

# Cabinet

Date: **Monday 6 June 2022**

Time: **10 am**

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

## Membership

| <b>Cabinet Member:</b> | <b>Responsibility:</b>  |
|------------------------|---|
| Cllr Andrew Proctor    | Chair. Leader and Cabinet Member for Strategy & Governance.           |
| Cllr Graham Plant      | Vice-Chair. Deputy Leader and Cabinet Member for Growing the Economy. |
| Cllr Bill Borrett      | Cabinet Member for Adult Social Care, Public Health & Prevention      |
| Cllr Margaret Dewsbury | Cabinet Member for Communities & Partnerships                         |
| Cllr John Fisher       | Cabinet Member for Children's Services                                |
| Cllr Tom FitzPatrick   | Cabinet Member for Innovation, Transformation & Performance           |
| Cllr Andrew Jamieson   | Cabinet Member for Finance  |
| Cllr Greg Peck         | Cabinet Member for Commercial Services & Asset Management             |
| Cllr Eric Vardy        | Cabinet Member for Environment & Waste                                |
| Cllr Martin Wilby      | Cabinet Member for Highways, Infrastructure & Transport               |

## Advice for members of the public:

This meeting will be held in public and in person.

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

[https://www.youtube.com/channel/UCdyUrFjYNPq5psa-LFIJA/videos?view=2&live\\_view=502](https://www.youtube.com/channel/UCdyUrFjYNPq5psa-LFIJA/videos?view=2&live_view=502)

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

As you will be aware, the Government is moving away from COVID-19 restrictions and towards living with COVID-19, just as we live with other respiratory infections. To ensure that the meeting is safe we are asking everyone attending to practise good public health and safety behaviours (practising good hand and respiratory hygiene, including wearing face coverings in busy areas at times of high prevalence) and to stay at home when they need to (if they have tested positive for COVID 19; if they have symptoms of a respiratory infection; if they are a close contact of a positive COVID 19 case). This will help make the event safe for all those attending and limit the transmission of respiratory infections including COVID-19.

## A g e n d a

### 1 To receive any apologies.

### 2 Minutes

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To confirm the minutes from the Cabinet Meeting held on Tuesday 3 May 2022

### 3 Members to Declare any Interests

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

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 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.**

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

**6 Public Question Time**

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](mailto:committees@norfolk.gov.uk)) by 5pm on **Monday 30 May 2022**. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>.

Any public questions received by the deadline and the responses will be published on the website from 9.30am on the day of the meeting and can be viewed by clicking this link once uploaded: [Click here to view public questions and responses](#)

**7 Local Member Issues/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](mailto:committees@norfolk.gov.uk)) by 5pm on **Friday 27 May 2022**.

**Please note the change in deadline for Local Member Questions.**

|  |          |
|--|----------|
| <b>8 Local Transport Plan 4</b>  | Page 23  |
| Report by the Director of Growth and Development                         |          |
| <b>9 Norfolk Investment Framework</b>                                    | Page 223 |
| Report by the Executive Director of Community and Environmental Services |          |
| <b>10 Delivering a social care quality framework for Norfolk</b>         | Page 377 |
| Report by the Executive Director of Adult Social Services                |          |
| <b>11 Capital Schools Programme</b>                                      | Page 388 |
| Report by the Executive Director of Children's Services                  |          |
| <b>12 Creation of GNGB Strategic Infrastructure Fund</b>                 | Page 400 |
| Report by the Executive Director of Finance and Commercial Services      |          |

- 13 Annual Treasury Management Outturn Report 2021-22** Page 471  
Report by the Executive Director of Finance and Commercial Services
- 14 Finance Monitoring 2021-22 Report Outturn** Page 508  
Report by the Executive Director of Finance and Commercial Services
- 15 Disposal, Acquisition & Exploitation of Property** Page 557  
Report by the Executive Director of Finance and Commercial Services
- 16 Appointments to Joint Committees, Internal and External bodies** *To Follow*  
Report by the Director of Governance
- 17 Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting:**  
To note the delegated decisions made since the last Cabinet meeting.

**Decisions by the Cabinet Member for Highways, Infrastructure and Development:**

- [Moving Traffic Offences on the Highway \(application\)](#)
- [Thetford \(various roads\) - reduce existing 40mph speed limits to 30mph](#)
- [Sea Palling Beach Road – Traffic Management Improvements](#)
- [Norwich, St Stephens Road – Transforming Cities Fund – Traffic Regulation Orders](#)

**Decision by the Leader and Cabinet Member for Strategy and Governance:**

- [Appointment process for recruitment of Independent Remuneration Panel](#)

Tom McCabe  
Head of Paid Service  
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## **Cabinet**

### **Minutes of the Meeting held on Tuesday 3 May 2022 in the Council Chamber, County Hall, at 10am**

**Present:**

|                      |  |
|----------------------|--|
| Cllr Andrew Proctor  | Chairman. Leader & Cabinet Member for Strategy & Governance.       |
| Cllr Graham Plant    | Vice-Chairman and Cabinet Member for Growing the Economy.          |
| Cllr Bill Borrett    | Cabinet Member for Adult Social Care, Public Health and Prevention |
| Cllr John Fisher     | Cabinet Member for Children's Services                             |
| Cllr Tom FitzPatrick | Cabinet Member for Innovation, Transformation & Performance.       |
| Cllr Andrew Jamieson | Cabinet Member for Finance.  |
| Cllr Eric Vardy      | Cabinet Member for Environment and Waste                           |
| Cllr Martin Wilby    | Cabinet Member for Highways, Infrastructure & Transport.           |

**Executive Directors Present:**

|                |   |
|----------------|---|
| James Bullion  | Executive Director of Adult Social Services                                       |
| Paul Cracknell | Executive Director of Strategy and Transformation                                 |
| Helen Edwards  | Monitoring Officer and Director of Governance                                     |
| Simon George   | Executive Director of Finance & Commercial Services                               |
| Tom McCabe     | Executive Director of Community & Environmental Services and Head of Paid Service |
| Sara Tough     | Executive Director of Community and Environmental Services                        |

The Chairman welcomed Cllr Eric Vardy to his first Cabinet meeting as Cabinet Member for Environment and Waste. The Chairman thanked Cllr Andy Grant who had held this role until the 1 May 2022 for his hard work while in this role in the last 3 years and for being instrumental in development the Natural Norfolk: Progress on delivering the Environmental Policy. Cllr Grant had stood down from the role due to growing business interests meaning he would not be able to give the role the time and dedication he had given over the past three years.

Cabinet Members and Executive Directors formally introduced themselves. The Chairman welcomed Chief Fire Officer, Tim Edwards, and the Police and Crime Commissioner for Norfolk, Giles Orpen-Smellie, to the meeting.

**1a.1** The Chairman made an announcement on the award for County Hall:

- Last Thursday night in Manchester at the Blue Badge Access Awards, County Hall won the prestigious Leonard Cheshire Award for "Most Inclusive venue or organization".
- This is a Global award, and the council were competing against national and international projects and organisations. For example, amongst the seven nominees County Hall was up against a project in Romania and a

Gaudi building, the CASA Batlló, in Spain.

- The award was received on the council's behalf by Neil Howard, Norfolk County Council's Senior Advisor on access and inclusion. Neil was a member of the project team and his advice and testing of designs contributed massively to our overall success.
- This success was the result of great teamwork and in addition to Neil, the Chairman congratulated Jeannine de Souza, the Project manager, and the entire Project Team.
- On the same evening at the Constructing Excellence Awards, the Architects Purcell also received a certificate of commendation for agile and inclusive working changes made at County Hall.
- County Hall was also nominated at two upcoming award ceremonies, the BCO (British Council of Offices) awards in Birmingham in May and RICS (Royal Institution of Chartered Surveyors) Awards. County Hall Phase Two project has been shortlisted in the category 'Public Sector'. Here we are up against the great Tapestry of Scotland Gallery, the Steam Academy in Wales and Nottingham Castle, so even a nomination against these prestigious competitors is a great achievement.

- 1a.2** The Cabinet Member for Adult Social Care, Public Health and Prevention made an announcement about the Norfolk and Suffolk Foundation Trust (NSFT):
- On 28 April 2022, the Care Quality Commission reported the outcome of its inspection into NSFT. The overall rating was "inadequate"
  - The Cabinet Member for Adult Social Care, Public Health and Prevention was disappointed to see the outcome of the inspection, particularly given that despite support from NHS England and partners the organisation did not maintain improvement.
  - Vulnerable people and people with mental health deserve better and The Cabinet Member for Adult Social Care, Public Health and Prevention had written to the Chairman of the Mental Health Trust. He would keep Cabinet apprised of the outcome.
  - As partners would play a constructive part in the improvement process, the county council were entitled to expect radical steps that would deliver improvement and sustained improvement.
  - The Cabinet Member for Adult Social Care, Public Health and Prevention would talk to NSFT colleagues to see how the council could receive oversight of improvements, including reports to Committees.

## **1 Apologies for Absence**

- 1.1** Apologies were received from Cllr Margaret Dewsbury, the Cabinet Member for Communities and Partnerships and Cllr Greg Peck, the Cabinet Member for Commercial Services and Asset Management.

## **2 Minutes from the meeting held on Monday 4 April 2022.**

- 2.1** Cabinet agreed the minutes of the meeting held on Monday 4 April 2022 as an accurate record with the following amendment:
- Due to an administrative error the resolution made at item 14, "Regulation of Investigatory Powers Act 2000 and Investigatory Powers Act 2016" was omitted from the minutes. The decision made regarding this report was published in the public domain on the summary notice of decisions.

To complete the record the minutes will be updated to also show the decision made.

### **3 Declaration of Interests**

- 3.1 The Chairman declared a non-pecuniary interest as a council appointed director of Repton Property Developments Ltd and Norse Group.

### **4 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.**

- 4.1 No matters were referred to Cabinet.

### **5 Items of Urgent Business**

#### **Shareholder approval of appointment of Norse group Ltd Chief Executive Officer**

- 5.1 Cabinet received the report setting out the intention to offer the position of Norse Group Ltd Chief Executive Officer to Justin Galliford, who was carrying out the role on an interim basis, following a recruitment process carried out by the Council and the Company.

- 5.2 The Vice-Chairman introduced the report to Cabinet:

- The Chief Executive role at Norse Group Ltd had been vacant since the end of 2021 and filled on an interim basis.
- An external recruitment process had been carried out involving Norfolk County Council officers and members and Norse Group Directors. From this process, it was intended to offer the position to Justin Galliford who was filling the role on an interim basis at that time.
- The Articles of Association of Norse Group Ltd stated that Norfolk County Council should appoint Directors. Norfolk County Council had managed the recruitment process and wished to appoint Justin Galliford to the position.
- According to the council's constitution, making decisions on behalf of the council's wholly owned companies was a Cabinet responsibility.
- The Vice-Chairman moved the recommendation as set out in the report.

- 5.3 Cabinet **RESOLVED** to give approval as shareholder to Norse Group Ltd to appoint Justin Galliford as Chief Executive Officer and as a Director of the Company.

#### **5.4 Evidence and Reasons for Decision**

There is a need to fill the vacant role.

#### **5.5 Alternative Options**

As an alternative, Cabinet could determine not to approve this appointment, which would leave the company without a permanently appointed Chief Executive Officer.

### **6 Public Question Time**

No public questions were received.

## **7 Local Member Questions/Issues**

7.1 The list of Local Member questions and the responses is attached to these minutes at Appendix A.

7.2.1 Cllr Alexandra Kemp asked a supplementary question:

- Cllr Kemp felt that free school meal vouchers needed to come back for the spring and summer holidays'; the manager of a food bank had said there was a 71% increase in people accessing help from their food bank.
- She felt the holiday scheme wasn't accessible for many people or for children who were disabled or autistic.
- Cllr Kemp believed that £3.15m of the £6.7m funding received from Government could be available to provide meal vouchers.
- She stated that there was a need to target help directly on children as some parents didn't know how to claim or missed the messages and asked the Chairman to apologise to parents.
- Cllr Kemp stated that she was arranging a child poverty conference in King's Lynn and that organisations needed to work together to solve this issue.

7.2.2 The Chairman replied to Cllr Kemp's question, stating that the £6.7m funding from Government for Hardship Funding had a requirement that it was to be spent to benefit a range of people. A scheme would be launched on the 6 May 2022 with the objective of reaching as many people as possible using this funding.

7.3.1 Cllr Maxine Webb asked a supplementary question:

- Cllr Webb felt that a focus on activities being inclusive and accessible would not provide the assurance needed for families. She noted that there was an absence of a statement for children with long term health conditions or disabilities despite the need to update this by the end of February 2022.
- Trying to find inclusive provision for children was difficult. The county council wanted all children to flourish so she asked how it was making sure that all disabled children had the same opportunities available to them as their non-disabled peers.

7.3.2 The Cabinet Member for Children's Services replied that a project had been worked on including a bid for funding for children with Special Educational Needs and Disabilities, however this bid was not successful. This work would however go forward for further development.

## **8. Carbon reduction in the Council's wholly owned companies**

8.1.1 Cabinet received the report setting out current actions under way in relation to carbon governance for the Council's companies. These were the early stages in aligning the Council's companies to a low carbon future.

8.1.2 The Cabinet Member for Environment and Waste introduced the report to Cabinet:

- In the November 2021 Cabinet report, "Natural Norfolk: Progress on

delivering the Environmental Policy”, Cabinet resolved to “commission the Executive Director of Finance and Commercial Services to report to Cabinet about the options for setting formal low carbon objectives in relation to companies where the County Council is the majority shareholder”. These companies were owned by the Council but were separate entities. This meant Norfolk County Council did not have direct control over their emissions, but as majority shareholder could exert influence to put carbon reduction targets in place.

- The actions underway in the Council’s companies relating to carbon governance were early stages in aligning the companies to a low carbon future. The ongoing approach to carbon reduction would be dynamic as the Council and its companies responded to a rapidly evolving technological, financial and legislative context.
- A further report would follow, outlining the progress for each company in establishing specific targets for reducing carbon.
- At the Cabinet meeting in April 2022, Cabinet considered the progress that the Council was making in the shift towards net zero on its own estate. It was now appropriate that attention turned to the Council’s wholly owned companies which had a significant impact on the county’s carbon emissions through their operations and impact on the built environment.
- The Cabinet Member for Environment and Waste congratulated the Cabinet Member for Commercial Services and Asset Management and team for bringing forward this report. It was vital that the Council demonstrated to communities that it was serious about the 2050 zero carbon target and putting their money and efforts “where their mouth is”
- Norse was a particularly large business with a diverse business model and the Cabinet Member for Environment and Waste looked forward to seeing its progress in reducing carbon emissions.
- Promoting the Council’s efforts to reduce carbon would hopefully influence other businesses to take similar steps.
- The Cabinet Member for Environment and Waste moved the recommendations as set out in the report.

- 8.2 The Cabinet Member for Children’s Services noted that the Council would lead the way in this area, making changes to mitigate climate change. The council’s wholly owned businesses had in-house expertise to deal with this and he welcomed the proposals to encourage the businesses to reduce their carbon output.
- 8.3 The Chairman noted that Norse Consulting had been working on Passivhaus, low carbon housing in Brentwood, Essex.
- 8.4 The Cabinet Member for Innovation, Transformation and Performance noted that the Council sought to act for the whole of Norfolk by leading by example.
- 8.5 The Cabinet Member for Highways, Infrastructure and Transport discussed that Norse Highways managed 6200 miles of road across Norfolk, offering a comprehensive range of services including pothole repairs, carriageway resurfacing and winter gritting. Highways’ construction used energy intensive materials such as bitumen and concrete and therefore moving towards carbon neutrality was a concern for the industry. The centre for excellence would be key for identifying innovative methods for the industry including recyclable materials.

- 8.6 The Cabinet Member for Finance was pleased to endorse the paper as the next step on the programme to account for scope 3 emissions measured by the council's wholly owned subsidiary companies. He noted that there may be indirect implications to the Council's funding as a result.
- 8.7 The Vice-Chairman drew attention to paragraph 4.3 of the report which discussed, regarding the house building industry, that there was a "debate around the appropriate measurement of carbon, availability of technology (including fitting and resilience of networks to support technology), customer perception of technologies, and what national standards should be in place". Paragraph 4.4 of the report stated that "purchaser willingness to pay a premium for low carbon homes was mixed", however in future years customers would be more likely to pay for this as seen in the automotive industry. Paragraph 4.7 of the report noted that Repton was ahead of the market in carbon reduction on its sites.
- 8.8 The Chairman noted that Cabinet Members were collectively in support of the proposals.
- 8.9 Cabinet **RESOLVED** that
- A. That Cabinet agrees that the Executive Director of Finance and Commercial Services should write to the Council's wholly owned companies setting out, on behalf of the council as shareholder, objectives as set out below to facilitate carbon reductions.
  - B. That Cabinet should receive a further report in due course setting numerical targets for each company.

8.10 **Evidence and Reasons for Decision**

The proposal will demonstrate that the Council is following up on a commitment made in November 2021 in relation to delivering its Environmental Policy.

This represents an appropriate use of the Council's influence towards its publicly stated ambition of not just achieving net zero on its own estate but helping Norfolk towards climate neutrality.

The Council is a major customer of the services provided by some of its companies, particularly Norse. The carbon associated with this service provision falls within the Council's Scope 3 emissions in accordance with accounting conventions defined by the GHG Protocol. Through engaging its companies on carbon reduction objectives, the Council is taking steps to address these Scope 3 emissions. This can offer some future proofing from potential upcoming requirements to address Scope 3 emissions as the national policy and legislative context further pivots towards meeting the UK's 2050 net zero commitment.

For the companies, this engagement from the Council as shareholder can help provide the impetus to better align with a low carbon future. While it may require investment, actively reducing carbon footprint also brings benefits through reducing exposure to volatile fossil fuel prices and providing better access to the burgeoning green economy.

8.11 **Alternative Options**

The alternative to setting shareholder objectives for the Council's companies on carbon reduction is to not provide specific shareholder guidance on this issue.

Pursuing this alternative would not be consistent with the Council's ambition to help Norfolk reach carbon neutrality. It could leave the Council exposed to reputational risks associated with criticism of not leveraging its influence over its own companies to this end.

In addition, not taking these steps could leave the Council's companies exposed to significant costs and challenges as the national policy and legislative context further pivots towards meeting the UK's 2050 net zero commitment.

## **9. NFRS Community Risk Management Plan (CRMP 2023-2026) Development Plan**

9.1.1 Cabinet received the report setting out the proposed steps and timetable to develop the Norfolk Fire and Rescue Service (NFRS) Community Risk Management Plan (CRMP) 2023/26 and an update on work to further enhance the NFRS Community Safety service.

