cllr East)

Taken on: 3 January 2019

Contact for further information: Robert West – Highway Engineer
Email robert.west@norfolk.gov.uk
Phone 0344 800 8020

1.5. Subject: Petition : Request First Bus restore route of 38A (Harleston-Norwich) to the original route along Ipswich Road (past City College) not Hall Road

Decision: To agree the response to the lead petitioner. The response acknowledged that the route had changed, but highlighted that feedback from the commercial operator (First) was that it was working well and they have no plans to make changes. Norwich City College, which is served by the route, have indicated support for the new service. This is a commercial route and is not subsidised by the County Council.

Taken by: Executive Director, in consultation with the EDT Committee Chair (who is also the Local Member) and Vice Chair

Taken on: 5 December 2018

Contact for further information: Sean Asplin – Passenger Transport Manager
Email sean.asplin@norfolk.gov.uk
Phone 0344 800 8020

1.6. Subject: Petition : request for maintenance works to be undertaken to unsurfaced roads on Bush Estate, Eccles on Sea

Decision: To agree the response to the lead petitioner. The response explained that this is an unadopted road and therefore the highway authority is not responsible for its maintenance, and it is the property owners who have the responsibility.

Taken by: Executive Director, in consultation with the EDT Committee Chair, Vice Chair and the Local Member (Cllr Price)

Taken on: 15 February 2019

Contact for further information: Jon Winnett – Highway Engineer
Email jon.winnett@norfolk.gov.uk
Phone 0344 800 8020

- 1.7. **Subject:** **Petition : request for a reduction in the speed limit and introduction of a 7.5ton weight on Norwich Road, Salhouse.**
- Decision:** To agree the response to the lead petitioner. The response explained that the existing speed limit complies with the County Council's policy, but also supported some further specific monitoring to verify the volume of different traffic types along with their average speed in this location to either confirm or allay the concerns raised.
- In respect of use of the route by HGVs, the response said that we are not looking to proceed with any changes because this is an important distributor route between Norwich and the wider rural community. In addition, also because any restriction would not prohibit vehicles who need to access to/from anywhere in that area, then there would be unlikely to see a significant reduction in large vehicles, and would place pressure on the surrounding network.
- Taken by:** Executive Director, in consultation with the EDT Committee Chair, Vice Chair and the Local Member (Cllr Garrod)
- Taken on:** 15 February 2019
- Contact for further information:** Jon Winnett – Highway Engineer
Email jon.winnett@norfolk.gov.uk
Phone 0344 800 8020

2. Financial Implications

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

3. Issues, risks and innovation

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

4. Background

- 4.1. N/A

Officer Contact for Appendix A

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

Officer name : Sarah Rhoden

Tel No. : 01603 222867

Email address : sarah.rhoden@norfolk.gov.uk



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.