9.1.2 The Chief Fire Officer introduced the report to Cabinet:

- Norfolk Fire and Rescue Service's vision was to be at the heart of protecting the communities of Norfolk.
- We are legally required to analyse and review community risk and outline key risk mitigation measures through prevention, protection and response by developing a three-year strategic plan called the Community Risk Management Plan.
- This plan would take into account findings from the 2021 visit from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.
- The plan would reflect up to date key risk analysis and show how prevention, protection and response activity would be used to prevent fires and incidents and mitigate the impact of identified risks on communities. It would outline how we will best utilise our resources to mitigate risks and set out management strategies and risk-based inspection programme to deliver the regulatory reform fire safety order.
- The plan would cover 3 years, reflecting the outcome of consultation and would be easily accessible and publicly available.
- Key considerations were to review the impact of highway infrastructure improvements in Norfolk, maximising resources focussed on prevention activities and improving organisation improvements and activity.

9.1.3 The Police and Crime Commissioner for Norfolk commented on the report

- Although the Police and Crime Commissioner for Norfolk had no formal role on fire governance however he had sight of the report as the information it contained offered useful context for development of police and fire collaboration which he hoped would move forward during the Chief Fire Officer's tenure.

9.2 The Chairman noted that page 60 of the report set out what the CRMP was about, with risks set out in the report. Page 61 of the report, paragraph 2.2.1 showed the key considerations of the plan. This continued into paragraph 2.3 which discussed the five key themes of the plan. The drive of the plan was

service led to ensure the right service for Norfolk aligned to budget setting, in a phased approach leading to a consultation for a final plan to consider and take forward in due course.

9.3

The Vice-Chairman noted that the service must be fit for purpose to serve the communities in Norfolk which changed over time, with changing demographics, new housing and new roads. The report stated that communities and interested parties would be engaged with during development of the plan and before final publication of the plan.

9.4

The Cabinet Member for Innovation, Transformation and Performance noted that it was important for risks to be reviewed on a regular basis to protect residents; this plan would help the service remain at the forefront of delivering good services to the people of Norfolk.

9.5

The Cabinet Member for Adult Social Care, Public Health and Prevention noted that there was an aim to maximise resources focused on prevention activities; this was a difficult area to measure however it was important and he hoped that this would remain in the final report. There could be a tendency towards silo working in organisations, so the Cabinet Member for Adult Social Care, Public Health and Prevention was also pleased to note that the Police and Crime Commissioner for Norfolk and fire service intended to work together in the future.

9.6

The Cabinet Member for Highways, Infrastructure and Transport reported that several highway improvements were planned such as the Long Stratton Bypass, Great Yarmouth River Crossing and installation of bus lanes, among others, which would lead to improved journey times and therefore improved response times. The Cabinet Member for Highways, Infrastructure and Transport was looking forward to these being constructed to help the fire service.

9.7

The Cabinet Member for Environment and Waste welcomed that Norfolk Fire and Rescue Service would engage and listen to communities; it was important that they felt valued and had ownership over issues being engaged with.

9.8

The Chairman noted that the last plan was published in 2019 therefore it was time to update the plan and nationally there was a desire for transformation which this plan met.

9.9

The Chairman moved the recommendations as set out in the report.

9.10

#### Cabinet **RESOLVED**

1. To approve the timetable and approach for developing the Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26 as set out in this report.
2. To note the key considerations that will be explored as part of the development of the Community Risk Management Plan.
3. To note the work to further enhance the Community Safety service, including the Development Plan which is set out in Appendix C of the report.
4. To agree that the terms of reference of the NFRS Strategic Development Oversight Group should be amended to task the Group to oversee the development and implementation of the CRMP.



#### 9.11 **Evidence and Reasons for Decision**

The development of the CRMP is an opportunity to take a fresh look at the picture of risk across the County and how we can best organise and deploy our resources to eliminate and mitigate this risk, keeping Norfolk communities and business as safe as possible.

As set out above, the proposed approach to a greater focus on community engagement as part of the development of the CRMP will enable us to develop a broader and stronger picture of the needs of Norfolk communities, a better understanding of vulnerability and therefore placing the service in a better position to address these needs and risks.

#### 9.12 **Alternative Options**

Members could decide to extend the date of the existing IRMP by a further year instead of developing a new Plan. However, in doing this it would be very difficult to demonstrate that the plan reflects up to date risk analyses (a statutory requirement) as the risk data will be at least three years out of date.

The minimum length for a CRMP is 3 years but there is no maximum. It would be possible to develop a plan covering a period of more than three years. However, it is felt that a 3-year period provides a balance between medium/long term horizon scanning/planning and the ability to take up-to date information into account in our plans.

### 10. **Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting**

- 10.1 Cabinet **RESOLVED** to **note** the Delegated Decisions made since the last Cabinet meeting

The meeting ended at 10:42

**Chairman of Cabinet**

**Cabinet**  
**3 May 2022**  
**Local Member Questions**

|     | <b>Local Member Issues/Questions</b>   |
|-----|--|
| 7.1 | <p><b>Question from Cllr Alexandra Kemp</b><br/> When it comes to Standards in Public Life, actions speak louder than words. I walked out of April's full Council Meeting out of respect to disadvantaged families in my Division, after the Chair refused an emergency debate on restoring Easter Holiday School Meals vouchers, that the Conservative Administration took away. South Lynn was particularly disadvantaged. The nearest "Lunch for Exercise" scheme was in North Lynn, two bus rides away. So I distributed free lunch packs to families in South Lynn church - mothers asked for food that did not require heating, afraid of the cost of gas. Can the Leader show some compassion and restore Vouchers for the Summer Holidays?</p> <p><b>Response from the Leader and Cabinet Member for Governance and Strategy</b><br/> Thank you for the question. Concerning free school meals vouchers we do understand how the increased cost of living is hitting many people harder now. We wouldn't want to see anyone go hungry and that is why our help will be to focus the Government's new hardship funding on all those in greatest need: we are developing a new scheme with the £6.7m we have been allocated that will have the depth and flexibility to reach a much broader range of people facing hardship.</p> <p>In addition, as you mentioned we have continued to run our holiday activity scheme, the Big Norfolk Holiday Fun Programme, which provided support and healthy food for 4,000 five to 16-year-olds over the Easter holidays.</p> <p>The Norfolk Assistance Scheme offers support for people who are struggling. The best way to apply to the scheme is through the website <a href="http://www.norfolk.gov.uk/NAS">www.norfolk.gov.uk/NAS</a> or if you do not have access to the internet, call 0344 800 8020. I would urge families who are struggling to feed their children, afford heating bills or have other financial worries to get in touch. The Scheme received 750 applications in the 2-week period of the Norfolk Easter Holidays, 315 of which were people with children, and the families are now receiving the support they need.</p> |
| 7.2 | <p><b>Question from Cllr Stuart Dark</b><br/> As Cabinet members are aware, NCC and Kings Lynn and West Norfolk Borough Council have worked closely together on numerous projects benefiting residents in the West of the County. I, as Leader of that Council, thank the administration and officers at NCC for that ongoing interest and support.</p> <p>As part of our regular dialogue, the Leader is aware of the ongoing serious concern that many local residents have regarding the proposed large commercial Incinerator at Wisbech, just outside Norfolk and in very close proximity to Kings Lynn Borough. Given this, would the Leader elaborate on the County's position to this particular proposal, to, if possible, alleviate some of that concern?</p> <p><b>Response from the Leader and Cabinet Member for Governance and Strategy</b><br/> I'd like to join Cllr Dark in thanking officers across both the County Council and the Borough Council of King's Lynn and West Norfolk for their continued work on projects and initiatives which have, and will continue to, benefit residents in the west of Norfolk.</p>   |

|     |  |
|-----|--|
|     | <p>I'm aware that a Development Consent Order application for this facility is due to be submitted to the Secretary of State soon and once received the County Council will give its response as a statutory consultee. But I do understand the serious concerns being raised by local residents about this.</p> <p>As part of the regular dialogue between Cllr Dark and myself it has been emphasised that the current capacity of the waste disposal chain is sufficient, and there are ambitious environmental plans to reduce waste levels across King's Lynn and West Norfolk in future years. Based on this information as a consequence the county Council can, and will be, stating its opposition to the proposed energy from waste facility in Wisbech.</p>   |
| 7.3 | <p><b>Question from Cllr Saul Penfold</b><br/>With the May half term on the horizon will Norfolk County Council commit now to the reintroduction of school meal vouchers to prevent the need for last-minute community action to feed hungry children?</p> <p><b>Response from the Cabinet Member for Children's Services</b><br/>We will be launching a new scheme on the 6 May reflecting the new Household Support Fund allocation for Norfolk. This is based on supporting a wider group of Norfolk's residents, who may be facing hardship due to the increased cost of living. The new scheme will run in addition to the continued support provided by the Norfolk Assistance Scheme.</p>   |
| 7.4 | <p><b>Question from Cllr Sharon Blundell</b><br/>Residents have been telling me that the Big Holiday fun activities have been far from fun. Some clubs did not provide food, parents couldn't get codes from their school, not all children could get food, clubs were not suitable for children with disabilities/special educational needs and young carers were unable to attend. Will you apologise for leaving some children, who needed Council help, hungry over Easter?</p> <p><b>Response from the Cabinet Member for Children's Services</b><br/>We've had some great initial feedback about the activities on offer and we'd encourage those who have raised concerns with you to let us know, so that we can look into these with the specific schools and providers.</p> <p>All families experiencing financial hardship during Easter had access to the Council's Norfolk Assistance Scheme where families eligible for free school meals were prioritised for support, including support for food and also wider living costs.</p> <p>The team at Active Norfolk worked with more than 70 providers to deliver the Big Norfolk Holiday Fun programme over Easter, as part of the wider support available for children and families. They have delivered a range of activities providing children with the opportunity to keep active over school holidays through participating in free, enriching and fun activities, with lunch provided.</p> <p>The team is gathering feedback from children, parents and providers to help further develop the scheme going forward, including ensuring the opportunities are</p> |

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|     | <p>promoted widely to children through schools and that provision is as inclusive and accessible as possible.</p>  |
| 7.5 | <p><b>Question from Cllr Rob Colwell</b><br/>Will Norfolk County Council join other stakeholders with financial assistance to begin habitat restoration of Gaywood River, Norfolk's most polluted river in 2021 according to data published by Anglian Water and considered by The Rivers Trust?</p> <p><b>Response from the Cabinet Member for Environment and Waste</b><br/>The poor condition of the Gaywood is a matter of great concern. This relatively short river, only 12 miles long from its source to where it joins the Ouse at Kings Lynn has been much modified, over time, from its natural state. To effectively deliver a habitat restoration scheme will require a whole river catchment approach. This will need investment and partnership working with several agencies and many landowners/managers in the area. Norfolk County Council has been involved in the past with this type of partnership working and currently with supporting restoration work on other north Norfolk rivers like the Glaven, Stiffkey and Hun and has brought in significant funding. I will ask the Council's Environment Team to contact the Norfolk Rivers Trust and the Water Alliance (Inland Drainage Board) to see if we can assist them in improving the condition of the Gaywood river.</p> <p><b>Second Question from Cllr Rob Colwell</b><br/>Whilst police have stepped up their patrols, what action can be taken and reassurance given to concerned residents in King's Lynn who report increased use of dangerous mini motorbikes on Norfolk County Council paths and lanes. Spring Lane, Gaywood a particular problem?</p> <p><b>Response from the Cabinet Member for Highways, Infrastructure and Transport</b><br/>Thank you for the question. I understand that such activity on paths and lanes can cause great disturbances to communities and users of these paths and lanes. I am glad that the Police have increased their patrols and hopefully this will have the desired effect of addressing this issue</p> |
| 7.6 | <p><b>Question from Cllr Lucy Shires</b><br/>How does the council keep count of how many private family arrangements are made, whilst a case is open to Norfolk Children's Services?</p> <p><b>Response from the Cabinet Member for Children's Services</b><br/>We do not measure private family arrangements as by very nature, they are made outside of our intervention and not at our request. If made at the service's request they become placements and temporary foster care approval will be sought</p> <p><b>Second Question from Cllr Lucy Shires</b><br/>I'm receiving lots of correspondence from our Special Guardians. Why is there no public policy explaining how decisions are made regarding Special Guardians Allowance including what information is available on how many placements the council thinks might fail due to financial hardship?</p>  |

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|     | <p><b>Response from the Cabinet Member for Children's Services</b></p> <p>Special Guardianship allowances and discretionary support is set out in legislation and Statutory Guidance, which defines what NCC and all other LAs should consider in supporting Special Guardians – the legal framework includes Children Act 1989 Section 1, 2 and 3, also set out in Special Guardianship Regulations 2005; Special Guardianship (Amendment) 2016 as well as the Statutory Guidance on Special Guardianship.</p>   |
| 7.7 | <p><b>Question from Cllr Brian Watkins</b></p> <p>A report by the County Council Network has warned that the Government has seriously underestimated the cost of its adult social care reforms. They have warned that there could be large numbers of care homes closures and bed shortages when the reforms are introduced. There is widespread concern that there will inevitably be serious consequences for councils, providers, and most importantly for those who rely on that care. What response does the Cabinet member intend to make on behalf of this Council?</p> <p><b>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</b></p> <p>Thank you for your question.</p> <p>The report referenced in the question (available <a href="#">here</a>) by the County Council Network (CCN), and undertaken independently by Healthcare market specialists LaingBuisson, does indeed reference a potential national shortfall in the funding of two aspects of the Governments Adult Social Care reforms – namely those related to proposals to allow private payers (self-funders) to ask councils to arrange care on their behalf at a presumed lower local authority negotiated fee rate and the intention to introduce a new 'Fair Cost of Care'. We welcome this independent assessment, and indeed other assessments now being undertaken such as those by our strategic partner.</p> <p>Social care and housing are very much inter-connected and therefore at the right time, and under the right circumstances, we recognise the value and importance of both residential and home based services in supporting Norfolk's residents. This Council however does also recognise there should be a bridge between these services, and therefore continues to stimulate the market for alternatives such as our £29m investment in Independent Living housing that will supplement these existing services, and provide alternative preventative capacity.</p> <p>Our commissioners are actively continuing to shape our important care markets to ensure they provide quality services, that enable choice within efficient and sustainable markets. There will be an intense focus on our support to the Care market during 2022/23 with Cabinet due to receive reports on quality improvement, the publication of our market position statement and finally our response to governments requirement to submit a cost of care exercise and market sustainability plan. It will be this latter report that will outline our plans to try to address some of the issues described within the CCN publication. At present we are proactively working with our care providers, and Norfolk's care association NorCA, to develop both of these key plans.</p> <p>As a Council we very much welcome the reforms to Social Care being brought forward by Government. However, it still remains important that all new burdens</p> |

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|     | <p>placed on Local Government, including this reform, are fully funded by Central Government and we continue to work with the County Councils Network, the Local Government Association and the Association of Directors of Social Care to lobby the Government on these very important issues.</p> <p><b>Second question from Cllr Brian Watkins</b><br/>Eaton Primary School does not have any double yellow lines to prevent parking close by, and all attempts to make it safe for children to walk and cycle to school safely have not yet met with a satisfactory response. What can the school expect from the County Council by way of them introducing appropriate parking restrictions?</p> <p><b>Response from the Cabinet Member for Highways, Infrastructure and Transport</b><br/>I am sorry to hear of the issues concerning parking outside Eaton Primary School. The County Council are aware that introducing parking restrictions in localised areas especially around schools can lead to parking being displaced into side roads where currently parking problems do not exist. As such additional parking restrictions can adversely impact adjacent residents so it is important to strike a balanced approach when dealing with parking outside schools. To mitigate against issues caused by displaced parking, the wider area around the school would need to be reviewed to establish the most appropriate solution.</p> <p>Managing parking around schools should be a multi-stakeholder approach, with the School, Parents, the County Council, Police, and residents all taking an active role. A good example of this is the School Streets trials which are due to begin at the start of May in several locations in Norfolk. This trial will see the roads outside the schools in question closed to general traffic when children arrival and leave school. The closures are manned by volunteers from the school or local community. Funding for the trial is already committed but should it be successful the initiative could be rolled out to other schools in Norfolk.</p> |
| 7.8 | <p><b>Question from Cllr Maxine Webb</b><br/>The government says its Holiday Activities and Food programme responds to the “holiday experience gap” that exists for children from low-income households. Shockingly, during the Easter holidays I heard from over 70 eligible families of children with SEND who couldn’t attend an activity and who therefore went without the food and support they should have received.</p> <p>Without denying the lived experience of these families, will the Cabinet Member for Children’s Services guarantee that ALL eligible children, including those with SEND, are equally able to benefit in future, and to provide the voucher equivalent of one meal a day to any child without a place?</p> <p><b>Response from the Cabinet Member for Children’s Services</b><br/>The Big Norfolk Holiday Fun team at Active Norfolk is keen to understand why some families felt unable to attend holiday activities over Easter, and there will be an opportunity for families to provide feedback through a survey being issued to those taking part and opportunities for further discussion with parents. As indicated in my reply to Cllr Blundell, there is a focus on ensuring all Big Norfolk Holiday Fun</p>   |

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|      | <p>provision is inclusive and accessible as possible, recognising that some activities may not be accessible for some with certain needs due to the nature of the activity. Providers are happy to talk to parents/carers should families want to discuss their child's needs.</p> <p>As part of the Big Norfolk Holiday Fun programme, we have encouraged providers who are more specialist to deliver activities, alongside the requirement for all Big Norfolk Holiday Fun provision to be as accessible as possible. Securing a breadth of providers across the county continues to be a focus for the team, so that we can build up a strong network of local organisations able to offer Big Norfolk Holiday Fun activities safely and in line with the Department for Education's (DfE) requirements.</p> <p>The Big Norfolk Holiday Fun scheme is funded by the Department for Education and funding cannot be used to provide food support vouchers for children not participating in activities, but we will be launching our next phase of support for residents in hardship on the 6 May.</p> |
| 7.9  | <p><b>Question from Cllr Terry Jermy</b><br/>Could the Cabinet Member for Children's Services confirm how many children were eligible for Free School Meals in my Division at the beginning of the Easter holidays this year, how many places on the Big Norfolk Holiday Fun Scheme were offered in my Division, how many of those were booked and how many children actually attended them?</p> <p><b>Response from the Cabinet Member for Children's Services</b><br/>There were 908 children aged 5-16 eligible for means tested free school meals in Thetford schools at the start of the Easter holidays. The team secured 5 providers in the Thetford area to run Big Norfolk Holiday Fun activities over the Easter holidays. Between them these providers offered 1060 activity days with spaces for up to 310 children and young people to take part in four days of activities. The team at Active Norfolk are still collecting data on bookings and attendances for the Easter holidays.</p>   |
| 7.10 | <p><b>Question from Cllr Mike Smith-Clare</b><br/>If the administration continues to refuse to reinstate vouchers, what measures have been put in place to ensure no children in Norfolk who would usually be in receipt of free school meals go hungry during the Jubilee half term?</p> <p><b>Response from the Cabinet Member for Children's Services</b><br/>In addition to the continued support provided by the Norfolk Assistance Scheme for families experiencing hardship we will be launching a new scheme on the 6 May based on the new Household Support Fund allocation for Norfolk focused on the needs of residents in meeting the cost of living crisis.</p>  |
| 7.11 | <p><b>Question from Cllr Brenda Jones</b><br/>The CQC rating consistently show Norfolk County Council to be the worst performing social care provider in the country compared to other councils who have experienced similar challenges through underfunding and the pandemic. What is the</p>  |

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|      | <p>cabinet doing to close the huge gap between Norfolk and the best performing councils?</p> <p><b>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</b></p> <p>Thank you for your question.</p> <p>It is of course incorrect to say that the County Council is the worst performing social care provider in the country, care is provided by independent businesses, as I am sure that you are aware.</p> <p>The Council is supporting Norfolk's independent care providers to improve the quality of their provision through the payment of the highest fee uplift in five years – an above average inflation increase of 6%, increasing the quality teams – allowing for a more intense challenge and support function and investment in recruitment in the whole of the Care Sector.</p> <p>The full list of actions are detailed in the reports to the People and Communities Select Committee held last September and the Performance Improvement Group held in January. The Council is leading a system wide programme of improvement, supported by NorCA, across the emerging Integrated Care System to accelerate and drive improvement. The outputs from this will form proposals for the Care Quality Strategy and Framework for Norfolk, which will be discussed by Cabinet in June and will be part of the agenda for the new Integrated Care System.</p>   |
| 7.12 | <p><b>Question from Cllr Steve Morphew</b></p> <p>The internal challenge mechanism the cabinet claims to be robust has resulted in what they admit is duplication and excessive layers of management. How much could the budget gap have been reduced if there had been earlier intervention?</p> <p><b>Response from the Cabinet Member for Finance</b></p> <p>Thank you for your question. The County Council has a robust and well-established process for annual budget setting, with a demonstrable track record of producing a deliverable, balanced budget.</p> <p>All organisations inevitably change and develop over time, and it is therefore appropriate to periodically review and reassess the structures and resources that are required to deliver organisational objectives in as efficient, effective and economical manner as possible. This is not to say that individual departments and service areas have not restructured or undertaken reviews of their own in recent years. On the contrary, the Council is a continuously evolving organisation as it changes in order to respond to demand, funding and other pressures, but there has not been a fundamental "whole organisation" review completed for more than ten years. In particular, the pandemic, and the Council's response to it, has demanded significant and rapid organisational changes over the last two years. Now, as we move into the post-pandemic recovery period, the time is right for a rigorous review of the whole Council as set out in detail in the report considered by Cabinet in April 2022.</p> <p>While it is too early to say definitively what the level of savings delivered by the review will be, the April report to Cabinet has identified that savings in the order of</p> |



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|      | <p>£15-20m could be achieved. This will need to be validated as one of the first actions undertaken by our specialist partner once they are appointed. It would however be unreasonable to automatically assume that any or all of these savings could necessarily have been delivered earlier, particularly in the context of the organisation's focus on responding to the pandemic. Nevertheless, it is clear that savings at the level estimated would have a material impact on closing the 2023-24 Budget gap and therefore it is right to undertake this review now.</p> <p><b>Supplementary question from Cllr Steve Morpew</b><br/>Will the Cabinet open up the budget challenge process wider to include non-Cabinet members and report the options considered and conclusions for wider debate rather than bringing a single take it or leave it option to council in the budget?</p> <p><b>Response from the Cabinet Member for Finance</b><br/>The budget challenge process enables Cabinet to explore the options available within different services to contribute to setting a balanced budget for the year. In this way the budget challenge meetings represent part of the Council's budget and strategy formulation process, and they are not decision-making meetings. As such it would not be appropriate to open these to a wider audience. There are however a number of other points within the budget setting process where wider member input is sought and welcomed. For the 2023-24 Budget this will include two instances of engagement with Select Committees (planned for May 2022 and November 2022), as well as opportunities to examine budget proposals within Scrutiny Committee. In fact, Scrutiny Committee has already had an opportunity to comment on the context for 2023-24 budget setting including the overall timetable and the proposed process at its last meeting in April 2022. In this context it is perhaps worth noting that the role of Cabinet is to recommend a balanced Budget to full Council, rather than putting forward a range of options.</p> |
| 7.13 | <p><b>Question from Cllr Chrissie Rumsby</b><br/>Why haven't the reports to this cabinet on FRS and carbon reduction in our companies been through select committees prior to coming to cabinet as these are surely worthy of greater member discussion and comment for cabinet to take account of?</p> <p><b>Response from the Leader and Cabinet Member for Governance and Strategy</b><br/>The role of Select Committees in shaping the Council's policies and strategies is very much valued.</p> <p>The report on the Fire and Rescue Community Risk Management Plan focusses on setting the timetable and overall process to develop a new three year plan. It is appropriate that Cabinet who are the Fire and Rescue Authority, approve the process to develop the new Plan. I agree it is important that the Select Committee has the opportunity to discuss this important strategy, and in the report it highlights that Infrastructure and Development Select Committee is programmed to consider the draft CRMP later this year; this will enable the Committee to comment on and shape it in advance of the start of a wider public consultation exercise. In addition, the Cabinet Member for Communities and Partnerships chairs a Strategic Development Oversight Group tasked with overseeing the work to develop the Plan. The group includes cross-party members as well as people from the Fire staff</p>   |

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|      | <p>representative bodies. I understand you are a member of that group, which met during April to consider the proposals on the process and timetable before Cabinet.</p> <p>Carbon reduction in our companies is an important process which has been set in train as a result of our Net Zero Strategy and Environment Policy, both of which have had cross-party member input at Select Committee, Scrutiny Committee and the Environmental Members' Oversight Group.</p>  |
| 7.14 | <p><b>Question from Cllr Emma Corlett</b><br/>What discussion, where and what progress has been made to ensure the Integrated Care Partnership is subject to proper, well-resourced Scrutiny arrangements?</p> <p><b>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</b><br/>Thank you for your question.</p> <p>As I am sure that you are aware, the Integrated Care Partnership (ICP) is not a decision making body in respect of the commissioning and delivery of health and social care services within the ICS footprint of Norfolk and Waveney. That authority sits with the Integrated Care Board (ICB) Chaired by Patricia Hewitt responsible for the NHS and the Cabinets of Norfolk and Suffolk County Councils for social care. Scrutiny of the ICB and the Cabinets is the responsibility of the Health Overview Scrutiny Committees and Scrutiny Committees of Norfolk and Suffolk County Councils.</p> <p>A briefing has been prepared for the Chairs of the Scrutiny and Health Overview Scrutiny Committees at Norfolk County Council and a further briefing for the wider membership of Norfolk County Council is being planned for June 2022.</p> |
| 7.15 | <p><b>Question from Cllr Julie Brociek-Coulton</b><br/>Why didn't the cabinet member responsible for the sale of Holt Hall seek permission of the Secretary of State to sell it at a lower price so that it could be retained for the benefit of young people rather than sold to become a private home?</p> <p><b>Response from the Cabinet Member for Commercial Services and Asset Management</b><br/>When selling an asset which is no longer required, we are obligated to seek the 'best consideration' in accordance with Section 123 of the Local Government Act. Seeking permission from the Secretary of State to accept a substantially lower bid would have introduced a delay with no certainty of an outcome and could be subject to lengthy and costly legal challenge.</p> <p>This sale secures a significant capital receipt for Norfolk Tax payers. The additional £1m the purchaser is donating to support the education of children across the county, will be used to improve the provision for children who cannot attend school, due to ill health, exclusion or for any other reason. This will ensure a lasting legacy.</p>  |

# Cabinet

**Item No: 8**

**Report Title: Local Transport Plan 4**

**Date of Meeting: 06 June 2022**

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

**Responsible Director: Vince Muspratt, Director Growth and Development**

**Is this a Key Decision? Yes**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: 26 April 2022**

## **Executive Summary / Introduction from Cabinet Member**

The County Council adopted its Local Transport Plan 4 (LTP4) strategy in November 2021. Until the LTP4 Implementation Plan is also adopted the current LTP remains LTP3, although under the legislation an appropriate level of weight will be given to the LTP4 strategy in decision-making by the Council as part of the set of documents forming the current Local Transport Plan.

Consultation on the draft of the LTP4 Implementation Plan was conducted in March and April, alongside the Sustainability Appraisal (SA), including Strategic Environmental Assessment (SEA), and Habitats Regulations Assessment (HRA). The consultation lasted for 6 weeks from Monday 21<sup>st</sup> March 2022. The LTP4 Implementation Plan and Strategy have been updated to incorporate the results of the consultation where relevant.

Cabinet is being asked to agree the final draft of the LTP4 Implementation Plan, together with LTP4 Strategy, which has been reviewed alongside development of the Implementation Plan and will form the final draft of the LTP. The final draft is being reported to Cabinet for agreement prior to adoption at Full Council July, at which point LTP4 will replace LTP3.

The LTP4 Implementation Plan can be found attached to the end of this report in

Appendix B, and the revised Strategy can be found in Appendix A. A full report on the results of the public and stakeholder consultation can be found in the Infrastructure & Development Select Committee papers [here](#). As part of the consultation, we asked if responders felt any changes were needed to the Strategy. Any comments, as well as a review of any relevant Government documents or guides released since the adoption of the Strategy in 2021, have been reviewed and can also be found in the Infrastructure & Development Select Committee papers [here](#).

## **Recommendations:**

- 1. To approve and recommend to Full Council that the Local Transport Plan, comprising the Local Transport Plan 4 Strategy and Implementation Plan set out in Appendix A and Appendix B, is adopted, and that this replaces the current Local Transport Plan (LTP3).**
- 2. Cabinet is asked to agree that any further minor changes are delegated to the Director of Growth and Development.**

## **1. Background and Purpose**

- 1.1 The LTP sets out the council's strategy and policy framework for the promotion and encouragement of safe, integrated, efficient and economic transport and is used as a guide for investment priorities as well as being taken into account by other agencies when determining their planning or delivery decisions.
- 1.2 The Local Transport Plan Strategy for Norfolk (2021-2036) strategy was adopted at Full Council on 29th November 2021. The LTP sets out the county council's overall approach to transport, showing how transport can deliver our wider ambitions including a growing economy, strong communities and reducing our impact on the environment. It guides our own delivery of projects as well as providing a framework for how we will influence the plans of others to achieve the best positive outcomes for Norfolk. Transport is now the biggest emitter of carbon of any sector in the UK and this plan is important in setting out the council's policy framework for achieving carbon reduction of the transport network.
- 1.3 The LTP4 Implementation Plan sets out how our vision will be achieved and delivered, including investment in active travel, including cycling and walking, taking into account the Environmental Policy and air pollution.
- 1.4 The LTP4 Implementation Plan Consultation started on Monday 21st March and ran for 6 weeks until Monday 2nd May. The outcome of the consultation has been used to update the LTP4 Implementation Plan. Alongside development of the Implementation Plan, the Strategy was reviewed. The Strategy and

Implementation Plan together, shown in the appendices, comprise the final draft of LTP4.

## **2. Proposal**

- 2.1 The Local Transport Plan forms part of the Council's Policy Framework, as set out in Article 4 of the Council's Constitution, and therefore requires Full Council approval to adopt. It is proposed that Cabinet recommend to Full Council that the Local Transport Plan 4, comprising both the Strategy, set out in Appendix A, and the Implementation Plan, set out in Appendix B is adopted. Cabinet is asked to recommend that, on adoption, LTP4 replaces LTP3.

The final draft of the LTP4 Implementation Plan and Strategy will be uploaded to the County Council's website once agreed at Full Council.

- 2.2 Since its adoption at Full Council in November 2021 the LTP4 Strategy has been reviewed and updated in light of new government policy and funding, and comments made in the Implementation Plan consultation. Therefore, Track Changes have been applied to Appendix A so members can see changes that have been made, although we are asking to approve a final version.
- 2.3 Responses to the consultation have been considered in shaping the final LTP4 Implementation Plan. Comments from Select Committee will be compiled in a note and sent in a note to Cabinet. Any changes agreed by Cabinet will be included in the final version to be agreed at Full Council, together with any changes arising from the SEA/HRA consultation or arising from any new relevant guidance from government. Cabinet is asked to agree that any such changes are delegated to the director.
- 2.4 Local transport authorities are required to have an up to date Local Transport Plan. Adopting a refreshed plan will ensure that the county council continues to meet the requirements of the relevant Act, see 8.1.
- 2.5 The model for appropriate robust governance is currently being considered by officers so that it is in place for when the plan is adopted to oversee its delivery. It is proposed to have a Board with cross-authority representation comprising senior managers to drive forward delivery. Progress will be reported to, amongst others, the CES Departmental Management Team and the Net Zero Board, also to Members via the Infrastructure and Development Select Committee and Cabinet (when Members agree the annual capital programme) annually.

Guidance on Local Transport Plans is being prepared by government. The indicative timetable, with all stages being subject to government approval, is understood to encompass consultation in autumn 2022 with final guidance

published by the end of the year. If the county council were to wait until guidance was published prior to reviewing our plan, it is unlikely that we would be unable to adopt a new plan, reflecting the current policy context and objectives of the council including the focus on carbon reduction, until early 2024. It is considered better to have a plan in place that reflects current objectives now and enables us to move forwards confidently with a strategy and implementation plan driving carbon reduction and a net zero target rather than to wait over a year. We have, in any case, set out that we will consider the guidance once it is published and make any changes as required or appropriate.

If a review of the LTP is required, this will take account of the various requirements including consultation on the draft plan. Development of the plan would be supported by appropriate appraisals and assessments such as Strategic Environmental Assessment and there would be consultation on the draft plan and assessments.

### **3. Impact of the Proposal**

- 3.1 The LTP4 Implementation Plan will impact how the council develops and delivers interventions that affect transport across the county.
- 3.2 This report outlines the recommended LTP4 Implementation Plan, together with amendments to the LTP4 Strategy. The Implementation Plan, when adopted by Full Council in July, will set the direction for significant long-term interventions to, amongst other things, tackle carbon emissions, air quality and growth of the area.
- 3.3 Changes have been made to the Implementation Plan to include any funding bids and grants which have been achieved since the March 2022 consultation version of the Plan. New government policy and guidance has also been reviewed, and where relevant, added to the Strategy document to ensure this is up to date.

### **4. Evidence and Reasons for Decision**

- 4.1 The legal requirement for the Local Transport Plan (LTP4) Strategy to become the new policy for Norfolk County Council is that both the LTP4 Strategy and LTP4 Implementation Plan are adopted to form the LTP. The adoption of the LTP4 Strategy in 2021 means that the Implementation Plan is required for the LTP4 to become current policy and replace LTP3.
- 4.2 Adoption of the proposed plan will ensure that the county council has an up to date plan taking account of, and reflecting, amongst other things, current legislation and policy requirements; and that the council continues to meet the requirements of the relevant Act.

## **5. Alternative Options**

- 5.1 Without an updated Local Transport Plan the LTP3 remains policy. LTP4 updates the strategy from LTP3 and is a much better reflection of where the authority wants to be in terms of transport policy.

## **6. Financial Implications**

- 6.1 The Implementation Plan sets out the aims and targets of the LTP4 Strategy, by which the county council will deliver its transport functions and therefore provides a framework for how funding will be prioritised. It does not commit the county council to additional funding on transport services; Members will be asked to consider projects on their own merits as they come forward, in the context of overall council budgets agreed annually. The capital programme for transport delivery is also set annually. External funding will actively be sought to supplement the grant allocations received from government for LTP delivery for improvements and maintenance.
- 6.2 Government has indicated that carbon quantification will become a key element of local transport plans. However, until Local Transport Plan guidance is issued it is not clear what government is likely to require and it is not proposed to complete the carbon work until the guidance is published. Therefore, the spend on this would be deferred until such guidance is published.

## **7. Resource Implications**

### **7.1 Staff:**

Activities to develop the implementation plan, including consultation, have been undertaken within existing resources.

### **7.2 Property:**

None at this stage. Any impacts on property are only likely to arise from delivery of individual transport schemes. These will be identified and impacts considered at the appropriate time on the specific schemes.

### **7.3 IT:**

None at this stage. Some of the interventions detailed in the Implementation Plan will impact on the Council's IT systems including those that manage the transport networks and provide travel information. These will be considered at the appropriate time on the specific projects.

## **8. Other Implications**

### **8.1 Legal Implications:**

The legal requirement for the Local Transport Plan (LTP4) to become the new policy for Norfolk County Council is that both the Local Transport Plan Strategy and LTP4 Implementation Plan are adopted to form the LTP. Without the LTP4 Implementation Plan the Council Policy for the LTP remains the LTP3.

The LTP4 Implementation Plan contains policies, and proposals for the implementation and delivery of those policies set out in the Local Transport Plan Strategy (LTP4). A local transport authority must under the Transport Act 2000 take into account any relevant guidance issued by the relevant Secretary of State and policies announced by the Government concerning the content of local transport plans and on the mitigation of or the adaptation to climate change or with respect to the protection and improvement of the environment when preparing the LTP. Existing Local Transport Plan guidance dates from 2009. New guidance is expected to be published for consultation in 2022, with adoption towards the end of the calendar year.

Once adopted, the council must keep the LTP under review and alter it when they consider it appropriate to do so and replace the LTP as the council thinks fit.

As the LTP is proposed to be a policy framework document, appendix 12 of the Norfolk County Council constitution sets out the process for the adoption of policy framework documents.

The Leader has published a timetable for making proposals to the Council and the various stages that the LTP will go through prior to be received by Full Council. This can be found in the Infrastructure & Development Select Committee papers [here](#).

## **8.2 Human Rights Implications:**

None at this stage

## **8.3 Equality Impact Assessment (EqIA) (this must be included):**

EqIA has been incorporated into the Integrated Sustainability Appraisal that has been carried out and has been consulted on alongside the Implementation Plan.

## **8.4 Data Protection Impact Assessments (DPIA):**

The consultation has been designed by the Council's consultation team, and data collected will be managed in accordance with County policy. A DPIA has been produced for the Implementation Plan.

## **8.5 Health and Safety implications (where appropriate):**

There are no direct health and safety impacts.

## **8.6 Sustainability implications (where appropriate):**



An Integrated Sustainability Appraisal (SA) has been carried out incorporating the Strategic Environmental Assessment and Habitats Regulation Assessment.

This considered the impact of the plan against a range of social, environmental and economic indicators. In general, policies performed well against most SA objectives, with no significant negative effects being identified. Some uncertain effects were identified for air quality, noise, biodiversity and geodiversity, water, soils and mineral resources, landscape and townscape and cultural heritage and the historic environment. The plan includes a target on carbon, confirming how the LTP will support the target in the council's environment policy of a move towards carbon neutrality by 2030.

Appropriate assessments will be undertaken on a scheme by scheme basis to identify any scheme-specific impacts as projects come forward to delivery.

#### **8.7 Any Other Implications:**

None

### **9. Risk Implications / Assessment**

The county council's current Local Transport Plan was adopted in 2011. Since that time there have been changes to national, regional and local policy, technological innovations in transport, social, environmental and economic changes and delivery against Local Transport Plan objectives. Revising the plan now will ensure that the county council continues to meet the requirements of the relevant Act (that local transport authorities have an up to date plan).

### **10. Select Committee Comments**

The draft plan was reported to Select Committee on 25 May 2022. Comments will be reported in a note, which will be circulated to Cabinet after the Select Committee meeting.

### **11. Recommendations**

**To approve and recommend to Full Council that the Local Transport Plan, comprising the Local Transport Plan 4 Strategy and Implementation Plan set out in Appendix A and Appendix B, is adopted, and that this replaces the current Local Transport Plan (LTP3).**

**Cabinet is asked to agree that any further minor changes are delegated to the Director of Growth and Development.**

### **12. Background Papers**

12.1. Local Transport Plan 4 Strategy in Appendix A

12.2 Local Transport Plan 4 Implementation Plan in Appendix B

12.3 The Sustainability Appraisal and Habitats Regulations Assessment are available online [here](#)

**Officer Contact**

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**Norfolk** County Council

# Local Transport Plan 4 Strategy 2021-2036

DRAFT

## Executive Summary

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

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

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

### Achievements

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

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

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

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

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

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

### **Our New Plan**

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

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

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

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

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

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

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

#### Covid-19

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

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

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

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

### **Local Transport Plan Strategy and Policies**

This plan sets out that we will:

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

This will include:

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

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

#### **Local Transport Plan Implementation Plan**

An Implementation Plan ~~has been will be~~ developed ~~following adoption of the LTP4 strategy. This sets will set out our proposals for implementation, the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be has been developed throughout 2022 with its final adoption in autumn Summer 2022.~~



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## Chapter 1: Introduction

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

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

The Local Transport Plan objectives are:

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

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

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

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

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

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

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

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

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

## Chapter 2: Background

### About Norfolk

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

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

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

*2019 population data – Norfolk Insight*

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

*58.5% of people in Norfolk are aged 16-64*

*2019 population data – Norfolk Insight*

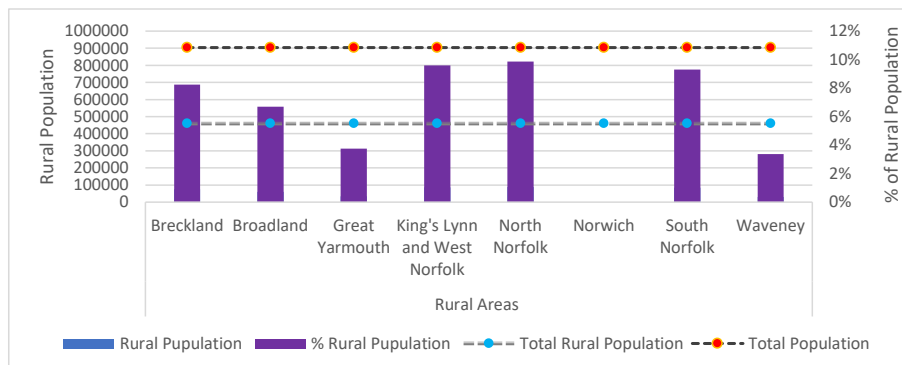
King's Lynn and Great Yarmouth are also important urban areas within the county, forming important centres for their populations and supporting a wider range of businesses including those associated with offshore energy.

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

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

**Figure: Rural Population in Norfolk and Waveney**



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### Recent progress and achievements

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

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

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

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

### **The Local Transport Plan**

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

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

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



Evidence and engagement



## Chapter 3: Strategic Objectives and policy context

### Strategic Objectives

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

## Strategic Policy Context

International and National Policy and papers

### **The Road to Zero 2018**

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

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

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

### **Transport Act 2000**

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

### **Climate Change Act 2008**

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

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

### **Decarbonising Transport: Setting the Challenge 2020**

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

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

This strategy outlines government's approach to maximising the benefits from transport innovation in cities and towns. E-scooters could be a fast and clean way to travel easing the burden on the network. Parts of the county are participating in e-scooter trials to help inform legislation. Bus Back Better sets government's vision for buses to be at the heart of the public transport network.

### **Net Zero Strategy: Build Back Greener, October 2021**

This strategy sets out policies and proposals for decarbonising all sectors of the UK economy to meet our net zero target by 2050. A key commitment in transport is to ensure the UK's charging infrastructure network is reliable, accessible, and meets the demands of all motorists.

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### **Government Cycling and Walking Policy for England July 2020**

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

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

### **Decarbonising Transport A Better, Greener Britain 2021**

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

### British Energy Security Strategy, April 2022

This aims to ensure secure, clean and affordable British energy for the long term and includes investment in green public transport, cycling and walking, and provision for hydrogen transport.

Design Transport & Storage business models by 2025 for hydrogen transport and storage infrastructure, which will be essential to grow the hydrogen economy. Norfolk is well placed to support a hydrogen economy we will therefore continue to review Hydrogen studies in the region and how the LTP might support these in the future.

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### Levelling Up White paper, 2 February 2022

The aim of Levelling Up is to reorganise the relationship between central and local government and put more focus on councils to deliver the Government's programme to improve opportunities and outcomes in all parts of the country.

The White Paper provides details of 12 new missions across four broad areas: boosting productivity and living standards by growing the private sector; spreading opportunities and improving public services; restoring a sense of community, local pride and belonging; and, empowering local leaders and communities.

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### Levelling-up and Regeneration Bill, 11 May 2022

This bill includes a range of proposed changes to the planning system, including changes to developer contributions, requirement for a design code, environmental assessment and enforcement. The new system will be based on the principles of: beauty, infrastructure, democracy, environment and neighbourhood engagement.

## Regional and Local Policy

### Norfolk and Suffolk Economic Strategy 2017

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

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

### Norfolk County Council's Environmental Policy

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

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

### Together, for Norfolk 2019-2025

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

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

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

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

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

- Bus Improvement Plan. Following release of the government bus strategy, Bus Back Better, in March 2021, we have developed our bus improvement plan and submitted to government in autumn 2021
- Walking and Cycling Strategy: This is currently being refreshed. The county council is developing a series of Local Cycling and Walking Infrastructure Plans (LCWIPs) to provide more detail in local areas. LCWIPs [were adopted for Norwich, Great Yarmouth and King's Lynn in spring 2022 and are well advanced for Norwich, Great Yarmouth, King's Lynn and progressing for Dereham and countywide, with plans for the rest of the county being developed](#)
- Transport Asset Management Plan: Sets out the management, operation, preservation and enhancement of the transport infrastructure
- Transport for Norwich: This ~~is currently being~~was refreshed [and adopted in autumn 2022](#) to replace the existing Norwich Area Transportation Strategy. This deals with the built-up area of the city, its growth areas and travel to and from surrounding areas
- King's Lynn Transport Strategy: This has recently been adopted
- Great Yarmouth Transport Strategy: This has recently been adopted
- Market Town Transport Network Improvement Strategies: The council has developed ten such studies looking at the market towns across the county to identify transport measures needed to accommodate growth pressures.

As well as county council documents, [such as the Norfolk Access Improvement Plan \(NAIP\), 2019-2029](#), there are other significant documents including local plans, setting out development plans across the districts, and documents setting out visions for specific areas, such as, for Norwich, the 2040 City Vision and Norwich City Centre Public Spaces Plan.

## Chapter 4: Embracing the Future

### Introduction and chapter summary

This chapter deals with:

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

The chapter sets out that:

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

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



## Policies

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

### Policy 1

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

What this means in practice:

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

### Policy 2

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

What this means in practice:

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

### Policy 3

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

What this means in practice:

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

#### **Policy 4**

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

What this means in practice:

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

## **Introduction**

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

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

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

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

## **Evidence and Challenges**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

#### **Strategy for delivery**

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

#### **Planning for change**

##### **Policy 1**

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

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

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

#### **Technology**

##### **Policy 2**

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

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

The [2040-2030](#) ban on the sale of all petrol and diesel cars and vans will promote the uptake of electric vehicles, which are already becoming popular. The UK government [aimed](#) to invest £1.5 billion in ultra-low emission vehicles by 2021, further evidence to suggest that a growth in these vehicles can be expected in the future.

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

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

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

### Policy 3

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

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

The government is investing significantly into the research and development of Connected and Autonomous Vehicles (CAVs), also known as self-driving or driverless cars or other vehicles. Over time, CAVs are likely to have numerous impacts on how we move people around and how we manage highways. These include:

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

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

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

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

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

Advancements in technology and data collection is enabling the growth of Mobility as a Service (MaaS) and seamless transport. MaaS bundles a variety of transport modes together and enables you to plan, pay for and use the modes of transport via one app or card. This makes the use of public transport far easier and seamless hence making it a more attractive choice of travel.



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

## Behaviour Change

### Policy 4

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

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

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

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

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

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

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## Chapter 5: Delivering a Sustainable Norfolk

### Introduction and chapter summary

This chapter deals with:

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

The chapter sets out that:

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

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

### Policies

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

#### Policy 5

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

What this means in practice:

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

#### **Policy 6**

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

What this means in practice:

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

**Policy 7**

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

What this means in practice:

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

**Achievements**

★ We have a strong track record of working in partnership with Local Planning Authorities to develop planning policy such as the Greater Norwich Local Plan. The county council is a partner in the process to help develop and influence that plan to align with county transport objectives.

★ AtoBetter is a sustainable travel scheme that works with the community to offer free travel advice to aid people make the best travel choices. This is helping people make journeys as easy as possible and enables more journeys by foot, bike, public transport and car sharing.

★ Bringing forward and supporting large growth areas. New ways of working to deliver growth and bring forward strategic infrastructure together, leveraging in both public and private investment. Working with Transport East, Long Stratton bypass and West Winch Housing Access Road – both required to enable housing growth – have been identified in the Major Road Network programme for government funding.

★ Attleborough, Thetford and Great Yarmouth Growth Deal: Success in securing growth deal funding through the New Anglia Local Enterprise Partnership capital growth programme. This included packages of measures to reduce traffic congestion and improve sustainable transport in order to sustain and bring forward economic growth in the towns.

## Evidence

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

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

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

[Natural England has released policy for Norfolk Local Authorities to follow to make developments nutrient neutral, March 2022. When nitrogen and phosphate nutrients enter water systems it can cause excessive growth of algae, making it harder for aquatic species to survive. The implications of this policy will continue to be monitored to assess its effect on achieving the objectives of the Local Transport Plan 4.](#)

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## Challenges

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

- Making sure that, where there is an increase in travel, the networks (active and public travel, road and rail) can cope with growth and that public transport options are available.

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### Strategy for delivery

- Providing advice to local planning authorities and on individual proposals to ensure development is well located and laid out in such a way that it achieves our Local Transport Plan objectives
- Consideration of new settlements to be well connected to services through sustainable and active modes of transport
- Developing the Infrastructure Delivery Plan
- Developing strategies and implementation plans for major growth locations
- Developing the case for funding to promote sustainable growth, housing and employment
- Developing transport strategies to support the vitality of town centres
- Developing our development management and design guidance to enable new growth to deliver increases in sustainable transport (including commercial bus services)
- Travel planning.

### Growth and Development

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

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

#### Policy 5

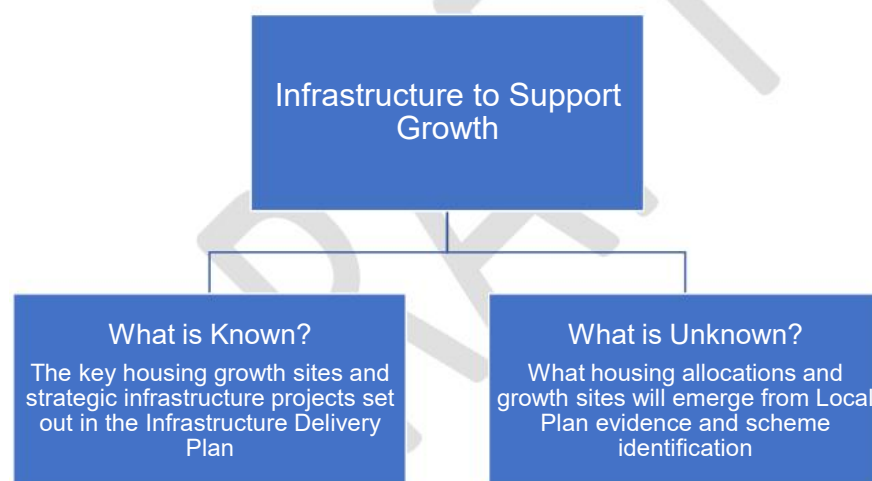
We will work with partners to inform decisions about new development ensuring they are well connected to maximise use of sustainable and active transport options. This will make new developments more attractive places to live, thus supporting a strong sense of the public realm.

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

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

We will:

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



#### **Policy 6**

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

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

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

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

#### **New developments in areas of poor air quality**

##### **Policy 7**

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

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

#### **Innovation**

Norfolk County Council and the local planning authorities will need to work even closer together to deliver housing and commercial land that benefits the people of

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Norfolk and allows for growth in a sustainable way. We need to gather more evidence to understand what journeys people are making, and the journeys people will be making in the future, whether social, economic, or for tourism.

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

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## Chapter 6: Enhancing Connectivity

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

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

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

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

### Policies

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

#### Policy 8

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

What this means in practice:

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

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

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

#### **Policy 9**

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

What this means in practice:

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

#### **Policy 10**

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

What this means in practice:

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

#### **Achievements**

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

- Thickthorn (A11/A47, Norwich) junction
  - Guyhirn junction
  - Junctions at Great Yarmouth
- ★ Large Local Major Road Schemes are in various stages of development:
- Norwich Western Link. The outline business case was submitted to government in June 2021. Construction is programmed for a start on site in 2023
  - Great Yarmouth Third River Crossing. Development consent and funding was secured, enabling construction to start on this project at the beginning of 2021. We aim to have the bridge finished and operational by early 2023.
- ★ Major Road Network improvements. Transport East has prioritised Long Stratton Bypass, West Winch Housing Access Road and A47/A17 Pullover Junction King's Lynn for funding under this stream. Government approved the outline business case for Long Stratton Bypass in July 2021 and awarded funding for the next stage of work.

#### **Evidence**

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

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

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

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

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

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

### **Challenges**

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

### **Strategy for delivery**

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

### **Transport gateways**

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

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

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

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

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

### **Strategic Road and Rail Connections**

#### **Policy 8**

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

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

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

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

### Strategic Priority Connections

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

#### **Priorities for enhancing strategic connections**

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

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



## Clean Transport Modes

### Policy 9

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

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

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

## Connectivity from rural areas

### Policy 10

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

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

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

## Innovation

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

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

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

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## Chapter 7: Enhancing Norfolk's Quality of Life

### Introduction and chapter summary

This chapter deals with:

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

The chapter sets out that:

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

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

### Policies

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

#### Policy 11

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

What this means in practice:

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

#### **Policy 12**

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

What this means in practice:

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

schools specifically because of air quality. However, we do intend to be more innovative in our collection of data, which should allow a better understanding of air quality outside schools and will also look to respond to school issues either on an individual basis where problems are found, or collectively through implementation of our policies for – amongst other things – mode shift and cleaner vehicles.

### Policy 13

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

What this means in practice:

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

### Achievements

★ Norfolk County Council has been working with district council partners through an Air Quality improvement network to develop and deliver a countywide approach, reducing transport emissions being one shared objective.

★ Norfolk County Council adopted an Environmental Policy in November 2019. The policy supports the aims of the government's environmental plan and has 'Supporting initiatives that lead to clean air, such as developing new proposals within the forthcoming Local Transport Plan and its supporting strategies' as a key objective.

★ The Norfolk Cycling and Walking Strategy recognises that cycling and walking are not only good for the environment but also our children, our health and our economy so the strategy looks at Norfolk County Council's work to support them both now and in the future. This strategy is currently being refreshed.

★ AtoBetter is run by Norfolk County Council but funded by developers to make journeys as easy as possible and enable more journeys to be made by foot, bike, public transport, car sharing, and to reduce the need to travel in the first place.

## Evidence

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

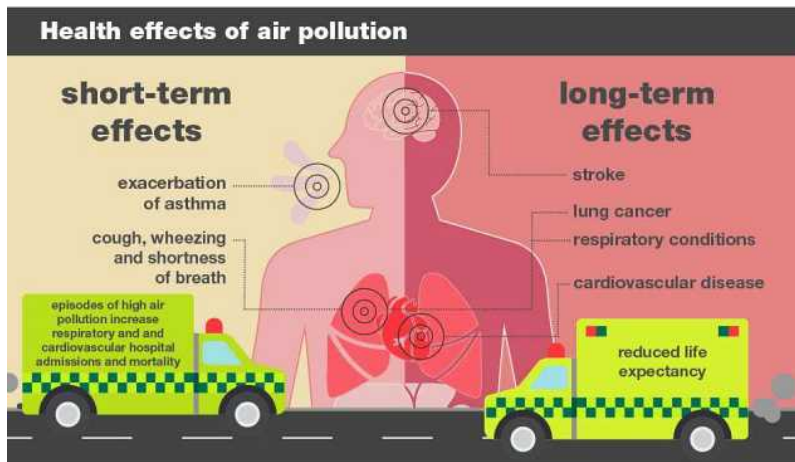
International agreements and policies are influencing what the future of transport looks like. For example, the Paris Agreement 2015 is a United Nations commitment to keep global temperature rise to well below two degrees Celsius above pre-industrial levels. This will influence the future of transport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

The Cop26 Declaration 2021 shows that the UK is committed to working towards 100% zero emission vehicle sales by 2035 at the latest in leading markets, and by 2040 globally. This declaration was signed by signed by national governments, states, regions, cities, vehicle manufacturers, businesses, investors and civil society.

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

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



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

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

### Challenges

There are issues with pollution from vehicles causing both local air quality issues and contributing to climate change. CO<sub>2</sub> can be reduced, and air quality improved, by replacing petrol and diesel by electric cars although, beyond the remit of this plan, there will be a need to ensure that the emissions aren't displaced to the power generation for charging these vehicles; and that other environmental impacts, such as materials required for batteries, are minimised. There is currently limited infrastructure to support a significant uptake in electric vehicles and the technology is developing at a fast rate.

Options for how people and goods move across Norfolk is often restricted as we are a dispersed and rural county. It is difficult for some people to get to services, and

there are limited alternatives to the car, especially over longer distances in large areas of Norfolk. Therefore, some approaches that can work in urban areas are more difficult in rural areas where there is currently no obvious alternative to the car.

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

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

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

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

### Strategy for delivery

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

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

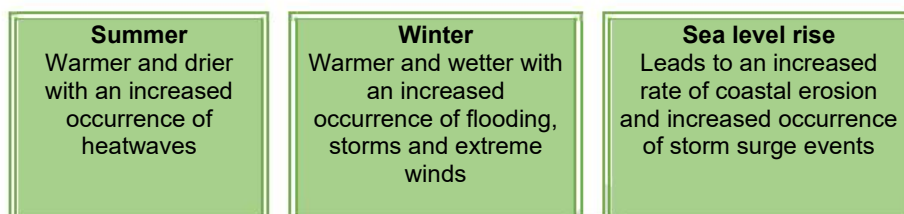
Specific actions arising from this strategy include:

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



## Climate Change

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



### Policy 11

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

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

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

The implementation plan will also need to deliver on government's transport decarbonisation plan's statement that LTPs will need to show how quantifiable carbon reductions in transport, in line with carbon budgets and net zero, will be made. [The Transport Decarbonisation: Local Authority Toolkit, April 2022, has been designed to provide advice to local authorities on planning and actions they can take to reduce transport carbon emissions. New guidance in the Zero emission fleets: local authority toolkit, Published 13 April 2022, sets out actions for local authorities to convert to zero emissions fleets. This will support the council's aim to become net zero on its own estate by 2030 and is therefore not considered likely to adversely affect its delivery.](#)

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

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

### **Air quality and pollution**

#### **Policy 12**

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

The reduction of Nitrogen Dioxide (NO<sub>2</sub>) and particulate matter in areas of high levels, and / or where there are vulnerable residents, is important in tackling the problem of pollution currently felt in Norfolk. Work also needs to be done to identify future problem areas and tackle emissions before they get too high. We can tackle this by increasing the use of public transport and active travel whilst cleaning up vehicles and facilitating a shift to electric buses and private hire vehicles. Our priority will be to tackle problems in Air Quality Management Areas (AQMAs) that have been declared due to transport emissions. These are areas where monitoring has shown that NO<sub>x</sub> levels fall below thresholds.

We will also consider people's concerns in other areas, particularly outside schools. An innovative approach to monitoring air quality – through the use of apps or other

equipment that has been found to produce reliable results – and the use of data should help to identify the issues and inform appropriate interventions.

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

### **Travel choice and behaviour**

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

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

Ways we can improve health and wellbeing through transport:

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

- Make improvements for walking and cycling and cycle parking in city/town centres and residential areas to make them a more desirable option.
- Work with public transport providers to better move from different modes of transport. This includes better links between bus and train and improved cycle parking at stations.

## Quality of place

### Policy 13

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

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

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

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

## Innovation

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

## Chapter 8: Increasing Accessibility

### Introduction and chapter summary

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

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

The chapter sets out that:

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

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

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

## Policies

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

### Policy 14

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

What this means in practice:

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

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

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

#### **Policy 15**

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

What this means in practice:

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

#### **Policy 16**

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

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

What this means in practice:

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

### **Achievements**

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



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

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

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

### **Evidence**

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

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

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

### **Challenges**

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

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

#### **Strategy for delivery**

Our focus will be to:

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

#### **Tackling poor accessibility**

##### **Policy 14**

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

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

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

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

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

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

#### **Managing the network to improve public transport accessibility**

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

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

#### **Policy 15**

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

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

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

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

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

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

### **Access to and within Norwich**

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

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

Parts of Norwich have been declared as an air quality management area. The major pollutant source in the city is road traffic. Source apportionment exercises identify oxides of nitrogen from road traffic to be the most significant source of nitrogen dioxide (NO<sub>2</sub>) and, more specifically, buses and taxis to be the main contributor. Interventions need to be made to stabilise traffic levels and as a result improve air quality around Norwich. Chapter 7: Enhancing Norfolk's Quality of Life details how we intend to tackle this.

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

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

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

#### **Access to and within towns and urban areas**

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

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

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

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

### **Access in rural areas**

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

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

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

### **Access for all**

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

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

**Policy 16**

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

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

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

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

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

### **Alternatives to travel**

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

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

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

### **Innovation**

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

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



## Chapter 9: Improving Transport Safety

This chapter deals with Transport Safety.

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

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

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

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

### Policies

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

#### Policy 17

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

What this means in practice:

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

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

## Achievements

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

### **Evidence**

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

Norfolk County Council is keen to explore the ViDA approach to roadway analysis which will enhance our understanding of key routes and will enable us to explore a more proactive rather than a reactive approach to road safety and road improvements by reducing risk on roads based on the safe systems approach. Use of a standardised risk analysis tool enables meaningful comparisons with similarly developed European neighbours.

*ViDA – Road safety  
assessment tool  
which uses data to  
suggest interventions  
to roads*

### **Challenges**

Seeking to reduce the number of people killed or seriously injured on our roads after a decade of stagnant performance in accident reduction. This is the single largest challenge which we face and is the primary reason for work in road casualty reduction.

Addressing risk reduction is made harder by challenging financial circumstances. Opportunities to engage new technologies may help but these are likely to require significant investment.

There is currently a lack of evidence on effective behaviour change interventions aimed at road users of working age, which are a critical target group.

Dealing with Norfolk's continuing aging population. Whilst older people are not necessarily more likely to be involved in road traffic collisions and tend to selectively adapt their driving habits to account for any late life degeneration, they are more at risk of injury in the event of any collisions.

### **Priorities for road safety**

- ★ Reducing the rate of casualties who are killed or seriously injured is the key priority for the road safety partnership.
- ★ The road safety partnership is developing shared data sets through Powerbi dashboards to help target interventions more accurately.
- ★ The road safety team in Public Health is prioritising development of communities work and reframing the schools offer.

### Strategy for delivery

Adopting the safe systems approach means using the following sub-topics to formulate our responses to road safety collisions in the county:

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

**Safe Systems Approach –**  
*Design roads to reduce the risk of crashes by segregating different road users to make routes safer*

This is to ensure that the emphasis is not entirely on the road user, since the approach accepts that people will make mistakes and that this needs to be considered when designing the system.

A key focus for delivery in engineering should be on maximising survivability and including it in the design of networks and interventions.

A key focus for the road safety partnership is to use intelligence to target particular behaviours when developing interventions.

#### **Policy 17**

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

### Safe speeds

Norfolk County Council is responsible for setting speed limits on local roads and does this through the Norfolk Speed Management Strategy which aims to address road safety issues as well as economic considerations and the environment.

The basis of the Norfolk Speed Management Strategy is to both set appropriate speed limits and achieve a reasonable level of driver compliance with those limits.

Between 2000 and 2010 speed management contributed to a 59% reduction of road collisions in Norfolk with a reduction in killed and seriously injured (KSI) from 862 to 353

This approach to speed reduction and traffic management is informed by the Safe Systems approach to road safety, which refers to the four components of the System as:

- Road Users
- Vehicles
- Roads and roadsides
- Speed Limits.

Potential or proposed changes to speed limits should be based on the following assessments:

1. What is the function of the highway corridor and the surrounding environment? Where ease of access or a sense of place are of greater importance, quality of life and social interaction may benefit from a lower speed limit.
2. Casualty numbers. Are the accident rate and/or severity pattern higher than expected? A lower speed limit or interventions to improve existing speed limit compliance may be appropriate.
3. The need to increase walking and/or cycling and whether a lower speed limit would help encourage this. Whilst likely to apply in urban areas and in the vicinity of schools this may also warrant consideration in tourism areas.

#### *The 'Self-Explaining' Road (SER)*

Physical measures such as speed humps or chicanes force the road user to reduce speed. Another approach is called the 'Self Explaining' Road, to redesign the road environment in order that drivers are persuaded to choose to reduce speed. The SER concept advocates a traffic environment that elicits safe behaviour through its design.

#### **Safe Roads**

Intelligence-led route risk identification and targeted reduction methods enable progression towards a safe system. Risk mapping via VIDAS and analysis by Road Casualty Reduction Analyst.

Continuing identification of cluster sites and targeted intervention.

Ongoing programme of pedestrian crossing assessments and implementation, ensuring that sites with the greatest potential benefit are prioritised.

#### **Safe Road Users**

Norfolk county council continues to deliver court diversion and other courses aimed at educating drivers about road safety and awareness. A memorandum of

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understanding with the Constabulary is in place to enable this work, and much of it is regulated by national requirements. The following courses are delivered:

- National Speed Awareness Course
- National Motorway Awareness Course
- What's Driving Us
- Safe & Considerate Driving
- Rider Intervention Development Experience
- Your Belt Your Life, online course facilitated by the Safety Camera Partnership.

Upwards of 30,000 clients per year access courses. These is a blend of behaviour change interventions with an element of on road coaching within the Safe and Considerate Driving course. Each course is delivered by nationally licensed self-employed trainers and courses can be deliver anywhere in the country. Those delivered in Norfolk are internally quality assured and monitored by the Road Safety Team at Norfolk County Council.

The road safety partnership priorities will be supported by the **Road Safety Communities Team**. This is a partnership commitment, and is outlined as follows:

| Opportunity for Norfolk                       | Potential goal   |
|---|--|
| Contributing to the road safety evidence base | For interventions to be monitored, evaluated and adapted as necessary to ensure effectiveness for the residents of Norfolk and to contribute to the national and international evidence base   |
| Habitual/Automated behaviours                 | Influence the road user to be mindful and alert during their regular journeys  |
| Risk taking behaviours                        | Target risk-taking behaviours such as speeding, distraction while driving, drink and drug driving and promote desirable behaviours. To achieve this, utilise all elements of the safe systems approach   |
| Build capacity in the community               | Work collaboratively with key stakeholders to achieve a Safe Systems approach in Norfolk   |
| Road safety education in schools              | Support schools to incorporate road safety education into everyday learning, integrating the messages within other subject lessons to achieve a continuum of learning. This could be through the development of evidence-based resources and training for teachers and schools |
| Sharing the road                              | Agree an approach including campaigns and interventions to keep two-wheeled road users safe whilst promoting sustainable active travel   |

Internal schemes of work consist of the following:

- Taxi assessments for district councils (Broadland, Norwich City, Breckland and South Norfolk)
- Minibus assessments for schools, colleges and academies
- Additional Driver development sessions
- Driving for work guidance and delivery
- Older driver assessments (GOLD) banner
- Motorbike rider Interventions.

### Safe vehicles

Modern cars are designed to protect occupants in a crash. Increasingly vehicles are being designed and fitted with systems for collision avoidance and injury mitigation and protection. Driver assistance technologies help keep drivers to speed limits and traffic lanes, ensure occupants wear seat belts and are often able to warn drivers about the proximity of hazards or other vehicles; or take direct intervention and action.

There is a strong track record of Norfolk industries taking the lead in advanced manufacturing and technology and, particularly with the Lotus Group sited within the county, we are well-placed to work with partners to innovate in this area.

### **Post-crash responses**

Working in partnership with other organisations and the emergency services will ensure fast and efficient emergency medical help, diagnosis and care. This forms the final pillar of the Safe Systems Approach.

### **Innovation**

#### **Governance:**

Annual delivery plan for the road safety partnership with a range of interventions. A Road Safety Operational Group reports to the Road Safety Strategic Board. There is also a Safety Camera Partnership. All oversee the activities of partners.

The road safety partnership has agreed in addition to business as usual, to work together to target specific road user behaviours such as risk taking and habitual, automated behaviour. It should be noted that efforts to reduce casualties in young drivers and riders (motorbike users) will remain, due to the disproportionately high number of casualties in these areas.

Norfolk County Council has taken steps in the staff structure to make safety a key focus in transport strategy. Our previous 'Team Manager – Network Safety & Sustainability' role, with oversight of safety engineering, traffic signal design, traffic modelling and traffic surveys, has been replaced with a 'Highway Network & Digital Innovation' Manager. This new post will be looking at the issues discussed in this chapter and how new technology and innovation will both affect transport safety and how it can improve it.



## Chapter 10: A Well Managed and Maintained Transport Network

### Introduction and chapter summary

This chapter deals with:

- Maintenance. This is how the county council looks after the transport network and includes keeping roads, pavements and cycleways in good condition
- Management of the network. This is how the county council deals with issues like information provision, and how the network is used. For example, the principles about which types of road should have bus lanes or cycle lanes on them.

This chapter sets out how we will manage and monitor the network so that we achieve the objectives set out in the other chapters.

The chapter sets out that:

- The county council receives a funding allocation each year from government for its local transport plan. We will use this predominantly for maintenance and maximise our use of other funding sources for new measures like cycleways, roads or public transport infrastructure. The county council has a good record of drawing down such funding
- We will prioritise spending money on maintenance on the most-used parts of the network: the main roads between urban areas and within the urban areas themselves. In our built-up areas we will prioritise maintenance of those parts of the network used by people walking and cycling
- Within urban areas we will focus on providing bus priority or cycling on certain corridors, even if this means it might take longer for other general traffic to use the routes. We will aim to make all journeys reliable so that people know how long a trip is likely to take. This is something that came across strongly in our consultation. The chapters on accessibility and connectivity set out how we will choose corridors we consider as important, dependent on the journey being made and how people choose to make it
- We will focus on identifying the key risks to the transport network from climate change, such as potential flooding, and focus tackling these where they are likely to be most disruptive to journeys. Our chapter on quality of life shows the strategy for reducing carbon
- We will embrace new and innovative technology so that we can better monitor and maintain our networks and provide information to users. This links strongly with the policy on technology in our future chapter, where we explain this further.

Norfolk has one of the largest transport networks in England, with the County Council being responsible for over 6,000 miles of road, managing all aspects of this network. This includes road maintenance, water drainage arising from the roads and street lighting. The County Council also has responsibility for maintaining 2,400 miles of public footpaths and other public rights of way and cycleways.

## **Policies**

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

### **Policy 18**

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

What this means in practice:

- We will use the annual allocation of Local Transport Plan funding from government predominantly for maintenance and maximise other funding sources, like from bids, for new measures like cycleways, roads or public transport infrastructure
- It is not possible to maintain all of the network to the same standard as we currently maintain the most well-used roads. If we didn't prioritise, given the levels of funding available, the network would still be maintained so that it is kept safe, but the condition of the main roads would not be as good as they are currently. The proposal is to prioritise the major roads, even if this means that we cannot maintain the condition of other roads, pavements or cycleways to the same standards
- There is a substantial transport network across Norfolk with only a small proportion of this being A and urban / inter-urban routes. Much of the network comprises minor roads where there is less vehicular (and other) traffic leading to less degradation and therefore less requirement for maintenance at the same standard as A roads and significant multi-purpose routes into urban areas and market towns
- As there is insufficient funding to maintain all roads to the current standards of the most well-used roads, our value for money assessment shows the major roads, which carry much greater volumes would not be kept to their current standard if this alternative was chosen. Solutions should always be cost-effective in context and provide for a safe environment
- All roads, pavements and cycleways (and other parts of the transport network) will be kept safe with repairs when required.

### **Policy 19**

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

What this means in practice:

- We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible
- If more people choose to walk or cycle for short journeys it would help to achieve some of the county council's objectives including contributing towards the carbon target in our environmental policies as well as health outcomes including through air quality improvements. It will also help meet government policy and other environmental challenges
- Ensuring that the most well-used walking and cycling routes are well-managed and maintained will result in more people travelling sustainably
- If we focussed on keeping the carriageway for general traffic at the highest standard possible, rather than focussing on pavements and cycleways, it would not help meet the wider policy objectives and challenges, or support government policy.

#### **Policy 20**

In urban areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

What this means in practice:

- In our urban areas the management of the network will favour improving conditions for public transport through the implementation of measures such as bus priority lanes, giving priority to buses at traffic signals and restrictions of general traffic. This is likely to mean that it might take longer for general traffic to use the routes in urban areas
- Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a 'good day' (but less time than on a 'bad day')
- In our consultation, public transport improvements came across as very strongly supported. Also, people wanted more reliable journeys, even if this meant that, on some days, journeys might take a little longer
- Focussing only on car traffic would have knock-on consequences such as slower or more unreliable journeys for other users in buses or walking and cycling. (It might mean buses getting caught in general congestion because there are no dedicated bus lanes for them; pedestrians might find it more difficult to cross roads because the focus would be on keeping car traffic moving; cyclists would need to cycle on the main carriageway as dedicated cycle lanes would not be a priority.) This would not support wider objectives including reducing congestion, improving health outcomes, reducing carbon or support government policy or environmental challenges.

**Policy 21**

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

What this means in practice:

- Climate change is resulting in, amongst other things, longer, hotter summers and increased incidences of heavy rainfall, leading potentially to the risk of flooding on parts of the network. Our policy will see us focussing on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Taking a risk-based approach to interventions will allow the council to identify the highest risks, both in terms of where the network is likely to be affected, and also the consequences of that risk. As we don't have sufficient resource to tackle all potential impacts, this approach will mean that the areas with highest risk, on the parts of the network considered to be of most consequence, can be focused on first.

**Policy 22**

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

What this means in practice:

- We will be proactive in using new and innovative technology so that we can better monitor and maintain our networks and provide information to users.
- This will mean continuing to move away from labour intensive data collection measures that largely rely on manual counts or – at some sites across the county – the use of specialist equipment to record usage. These do not, in any case, provide the level of analysis that innovative technology can provide
- Public behaviour, electric vehicle technology and priorities for traveling are changing rapidly and Norfolk County Council has a responsibility to respond to this change. We feel this can only be done by adopting new technology and being more innovative.

**Achievements**

★ We have managed and made improvements to the road condition during a period of austerity. The National Highway Transportation (NHT) Survey shows that Norfolk performs well against its peer group and came out on top in 2019 with the 'Highway Maintenance' and 'Tackling Congestion' categories, both above the NHT peer group average

★ We secured £10.3m through a successful bid for the Greater Norwich Area Surface Water Drainage scheme, which delivered upgrades to key drainage

infrastructure, addressing long standing flooding issues across a wide residential area

- ★ Additional funding has been secured from government, including £22.3m from the Department for Transport in May 2020, a higher sum than that given to any other local authority in the east of England, which will be used to repair and maintain roads, bridges, pavements and cycle paths

- ★ The Norfolk Permit Scheme was established in 2014 and continues to work well. It ensures that disruption to road users is kept to a minimum by managing and coordinating activities on our network, including for our own road maintenance programme, utility works and community events

- ★ Opening of A1270 Broadland Northway in 2018; a £205m road scheme around the north of Norwich to ease congestion and unlock economic growth, which is integral to the development of growth and new sustainable transport measures in Norwich

- ★ Infrastructure changes to support sustainable growth, such as Push the Pedalways in Norwich, which was improvements to Norwich's eight-mile pink pedalway and the connections leading to it.

### **Evidence**

Successful maintenance is assessed in terms of highway condition. Annual condition results look at roads, footways, traffic signals and bridges. The National Highway Transportation survey collects public perspectives on, and satisfaction with, highway and transport services in local authority areas. Around 3,300 Norfolk people were chosen at random to rate a range of highways and transportation services in the 2019 survey. These responses have been compared against our peer group consisting of 28 large counties. In the latest survey Norfolk County Council was ranked [4th first](#) in our peer group.

The county council also has a strong track record in securing additional funding and has been successful in receiving competitive funding from government's Maintenance Challenge Fund. In Tranche 1 (2015-18), funding was received for the Greater Norwich Surface Water Scheme, which was a £10.3m scheme to make improvements to Highway Drainage and resilience to flooding. A £2.5m grant has also been received for Tranche 2B (2019-20) towards resurfacing A1122 Marham & A1066 Brettenham to Riddlesworth; £2.8m scheme for delivery in 2020-21. More recently we received £22.3m for the repair and maintenance of roads, bridges, pavements and cycle paths.

### **Challenges**

#### **Maintenance**

- There is a great deal of funding uncertainty around highway maintenance and development of the plan has been completed in the absence of longer term funding certainty
- There are limited times when roadworks can be undertaken, which leads to a conflict between closing roads and increasing congestion for a limited period

### *Managing the Network*

- Increased demands on the network push capacity to its limits, causing disruption to road users' journeys. There is a major challenge in being able to provide capacity for fast journeys at the same time as making sure that journeys are reliable
- Influencing decisions made on the trunk roads in Norfolk (A11 and A47) which are managed and maintained by National Highways. These are the main routes used to travel between the three largest urban areas in Norfolk, Norwich, King's Lynn and Great Yarmouth, and have a big impact on journey performance for a large proportion of highway users in Norfolk
- We need to strike a balance between maintaining accessibility for car users whilst encouraging walking and cycling and bus use
- Planning for walking and cycling intervention is becoming increasingly important but we currently have limited data on its usage. Therefore, we need to innovate and develop more tools to monitor and evidence future improvement schemes. Traditional automatic traffic counters do not detect pedestrians, nor do signalled crossings detect walking/cycling particularly well
- More and more data is becoming available through tools like apps on mobile phones. However, the county council currently has no influence over some of the information provided by these technologies and therefore has little or no control over how people use the network, especially route planning or choosing diversions. We will therefore actively consider and deploy technology to collect data and provide information to the public to encourage behaviour change.

*"we need to encourage a move away from car use and encourage people to use more sustainable transport options"*

Response to the Local Transport Plan consultation

### **Priorities**

Highway Asset Maintenance Policy and Strategy was refreshed and approved by Norfolk County Council's Cabinet in January 2020 for 2020-23 and – in March 2021 – Cabinet agreed a Highways Capital Programme 2020/21 to 2022/23 and Transport Asset Management Plan 2020/21 to 2024/25. We will consider the need for a refresh following government budget announcements or the comprehensive spending review.

It is increasingly important to support an increase in sustainable transport to promote healthier lifestyles and a healthier environment. This shift in need was reflected in

the Local Transport Plan consultation, which showed that a large number of people in Norfolk feel that focus should move away from the private car, to focus more on improving infrastructure for walking, cycling and sustainable public transport. The need for, and public support of, active travel has increased since Covid-19, so this should become an even more integral part of planning and managing the network.

Achieving value for money from our funding remains a priority.

### **Strategy for delivery**

#### *Maintenance*

We have established delivery mechanisms to deliver maintenance of the network.

- Works
  - Norse Highways are principally involved in delivering routine and winter maintenance with some small works
  - Tarmac are concerned with improvement and maintenance, and seasonal maintenance such as gullies, weeds, and grass
  - Eastern Highway Alliance 3 is a Regional Framework contract designed to reduce the time and cost of maintenance by creating a bank of contractors to manage highway maintenance and management schemes
  - Norfolk County Council has an in-house design function, enabling us to respond quickly to need
  - The council has a contractor partnership with WSP to support the highway works programme
- Major Projects
  - Includes projects such as the Great Yarmouth Third River Crossing, Long Stratton Bypass, West Winch Housing Access Road, and the Norwich Western Link
  - Bespoke procurement routes depending upon size and complexity of project
  - Possible use of Eastern Highway Alliance 3 (a bank of contractors set up across ten councils in the east of England for delivering highway maintenance and improvement schemes).

#### *Network Management*

- Developing local indicators for journey reliability and congestion that can evidence the need for future improvement schemes
- Exploring the use of innovative technology, such as Artificial Intelligence cameras to better capture walking and cycling usage data in order to drive future efficiencies.

Various agencies have responsibility for different infrastructure. National Highways, formerly Highways England, is responsible for trunk roads, train operating companies and Network Rail for railways (although government will reform this arrangement with Great British Railways), and utility companies for the pipes and cables underneath the streets providing water, gas, telecommunications (including broadband) and electricity. We will aim to work in partnership with these bodies to provide the most effective and efficient networks.

### **Maintaining the network**

Norfolk County Council has a Highway Asset Management Policy and Strategy of individual asset types such as roads, footways and bridges, aligned with the six-year Council Plan “Together for Norfolk,” which sets out the council’s priorities for 2020-21 and beyond. A performance framework is in place, with targets agreed by members to monitor at annual review.

The county council receives a funding allocation each year from government for its local transport plan. Given the levels of this allocation, we will make sure that we put enough of this into maintaining the roads, prioritising this above using the allocation to fund improvements to roads, pavements or cycleways. This makes it critically important that we successfully access additional sources of funding, usually through competitive bidding processes, for improvements like new cycleways, roads or public transport infrastructure.

#### **Policy 18**

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

We will prioritise maintenance spend on the most used parts of the network: main roads and urban areas. The whole of the network will be maintained so that it is kept safe, but the condition of other roads, pavements or cycleways will not be maintained to the same standards as urban / inter-urban routes.

#### **Policy 19**

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements is at the highest standard possible in areas where they get most use. We will also consider the implications of banning parking on pavements. This can be a particular problem in narrower streets with parked vehicles blocking pedestrian routes.

### **Getting the most out of our highway network**

Capacity: we have approved a performance framework strategy to capture network congestion and capacity data. This will highlight areas of relatively poor performance on our Primary and Main Distributor Network. This will be used to drive future improvement schemes and support future funding bids by evidencing the need for investment. This is covered in more detail in the chapter on Connectivity.

Reliability: consultee responses tell us that this is an important issue to them, we have therefore developed this in conjunction with congestion data to deliver similar aims. We will trial technology to monitor the network to inform us about capacity to keep the network reliable.



We are exploring ways we can better capture data including for public transport, cycling and walking (eg we now have access to Strava, a mobile phone app for runners and cyclists, analysis tools). This will help identify areas of greatest need for investment. This is covered in more detail at the end of this chapter, and also in the chapter on the future which explores innovation and technology.

#### **Policy 20**

In congested areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

In Policy 15, we set out that we will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport. On corridors identified as ones important for public transport we will focus on providing bus priority even if this means it might take longer for general traffic to use the routes. This is because we recognise the importance of bus travel for people to access essential jobs and services.

Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a 'good day' (but less time than on a 'bad day').

#### **Highway network resilience**

A key recommendation of the 2014 Transport Resilience Review for Local Roads is "that Local Highway Authorities identify a 'resilient network' to which they will give priority, in order to maintain economic activity and access to key services during extreme weather."

Norfolk has established a number of defined networks within the overall transport network:

1. Our route hierarchy is based upon the functional importance of the route and provides a route of access for all parishes and generators of heavy goods vehicles. This is 2,394km, 25% of our network
2. Our winter service priority network is 3,403km, 35% of our network
3. Our core 'snow plough routes.' These vary based upon severity of the event and resources available.

Local highway authorities have many resilience responsibilities such as to mitigate the risk posed by flood risk, reduce emissions, reduce carbon footprint, maintain and protect the resilience of the highway network and manage the effects of climate change. A resilient network has been identified taking into account key sites and will become the focus to keep operational in the event of a major incident. The network comprises mainly A roads.

The proposed resilient network has been informed by these defined networks. The resilient network is 741km, 7.5% of our network, and represents a core network to give priority to in extreme weather. It contains key strategic sites which include

access to RAF Marham (Defence), Bernard Matthews Gt Witchingham (Food Production (livestock)) and Bacton (Energy production).

The resilient network will be used as a basis for decision-making and is included in the prioritisation criteria for relevant assets. A process will be put in place for annually reviewing the resilient network, alongside the winter service network.

#### **Policy 21**

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

Climate change is having an increasing impact on the network with more incidences of severe flooding, as well as other impacts such as soil 'heave' or the requirement to use different materials because of hotter temperatures. We will identify the key risks from climate change and direct efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning.

Climate change resilience for new projects will be assessed through appropriate project level design and assessment. We will also work across disciplines to provide infrastructure that is better adapted for climate change, such as might be achieved through the use of vegetation or permeable surfaces.

#### **Innovation**

We have adopted the use of 'warm' asphalt with carbon saving benefits, although its use in Norfolk is limited by the distance from the asphalt plants. We hope to use this method more extensively, depending upon the widened use in asphalt plants and improved distribution in the supply chain. Norfolk County Council seeks to adopt new materials if they are proven to be robust in whole-life costing terms. We are also monitoring developments in the use of Graphene, and recycled materials.

Norfolk County Council developed a method of strengthening the existing sub-grade on the Broadland Northway (formerly known as the Norwich Northern Distributor Road) in Norwich allowing a thinner traditional pavement design. This could be adopted by National Highways in the future.

We are exploring the use of connected vehicle and mobile phone data in order to better understand how our network is used as well as journey performance. We are also currently trialling artificial intelligence cameras to better capture walking and cycling data. We will also exploit key contracts with companies such as Microsoft to trial use of AI technology to improve decision making.

We have developed a prototype for network management data using vehicle movement data, which, subject to committee approval, will provide an objective assessment of our network performance. Building on the Norfolk Innovation network we will trial sensor technology to collect information about air quality and network use. This information would help us understand if changes in the network improve air

quality and how use affects the climate. This could be published to the public so people can make decisions that will improve their communities. The information could also be used to inform route planning, how road works affect journey times and tourism.

**Policy 22**

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

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## Chapter 11: Approach to delivery

Norfolk County Council is committed to working in partnership with district councils and other key partners to deliver a sustainable future for Norfolk. This Local Transport Plan will focus on working together for mutual benefit: A better connected county benefits residents and businesses alike.

### Partnership working

- ★ *Norfolk and Suffolk Economic Strategy* places strong emphasis on working in partnership.
- ★ *Norfolk County Council Environmental Policy* includes working with neighbours Suffolk County Council and the Broads Authority. New targets set by the policy have also meant that we need to work in even closer collaboration with colleagues across the council such as highways, planning, public health and education.
- ★ *Together, for Norfolk* stresses the importance of working collaboratively and in partnership:
  - 'Working with a host of organisations, businesses and community groups county-wide'
  - 'Wherever possible, we'll continue to collaborate with our partners'
  - 'Genuine desire to work together', working in a more 'joined-up way'
- ★ Working with existing partners and suppliers to develop new technology and trial technologies already on the market to kick start innovation.

#### *Example: A11 Cambridge-Norwich Tech Corridor*

*Norfolk County Council is working in partnership with the private sector, Cambridgeshire County Council and district councils in Norfolk, West Suffolk and Cambridgeshire, bringing together business, and academic and political leaders to grow the region's economy, attract funding and promote the region.*

### Community action and influence

A consultation on the themes for the plan was conducted Monday 13 Jan to Friday 28 Feb 2020, enabling the community to have their say on current transport in Norfolk, their priorities for the future of transport in Norfolk, and to influence the Local Transport Plan. We used feedback from the public, stakeholders and special interest groups to help us update our Local Transport Plan, making sure that it considers local peoples' current and future priorities for transport to help us shape the future transport provision in Norfolk.

As well as the online consultation we:

- Spoke to Norfolk Youth Parliament and collated their response as well as encouraging them to promote the consultation with the under 18s
- Commissioned an evidence report
- Commissioned a Strategic Environmental Assessment scoping report, which has been consulted on with the statutory environmental bodies (SEBs).
- Commissioned a Strategic Environmental Assessment

- Commissioned a study to test a number of policy levers to assess their impact on carbon emissions.

We undertook further consultation, in autumn 2020, on the Strategic Environmental Assessment (SEA). Alongside this, we published a draft version of the plan and invited comments. We have used these to help refine the plan. The SEA statement, included as an annex to the plan, sets out how the SEA has affected development of the final strategy.

### **Value for money and resource availability**

Value for money is a key component of delivery and one of county council's core values.

Not all projects and ideas have dedicated funding. Therefore, we have created project pipelines, making sure that projects are ready to be implemented when funding becomes available.

Norfolk County Council is seeking funding from wide variety of sources including:

- Capital funding from the Local Transport Plan maintenance and integrated transport blocks
- Large local majors, a government funding stream
- Major road network government funding stream
- Developer funding - Community Infrastructure Levy and S106 contributions
- Norfolk Infrastructure Fund
- Local Sustainable Transport Fund
- Active Travel Fund
- EU funding and its successor
- Tax Incremental Financing
- Delivery partners, such as Sustrans
- New homes bonus
- DfT "Cycle ambition in national parks" funding
- Cycle City Ambition Grant
- Roads Investment Strategy (trunk roads)
- National Productivity Investment Fund
- Growth Deal and its successor
- City Deal
- Business Rates Pool
- Enterprise Zone Fund
- Enterprise Zone business rates retention fund
- Local Investment Fund
- Housing Infrastructure Fund
- Homes England
- Transforming Cities
- Heritage Lottery fund
- Levelling Up funding.

Many of these funding sources are being reviewed, and we are aware that new ones will be announced during the course of the plan's implementation. We will keep

funding sources under review and continue to tap into them to keep the pace of delivery high. The county council has a strong track-record of securing funding and is confident that this can be maintained.

The plan sets out that we will seek to address air quality issues in urban centres and reduce carbon. Other areas have introduced schemes such as congestion charging or levying a charge against parking places at workplaces in urban areas. The revenue from this type of measure can be reinvested in transport. We are already reinvesting revenue generated from on-street parking charges back into transport.

#### **Local Transport Plan Implementation Plan**

~~An~~ The Implementation Plan [sets out our proposals for implementation of the strategy](#). ~~will be developed following adoption of this strategy. This will set out the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be developed throughout 2022 with its final adoption towards the end of 2022. This Implementation Plan will need to take account of any guidance issued by government on local transport plans or other relevant matters.~~

**Norfolk Local Transport Plan**  
**Sustainability Appraisal: SA Post Adoption Statement**  
**DRAFT: November 2021**

**Contents**

1. Introduction
2. How environmental considerations have been integrated into the plan or programme
3. How the environmental report has been taken into account
4. How opinions expressed in response to consultation have been taken into account
5. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
6. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

## 1. Introduction

### Introduction to the Norfolk Local Transport Plan

Local transport authorities are required to have an up to date Local Transport Plan. The Government's 1998 White Paper on transport, 'A New Deal for Transport: Better for Everyone', introduced the concept of Local Transport Plans (LTPs) to steer the development of national transport policies at the local level. The Transport Act 2000 (now amended by the Local Transport Act 2008) then made it a statutory requirement for local transport authorities outside of London to produce LTPs having regard to Government guidance and policies on the environment.

The Local Transport Plan sets out the county council's plans and policies on all aspects relating to transport. This includes not only the council's own delivery, but also how it will engage with the plans and programmes of others where these have transport implications.

This might be how the council: influences national trunk road and rail delivery plans; works with partners like bus companies to deliver transport provision in a commercial market; responds to consultations on growth plans as the location of growth has many transport implications including how people travel and people's ability to get to opportunities dependent on where growth is located; and plans and delivers our own services to ensure that implications on travel and transport are taken into account in decision-making. The plan is a high level, strategic document that is supported by a series of more detailed separate policy and guidance documents.

Members agreed to review Norfolk County Council's plan, which dated from 2011, in 2019. Development of the plan involved extensive consultation and engagement in early 2020, and consultation on the strategic environmental assessment, alongside which a draft of the plan was published, in late 2020. The plan was adopted by Cabinet on 2 August 2021.

### Appraisal of Sustainability

A Sustainability Appraisal (SA), has been undertaken as part of development of the Local Transport Plan. This considered the impact of the plan against a range of social, environmental and economic indicators. The SA is accompanied by separate:

- Health Impact Assessment (HIA)
- Habitats Regulations Assessment (HRA)
- Equalities Impact Assessment (EqIA).

Strategic Environmental Assessments (SEA) are required by European Directive EC/2001/42 (SEA Directive), which was transposed into UK law by the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations).

A SEA is mandatory for plans (including strategies) and programmes which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, and which set the framework for future development consent of projects listed in the EIA Directive.



SEA only considers the environmental effects of a plan, whilst SAs consider a plan's wider economic and social effects in addition to its potential environmental impacts; however, it is obligatory that SAs meet all of the requirements of the SEA Regulations.

SA is used to inform the development of a plan, policy or programme. The SA is a systematic process that is undertaken during the preparation of a plan. Its role is to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating any potential adverse effects that the plan might otherwise have.

#### **Purpose of the Post Adoption Statement**

Post Adoption Statements help to improve understanding of, and gives transparency to, the process of how SA was used in the decision making process. It shows stakeholders how environmental, social and economic factors have been considered throughout the plan-making process, including taking into account the opinion of statutory bodies, other local authorities and the public; it sets out the reasons for choosing the selected approach over alternatives considered; and outlines the measures for monitoring the significant environmental effects of plan implementation.

The SA Statement is a requirement of the SEA Regulations. This requires that, as soon as reasonably practicable after the adoption of a plan, the planning Authority (in this case Norfolk County Council) must make a copy of the plan publicly available alongside a copy of the environmental report and an SA Statement.

The SA Statement must explain:

- How environmental considerations have been integrated into the plan or programme
- How the environmental report has been taken into account
- How opinions expressed in response to consultation have been taken into account
- The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
- The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

## 2. How environmental considerations have been integrated into the plan or programme

### Introduction

Environmental—as well as social and economic—considerations have been integrated into the plan throughout the process. The key stages of the SA process are the following:

- Setting the context and objectives, establishing the baseline and deciding on scope
- Developing and refining strategic alternatives and assessing their effects
- Preparing the SA Environmental Report
- Consultation on the draft revised LTP and the draft SA
- Monitoring the significant effects of implementing the revised LTP.

### Scoping Report

An initial SA Scoping Report was prepared in January 2019. This report set the context and scope of the sustainability appraisal through:

- Identifying likely options for the delivery of the transport strategies
- A review of relevant policies, plans and programmes
- Collecting baseline information and identifying sustainability issues
- Development of the sustainability appraisal framework.

The SA Framework included fifteen SA objectives to guide the future assessment of policy options in the LTP.

Consultation on the Scoping Report took place for six weeks starting from 17 December 2019. Following consultation with the statutory bodies (Environment Agency, Natural England and Historic England) the report was updated accordingly.

### Sustainability Appraisal

The assessment of the draft LTP at this stage included the assessment of both LTP policies and reasonable policy alternatives.

### Preferred Draft Strategy

A preferred strategy for the LTP was consulted on for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report.

### 3. How the environmental report has been taken into account

#### Introduction

The SA findings and recommendations have been taken into account throughout development of the LTP. This is shown below.

#### Assessment of policies and reasonable alternatives

As the LTP will have a separate Implementation Plan, to be developed and adopted following adoption of the LTP strategy, the Environmental Report included the assessment of LTP policies and reasonable policy alternatives.

The Environmental Report found that, in general, LTP policies performed well against most SA objectives, with no significant negative effects being identified. Some uncertain effects were identified for air quality, noise, biodiversity and geodiversity, water, soils and mineral resources, landscape and townscape and cultural heritage and the historic environment.

LTP policies were found to generally result in more positive effects and less uncertainties than their policy alternatives. A summary for each SA Topic has been provided below:

- Air Quality: Policies have resulted in predominantly significant positive effects on air quality.
- Biodiversity and Geodiversity: Policies have generally resulted in both positive and negative effects on biodiversity and geodiversity.
- Climate Change, Soils and Resources and Water Resources and Flooding: Policies have resulted in predominantly significant positive effects on climate change (SA5) and carbon emissions (SA3) and neutral and uncertain effects on water, soil and mineral quality and resource (SA4).
- Community Access: Policies have predominantly resulted in significant positive and minor positive effects on the quality and safety of where people live (SA6), reduce poverty and social exclusion, improving access (SA7) and economic growth (SA8).
- Cultural Heritage and the Historic Environment: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Economy and Employment: The policies have resulted in both significant positive and minor positive effects on economic growth (SA10) and access to employment (SA11).
- Health and Population: The policies have resulted in both significant positive and minor positive effects on reductions on death and injury (SA12) and encouragement of healthy lifestyles (SA13).
- Landscape and Townscape: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Noise: Policies have result in a mixture of minor and significant positive and both negative and positive effects.

#### Cumulative Effects

An assessment of the potential cumulative effects on LTP with the local transport plans of neighbouring authorities was completed, looking at the potential impacts at a strategic level. Potential positive cumulative effects were identified for population

and health, economy and employment, community access and air quality. Potential uncertain/negative cumulative effects were identified for noise, biodiversity, cultural heritage, landscape and townscape and soils, water resources and flooding.

### **Health Impact Assessment**

A Health Impact Assessment was undertaken as part of the development of the Local Transport Plan.

The assessment identified that the proposed transport objectives are all likely to result in positive health outcomes due to their focus on encouraging active and sustainable transport modes. However, enhancing connectivity and increasing accessibility could result in negative outcomes, particularly for air quality, noise and road safety, due a potential increase in the number of vehicles on the road. Overall, the Local Transport Plan is likely to contribute to improved connectivity and accessibility to jobs, services and health care.

### **Habitats Regulations Assessment**

The LTP was subject to Habitats Regulations Assessment (HRA) screening and Appropriate Assessment (AA) for potential likely significant effects and adverse effects on the integrity of Habitats Sites at a strategic level.

A number of policies were screened out due to their de minimis or beneficial effects on Habitats Sites, but other policies were screened in for their further consideration at AA Stage 2. These policies are related primarily to proposed new infrastructure or improvement schemes, for which limited information is currently available.

Given the possibility of likely significant effects associated with the screened-in policies, further, detailed assessment through Appropriate Assessment is considered necessary at a project level and on a case by case basis to satisfy the requirements of the Habitats Regulations.

### **Equalities Impact Assessment**

An Equalities Impact Assessment (EqIA) was undertaken as part of the development of the Local Transport Plan. The assessment identified that transport policies are likely to result in primarily positive equality impacts with several neutral impacts at a concept level.

Appropriate assessments will be undertaken on a scheme by scheme basis to identify any scheme-specific impacts as projects come forward to delivery.

## 4. How opinions expressed in response to consultation have been taken into account

### Introduction

Consultation has been undertaken in accordance with the SEA Directive. In summary, this has comprised:

- Consultation on the SA Scoping Report 17 December 2019 for six weeks
- Consultation on the public's and stakeholders' views about the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources between Monday 13 January and Friday 28 February 2020
- Consultation on a preferred strategy for the LTP for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report, which included consultation with statutory consultees (Environment Agency, Historic England and Natural England).

### Scoping Report

The Scoping Report was consulted on between December 2019 and January 2020 with the statutory consultees (Natural England, Environment Agency and Historic England). Comments received from the statutory bodies were reviewed and were considered in the update of the Scoping Report. This helped to inform how the sustainability appraisal was carried out.

### Public consultation on future of transport in Norfolk

The aim of the consultation was to get the views of residents, local businesses and key stakeholders on main concerns for the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources. This was not designed as a consultation on a draft plan, but to be used to inform the development of the Local Transport Plan.

The online consultation was open to the public Monday 13th January – Friday 28th February 2020 and was publicised by various means:

#### Engagement methods:

- Information about the consultation and a link to survey was sent out by email to stakeholders including District Councils, elected representatives, public Transport operators, stakeholder representative groups, eg disability groups and environmental organisations, statutory consultees
- Promoted on social media online: Posts from NCC twitter and Facebook accounts
  - The results were analysed throughout the consultation period and paid Facebook advertising was used to target key areas and demographics that were underrepresented
- Offline survey sent by request
- Telephone calls and in person with Norfolk Youth Parliament and disability and older people's groups.

Within the 6-week period 928 responses were received, of which 889 were from the public and 39 responded on behalf of an organisation.

The consultation was used to inform the development of the LTP from its inception. Overall, the consultation showed a great deal of support for a proactive future thinking approach, with the environment at the forefront. There should be a greater focus on carbon neutrality and reducing the need for private cars. However, highway maintenance is still very important to residents and businesses who rely on the road network to commute, move goods or transport tourists.

The majority of responders strongly agreed that encouraging people to walk, cycle and use more public transport is vital. A large number of free text responses were concerned that without a safe and well-maintained infrastructure for public and sustainable transport residents, particularly in rural areas, will not be able to go car free. There was also support for encouraging electric charging points for cars to help encourage uptake of new technologies and a desire for Norfolk to lead in the development and implementation of new green transport technology.

#### **Consultation on a preferred strategy and consultation with statutory consultees on the SA Report**

Consultation on the SA report, alongside which a draft of the plan was published, took place in late 2020, between 28 September and 9 November 2020.

A small number of responses were received, largely comprising responses from district councils and the statutory bodies. District councils in the main supported the draft plan although a number of detailed comments were received particularly around how the LTP applied in detail in particular localities, and the relationship between the countywide strategy and the more detailed transport strategies already adopted, or in development, within localities.

## **5. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with**

Sustainability considerations have been considered throughout the development of the plan. Consideration of reasonable alternatives, required by the SEA Directive, was formally considered as part of the SA to inform the draft plan, which was published alongside the SA report consultation in late 2020.

The draft plan set out the reasonable alternatives to the preferred policies considered with a rationale explaining why the preferred policies had been favoured. This was informed by the SA. In order to assess reasonable alternatives, different options for delivering strategic level transport across Norfolk were developed and assessed against the established sustainability objectives and environmental baseline. The assessment considered the development and eventual adoption of the policies contained in the Draft LTP Strategy. Where possible, each LTP policy had a proposed policy alternative, with a total of 27 policy alternatives being assessed.

The reasons for choosing the plan or programme as adopted are set out in more detail in the preferred strategy, published by the county council for consultation in September 2020 and the SA Report, Appendix A, which sets out the findings of the assessments of the policy alternatives.

The SEA Regulations require that mitigation measures are considered to prevent, reduce or offset any significant adverse effects on the environment of implementing the plan. The measures are known as 'mitigation' measures. Mitigation measures have been proposed in the SA report, designed to avoid or reduce the effects identified as potentially negative through the policy assessments on the SA Objectives.

This process also identified enhancement measures that aim to optimise positive impacts and enhance sustainability. The SA Report identified that these mitigation measures should be used to inform the subsequent development of specific schemes in line with the strategic objectives and policies. This will be undertaken as part of development of the Implementation Plan for the LTP.

## 6. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme

### Introduction

The SEA Regulations require that monitoring is undertaken on a plan so that the significant effects of implementation can be identified, and remedial action imposed. The purpose of the monitoring is to provide an important measure of the sustainability outcome of the final plan, and to measure the performance of the plan against sustainability objectives and targets. Monitoring is also used to manage uncertainty, improve knowledge, enhance transparency and accountability, and to manage sustainability information.

### Monitoring Framework

The aim of monitoring is to check whether the plan is having the significant effects that were predicted in the SA, and to deal with any unforeseen problems. As the assessment of LTP policies did not conclude any residual significant effects, monitoring was not proposed in the SA for significant effects. However, the SA found that some residual impacts remain uncertain and proposed monitoring for these. These monitoring proposals are set out below:

**Table: Monitoring Proposals**

| Potential Uncertain effect                                  | What needs to be monitored?  |
|---|--|
| Potential negative effects on biodiversity and geodiversity | The number of biodiversity enhancement schemes implemented through LTP schemes                                       |
| Potential loss of important agricultural land               | Total area (ha) of permitted loss of best and most versatile (grades 1-3a) agricultural land                         |
| Increase in noise in NIAs                                   | The number of developments located within NIAs<br>Noise assessments submitted with planning applications within NIAs |



## Glossary

|                         |  |
|-------------------------|--|
| <b>Active Transport</b> | Active mobility, active travel, active transport or active transportation is transport through non-motorised means. The best-known forms of active mobility are walking and cycling, though other modes include running, skateboarding, non-motorised scooters and roller skates. We will mainly be discussing this in terms of walking and cycling.   |
| <b>Carbon neutral</b>   | Carbon neutrality refers to achieving net zero carbon dioxide emissions by balancing carbon dioxide emissions with removal (often through carbon offsetting) or eliminating carbon dioxide emissions altogether.   |
| <b>Clean Transport</b>  | Low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling. Increasingly, there is a range of newer ways that people are getting about including e-scooters or, for delivering goods, delivery-by-drone or autonomous pods.  |
| <b>Emissions</b>        | <i>Emissions</i> is the term used to describe the gases and particles which are put into the air or emitted by various sources. We will focus on tailpipe emissions, Car fuel and CO2 <i>emissions</i> which are a serious threat to human and environmental health.   |
| <b>Highway Asset</b>    | Highways assets are all the parts that make up the highway infrastructure, including (but not restricted to): <ul style="list-style-type: none"> <li>• roads</li> <li>• pavements</li> <li>• public rights of way</li> <li>• cycleways</li> <li>• bridges and structures</li> <li>• street lighting</li> <li>• signals and traffic management systems</li> <li>• some drainage systems</li> <li>• signs and road markings</li> <li>• fences and bollards</li> <li>• weather stations.</li> </ul> |
| <b>Micromobility</b>    | Small, lightweight vehicles designed for individual use, operating at speeds typically below 25 km/h (15 mph). This includes mobility scooters, electric bicycles, electric scooters, electric skateboards,  |

|                              |   |
|------------------------------|---|
|                              | shared bicycles, and electric pedal assisted (pedelec) bicycles.  |
| <b>NCC</b>                   | Norfolk County Council  |
| <b>Net Carbon Zero</b>       | Net zero means that any emissions are balanced by absorbing an equivalent amount from the atmosphere. In order to meet the 1.5°C global warming target in the Paris Agreement, global carbon emissions should reach net zero around mid-century.  |
| <b>Safe Systems Approach</b> | <p>Safe System is based on the underlying principles that:</p> <ul style="list-style-type: none"> <li>• human beings make frequent mistakes that lead to road collisions;</li> <li>• the human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and</li> <li>• it is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries.</li> </ul> <p>A key part of the Safe System approach requires that the road system be designed to take account of these errors and vulnerabilities so that road users are able to avoid serious injury or death on the road.</p> |
| <b>Sustainable Transport</b> | <p>Sustainable transportation is the capacity to support the mobility needs of a society in a manner that is the least damageable to the environment and can make a positive contribution to the environmental, social and economic sustainability of communities.</p> <p>These modes include walking and cycling but also public transport, electric bicycles, electric vehicles, e-scooters and mobility scooters. Many methods of micromobility and active transport are considered sustainable transport.</p>   |



**Norfolk** County Council

# Local Transport Plan 4 Implementation Plan

July 2022

## Executive Summary

### Introduction

The Local Transport Plan Strategy sets out Norfolk County Council's plans, policies and programmes on transport and transport infrastructure. The strategy details our approach to delivering a low carbon, well-connected transport network in Norfolk. It does this through identifying the projects and programmes important to us, including in their design and direct delivery, as well as how we will work with a range of other partners on their projects and programmes. By working in partnership we believe we will most effectively achieve our outcomes.

### Background to the Implementation Plan

The Implementation Plan details our proposals for the implementation of the policies in the adopted strategy. It does not detail every scheme (a project delivered on the ground such as a new zebra crossing) that the county council intends to carry out over the period. Rather, it sets out the measures and actions that the county council will take, with our partners, to implement the policies. Its focus is over the next five years. However, many transport initiatives take longer than this to be developed and delivered. Where appropriate, therefore, our plan looks beyond this to reflect that work we put in train today will only come to fruition several years down the line.

This Implementation Plan, together with the strategy, forms the local transport plan for the county (referred to here as LTP4) and replaces the previous local transport plan (LTP3). There is a suite of other documents supporting the local transport plan; these are referenced in the Plan and the key ones summarised in Appendix 1.

### About our Implementation Plan

Our Implementation Plan is firmly focussed on achieving the strategic ambitions of our adopted LTP4 strategy. This clearly sets us on the path towards improving people's quality of life and achieving inclusive growth and opportunity for Norfolk's residents. The Implementation Plan will put us on course to achieve the county council's adopted targets for carbon, both in our own operations and also more widely across all sectors.

The Plan shows how we will implement the policies and achieve the ambitions outlined in our LTP Strategy document, some of which are far reaching. All are designed to achieve the objectives of the adopted local transport plan strategy. We will monitor outcomes to ensure we are delivering these and have developed targets to track progress.

Putting carbon reduction centre-stage means we will deliver a range of actions from our electric vehicle strategy to incorporating whole life carbon assessments into our work on projects. We will use innovation and technology, and look to trial initiatives such as autonomous or semi-autonomous delivery pods in place of white van deliveries. In our Transport for Norwich Strategy we have already committed to investigation of potentially far-reaching interventions to reduce traffic, reduce carbon

and improve air quality. We have also prepared our Bus Service Improvement Plan, to bring improved public transport services across the county. We will deliver both of these ambitious projects as part of this Implementation Plan. Local accessibility will be improved through a focus on active travel and sustainable travel links, whilst better strategic connections for roads and rail will bring forward better economic outcomes. We propose an online information hub, acting as a journey planner that encourages sustainable travel as the preferred method of transport, to encourage behaviour change. All of this will be brought forward in partnership.

The proposals for implementation of the policies, as set out in the Implementation Plan, are summarised below:

**Objective 1 of our adopted Local Transport Plan Strategy: Embracing the Future.** LTP4 Strategy puts emphasis on the need to adapt to and use new technology to achieve better outcomes.

- We will explore trials of future transport systems such as autonomous and digitally-connected vehicles
- Our work will be supported through developing more effective ways of understanding use of the network including hi-tech monitoring or low-cost, portable sensors that can reliably measure change to conditions
- We will explore opportunities to participate in projects and trials to decarbonise the transport system such as autonomous or semi-autonomous delivery pods
- We will develop and deliver a behaviour change programme and launch a targeted marketing campaign aimed at getting people back on the bus
- We will deliver our electric vehicle strategy.

**Objective 2: Delivering a Sustainable Norfolk.** LTP4 Strategy puts emphasis on working in partnership with others to help shape the county's development plans and proposals.

- We will work in partnership to help shape delivery of new housing and jobs right from the start. This will ensure development is in places that are within easy reach and enable transport infrastructure to be planned and brought forward first
- We will review and roll-forward our suite of supporting documents (such as strategies for specific geographical areas) to ensure the principles of LTP4 strategy – quality of life, decarbonisation and sustainable growth – are fully addressed
- We commit to developing carbon plans and budgets and to devise methodologies to achieve carbon neutrality from new development.

**Objective 3: Enhancing Connectivity.** LTP4 Strategy outlines that key connections into and across the county must be improved to provide better, faster and more reliable journeys. However, this must be done in a way that puts transport firmly onto a net zero carbon trajectory.

- We will continue to make the case for future investment into the major networks and on other parts of the transport network. We will do this by working in partnership with others including Transport East, the Sub-national Transport Body for the area
- There will be a focus on decarbonisation, and making sure networks are fit for future technological advances, built into programmes of work. We will work to

secure better connections because this is needed, but will build in checks and balances so that carbon reduction is given due weight in decision-making, and – if the case for improvement is made – that future use of any improved connection has the least impact because maximum use is being made by low-carbon transport means. We will also look to future proof improvements to accommodate new technologies and new forms of transport

- We will take forward schemes included in current government funding streams: Long Stratton Bypass, Norwich Western Link, West Winch Housing Access Road, A47/A17 Pullover Junction, King's Lynn and Great Yarmouth Third River Crossing. We will develop the projects in the Norfolk Strategic Infrastructure Delivery Plan. All projects will need to demonstrate their own case including demonstrating their carbon credentials.

**Objective 4: Enhancing Norfolk's Quality of Life.** LTP4 Strategy puts a clear priority on carbon reduction. Alongside this, it gives priority to tackling air quality and to improve quality of place, conserving and enhancing our built and historic environments.

- We will focus on carbon reduction through a range of actions including delivery of the electric vehicle strategy, investment in active travel networks, roll-out of digital connectivity to reduce travel, and working with partners to influence the location and nature of development
- We will introduce appropriate and proportionate whole life carbon assessments including construction and use of the asset for our schemes. We will also develop suitable assessment criteria for schemes on our project pipeline so that we consider the impact of schemes across the range of LTP4 objectives, including carbon. We will work with regional partners on carbon reduction projects and toolkits
- We will deliver the Transport for Norwich strategy, which includes feasibility work on a number of potentially far-reaching interventions to reduce traffic, reduce carbon and improve air quality, and refresh the transport strategies in other urban areas.

**Objective 5: Increasing Accessibility.** LTP4 Strategy is clear that working in partnership with bus companies, train operators, local communities, service providers and those who plan service provision is key to increasing accessibility.

- We will improve accessibility through a range of measures based on public transport and active travel. We will deliver the Bus Service Improvement Plan to achieve its key outcomes including increased patronage and accessibility in rural areas
- We will develop and deliver Walking and Cycling Infrastructure Plans across the whole of the county
- We will plan accessibility as part of service delivery, considering how people will be able to access facilities and key services during planning stages
- We will reprioritise space, especially within urban areas, and give priority to walking, cycling and public transport, leading to more sustainable travel
- We will undertake proportionate assessments of proposals to make sure the transport system is suitable for all users including people with disabilities or restricted mobility.

**Objective 6: Improving Transport Safety.** LTP4 Strategy is to work in partnership to achieve casualty reductions on the transport network using the Safe Systems approach.

- We will follow the Safe Systems approach and work as part of the Road Safety Partnership with priority given to reducing the rate of killed or seriously injured casualties
- We will investigate the use and trials of new technology and innovation; for example, digitally connected vehicles that can ‘speak’ to each other to avoid collisions or data collection to inform drivers about road conditions
- We will deliver a range of initiatives including safety schemes and speed management with our partners.

**Objective 7: A Well Managed and Maintained Transport Network.** LTP4 Strategy focusses core funding streams towards ensuring that the most important parts of the network are kept in good repair. In urban areas and market towns the strategy is to identify sustainable and active transport corridors to focus maintenance and network management.

- We will prioritise local transport grant funding towards maintenance of the most well-used parts of the network; to ensure A and urban / inter-urban routes are in good condition
- We will vigorously exploit all funding opportunities to deliver the widest range of schemes and other initiatives
- We will manage networks in urban areas and market towns to provide dedicated and priority measures for active travel and public transport
- We will use better evidence gained from technology to inform decisions, and develop our use of innovation to provide better data for improved understanding, enabling us to target resources more effectively
- We will take on powers to allow enforcement of moving traffic offences.

### **Layout and Structure of the Implementation Plan**

This document is structured in the following way.

#### *Chapter 1: Introduction*

This Chapter gives a brief summary of the LTP strategy, the purpose of the Implementation Plan and proposals for keeping the local transport plan up to date.

The purpose of the Implementation Plan is to set out our proposals for the implementation of the policies in the adopted strategy.

#### *Chapter 2: Implementations and Action Plan*

This Chapter sets out our proposals for the implementation of the policies in the adopted Local Transport Plan (LTP) Strategy. These policies reflect the LTP objectives, which are:

1. Embracing the Future
2. Delivering a Sustainable Norfolk
3. Enhancing Connectivity
4. Enhancing Norfolk’s Quality of Life
5. Increasing Accessibility
6. Improving Transport Safety

## 7. A Well Managed and Maintained Transport Network.

In this Chapter we take each objective in turn and set out:

- A narrative summary of our proposals for implementation for each objective
- Alternative options considered and the reasons why these are not preferred. We have listed alternatives only where these are reasonable: some different courses of action would not be reasonable to follow, for a variety of reasons, and so these have not been considered further
- Each agreed Policy in LTP4 strategy for the respective objective and, under each, a table showing our proposals for implementation of the policy. The table summarises the outcome that each measure would have, a guide to its date of implementation and its likely funding sources.

### *Chapter 3: Major and Significant Transport Schemes*

This Chapter summarises current progress on the major and significant transport schemes currently being taken forward by the county council and other agencies, and those in the pipeline of projects that we intend to develop towards delivery. The projects included are those shown in the Norfolk Strategic Infrastructure Delivery Plan (NSIDP).

The Chapter notes that we are reviewing the NSIDP to ensure it more accurately reflects the range of projects being undertaken. This will include a range of decarbonisation projects, and other transport projects focused on active travel, public transport and decarbonisation.

### *Chapter 4: Funding and Delivery Structures*

This Chapter gives an overview of the different sources of funding the county council receives, has access to, or is able to secure to deliver the projects and programmes. It includes a section summarising risks to delivery, the relationship of the local transport plan and other strategies, policy documents and guidance produced by the county council, and a summary of how we work in partnership from inception to delivery of projects. More detail on partnerships is shown in Appendix 1, and funding in Appendix 2.

The Chapter notes that government allocations for the core local transport plan grant will remain at current levels for the next three years, although we do not have certainty around their levels beyond that. Also, the amounts of funding secured through other means such as bids tends to be known over a short timeframe only, so we do not have certainty of funding beyond currently secured bids. For the purposes of the Implementation Plan, we have assumed that funding levels remain at similar levels to today. In real terms, this means a reduction in spending power since inflation in the construction sector is currently around 15% per annum.

### *Chapter 5: Targets*

This Chapter shows the targets proposed for LTP4. We have selected targets for each objective of the LTP. We will also continue to monitor a range of other outcomes and data, and this will be reported separately. A summary is given in Appendix 3.



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## Chapter 1: Introduction

### Summary

This is the Implementation Plan for Norfolk County Council's fourth Local Transport Plan and was adopted in 2022. It should be read in conjunction with the strategy, which covers the longer-term until 2036 and was developed taking available evidence into account and was the subject of consultation and appropriate appraisal and assessments. The county council has regard to the plan in exercising its functions as a transport authority, using it as a guide for transport investment in Norfolk as well as on the position the council will take when considering the transport impacts of initiatives considered by other agencies, for example in our response to consultations on planning or other delivery decisions. This Implementation Plan provides information on the delivery of the strategy and should be read in conjunction with the strategy.

The Local Transport Plan objectives are:

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

Norfolk County Council is the Highways Authority and is responsible for maintenance and management of most public roads and rights of way in Norfolk (except the A47 and A11 which are the responsibility of National Highways, formerly Highways England). The county council has a major influence on provision of other transport services, such as public transport, but is not directly or solely responsible for bus services, ports, airports, rail services or waterways. However, the county council has significant influence, and this is exercised through working with partners, government, and operators to achieve the best outcomes through these other bodies where possible.

Users of the transport network make decisions about when, where and how to travel, often dependent on their beliefs, motivations and the journey they are to make. It might not be possible or convenient to make a journey in a particular way because transport infrastructure, or service provision, is poor; or simply thought to be poor. The county council needs to engage to understand motivations and barriers, recognise what works for people so as to inform infrastructure and transport service delivery, and

communicate messages about transport. That is why behaviour change forms part of the plan alongside delivery: it is integral to enable a shift to a more sustainable form of transport and low carbon.

## **Background**

The purpose of this Implementation Plan is to set out our proposals for the implementation of the policies in the adopted strategy. We do this through setting out proposals under each of our seven objectives in the strategy, supplemented by tables showing the actions we intend to take. The tables of actions are not intended to show a list of individual schemes such as zebra crossings that will be delivered on the ground. Programmes for delivery on the ground are agreed annually. The tables in Chapter 2 set out measures and actions that will drive the detailed programme of capital expenditure for future delivery. We include a chapter on major and significant transport schemes as these projects have possibly the potential for the most significant impacts. The LTP4 Implementation Plan also covers funding sources, risks to delivery, and targets.

An overview of how the Implementation Plan is set out is shown in the Executive Summary.

In preparing the Implementation Plan, we took the opportunity to review the strategy so that it could reflect any changes or new guidance since its adoption at the end of 2021.

## **Review and update**

Each year we will monitor a range of indicators, the targets in the LTP and undertake monitoring for the Strategic Environmental Assessment. The evidence supplied from the monitoring, and from the workstreams we will undertake in support of the plan, will be used to feed in to the detailed delivery programmes, ensuring that delivery can be adjusted, if necessary, to keep on track with achieving our objectives, outcomes and targets.

## Chapter 2: Implementation and Action Plan

### Introduction

This section sets out how we will implement the policies in the adopted Local Transport Plan (LTP) Strategy. These policies reflect the LTP objectives, which are:

1. Embracing the Future
2. Delivering a Sustainable Norfolk
3. Enhancing Connectivity
4. Enhancing Norfolk's Quality of Life
5. Increasing Accessibility
6. Improving Transport Safety
7. A Well Managed and Maintained Transport Network.

We have set out in each section below, taking each of our objectives in turn:

- A narrative summary for each objective
- Each agreed Policy in LTP4 strategy and, under each, a table showing how we will implement the policy. The table summarises the outcome that each measure would have, a guide to its date of implementation and its likely funding sources.

### Assumptions

The Implementation Plan shown in the following sections and tables is not all currently funded. It has been prepared on the basis that the county council is able to secure resources equivalent to or exceeding current funding levels. This will require us to successfully secure funding from outside sources. Some of this will be from successful funding bids for individual projects or programmes or being able to secure funding from partners. Some of the actions will be undertaken within available county council staff resources and will need to be included in future work programmes.

## **Proposals for Implementation**

### ***Objective 1: Embracing the Future***

#### **LTP4 Strategy Summary**

LTP4 strategy puts emphasis on the need to adapt to and use new technology to achieve better outcomes. The strategy recognises that users of the transport system increasingly use technology to inform their travel choices on the network: whether this be through mapping and navigation apps on mobile phones or choosing forms of transport such as hire bikes or e-scooters that were not available even a few years ago.

The strategy is that the county council is at the forefront of this technological change to ensure that, amongst other things, we:

- Can adapt to changing use of the network
- Can influence change
- Understand the impact of our interventions
- Understand the motivations for the choices people make
- Better target and deliver interventions because we understand their likely impacts.

#### **Approach to Implementation**

Our approach to implementation will be to make better use of technology. We will explore trials of future transport systems such as autonomous and digitally-connected vehicles, or 'mobility as a service' solutions (for example mobile apps allowing people to book and pay for journeys that otherwise would be difficult to plan or make). This will be supported by a range of measures including developing more effective ways of understanding use of the network through using satellite or mobile data on people's movements, utilising more effective monitoring methods like video technology that can automatically recognise different user types on the network (this can replace the use of costly surveys) or via low-cost sensors and the like that can reliably measure air quality or available clearance under bridges to inform boat users, for example. We will develop our indicator and monitoring work streams so we are better informed about use of the network and the impacts that changes we make have.

This will lead to a revolution in the transport system: autonomous or digitally connected vehicles will open up opportunities for people who currently have no access to services because they do not have access to transport; digitally connected vehicles could lead to more efficient use of transport networks and support our aim of reducing killed and seriously injured casualties. More effective ways of better understanding use of the network by exploiting innovation will enable us to plan more effectively. Increasing the data offer will enable better planning of sustainable and active travel. This will lead to outcomes including reducing carbon and better air quality.

Improving digital connectivity will reduce people's travel, allowing home-working. We will also facilitate and encourage change to more sustainable modes and more efficient vehicles through a range of measures. We will explore opportunities to

participate in projects and trials to decarbonise the transport system including delivery solutions by for example autonomous or semi-autonomous electric vehicles / pods to reduce the numbers of van related delivery trips. We will develop and deliver a behaviour change programme under the brand of Travel Norfolk. This will act as a journey planner that encourages and provides information on sustainable travel. We will launch a targeted marketing campaign aimed at getting people back on the bus through our Bus Service Improvement Plan. We have developed and adopted an electric vehicle strategy and will now focus on its delivery to facilitate faster switch to electric vehicles. Our initial action here is to work with partners on delivery of the Charge Collective project to ensure early roll-out of on-street charging points in Norwich. We will continue our bike hire scheme in Norwich, which has been very successful. We will investigate their roll-out to other locations. Our trial of e-scooters in Norwich and Great Yarmouth is also proving successful and we will continue to work on this with the Department of Transport to establish if these can become permanent measures and, again, if it can be rolled-out to other locations. We will continue to monitor the trials and reflect any learning points in future roll-outs.

These actions will be more effective by embracing technology and innovation. They will lead to reduced travel, more sustainable and active travel. People will have better health outcomes by being more active and through improvements in air quality. Carbon will be reduced, contributing to our targets for carbon neutrality across all sectors, and our LTP target for carbon reduction.

Our approach to this work will be to work in partnership, such as with Transport East at a regional level, or with IT developers at a very local level for low-cost sensors and monitoring equipment.

### **Summary of our preferred approach to implementation of the policies in the adopted Local Transport Plan Strategy**

In summary, our approach to implementation will be to:

- Trial and adopt innovative approaches, which have the potential to bring a step-change in people's ability to get to services and facilities where currently travel is a barrier and to support other outcomes such as carbon reduction
- Make better use of technology and innovation. This will lead to better understanding of network use and will enable us to plan more effectively
- Facilitate and encourage changes in how people move about the network through development of a behaviour change programme, targeted marketing campaign aimed at getting people back on the bus and expanding the offer of measures such as e-scooters and bike hire schemes and investigate their roll-out to other locations. This will lead to better health outcomes for people, reduced carbon and better air quality
- Deliver our electric vehicle strategy to facilitate faster switch to electric vehicles, supporting our carbon targets. Work on achieving zero-carbon across the council's own estate will be electrification of, or clean fuelling, our own fleet and contracted services like school travel.

Our approach to this will be to work in partnership.

## Table of Actions

**Note:** In the following tables, the policies are those in the agreed transport strategy. The following tables show how we will implement of those policies.

### Policy 1 of the adopted LTP4 Strategy under Objective 1: Embracing the Future

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

#### Implementation of the policy

| Actions  | Outcome/Benefit  | Timescale  | Funding               |
|--|--|--|-----------------------|
| Explore opportunities and funding for trials of new forms of transport and mobility (such as autonomous vehicles, or digitally connected vehicles)     | Autonomous vehicles could revolutionise transport, opening up opportunities for people currently unable to travel to make connections. Digitally connected vehicles will lead to safer, more efficient use of transport networks | 2022 and onwards. We will explore suitable opportunities as they arise | NCC, grants, partners |
| Explore the use of Artificial Intelligence and cognitive thinking to help plan for and manage transport networks                                       | The use of systems for collecting and analysing big data will improve transport operators' offer (ie services provided by bus companies etc) and the offer to customers  | 2022 and onwards. We will explore suitable opportunities as they arise | NCC, grants, partners |
| Review and revise the highway network performance report. Increase the focus on public transport, walking & cycling, electric vehicles and air quality | A focus on these areas will ensure that we understand, and can better plan for, active travel, public transport and clean vehicles to achieve objectives for better air quality, reduced carbon and better health outcomes       | Autumn 2022 and then annually  | NCC Staff             |
| Monitor outcomes and indicators in the Asset Management Strategy Performance framework   | Monitoring a range of indicators will give increased understanding, enabling better management of the network  | Annually   | NCC Staff             |

| <b>Actions</b>   | <b>Outcome/Benefit</b>  | <b>Timescale</b>                    | <b>Funding</b> |
|--|---|-------------------------------------|----------------|
| Undertake vulnerability assessments of transport networks: Undertake Resilient Network Assessment on core A roads which identify vulnerability | Vulnerability assessments will lead to identification of areas to target resource and improve the resilience of the most important parts of the network to threats such as increased flooding due to climate change | 2022 and then annually as necessary | NCC Staff      |
| Review Winter Service Policy   | Regular reviews will lead to more efficient delivery of the winter activities, such as gritting, and ensure people are able to access the services that are required  | 2022 and then annually as necessary | NCC Staff      |

### **Policy 2 of the adopted LTP4 Strategy under Objective 1: Embracing the Future**

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

#### **Implementation of the policy**

| <b>Action</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b>  | <b>Funding</b>                      |
|--|---|-------------------|-------------------------------------|
| Explore opportunities to participate in projects and trials to decarbonise the transport system<br>Explore opportunities for first mile / last mile delivery solutions by for example autonomous or semi-autonomous electric vehicles / pods to reduce the numbers of van related delivery trips | Reduced carbon, contributing to our environmental policy targets for net zero on our own estate, and carbon neutrality across all sectors, by 2030  | 2022 and onwards  | NCC, grants, partners               |
| Deliver our Electric Vehicle (EV) strategy. The county council can play an important role in helping to increase the uptake of electric vehicles by ensuring that the necessary charging infrastructure is in place. As part of  | Delivery will ensure benefits of switching to EVs are realised as quickly as possible; identified as one of the most effective means of reducing carbon, contributing to our environmental policy | Ongoing from 2022 | NCC, DfT / OZEV, private investment |



| Action   | Outcome/Benefit   | Timescale  | Funding  |
|--|---|--|--|
| delivery consider how to plug gaps in chargepoint coverage including in rural areas  | <p>targets for net zero on our own estate, and carbon neutrality across all sectors, by 2030</p> <p>Improvements to air quality by bringing cleaner air at the point of use, improving health outcomes for significant numbers of people</p> <p>Our EV strategy will help to remove inequalities in access to charging points based on where people live or work, giving more people the opportunity to use electric vehicles</p> |  |  |
| Deliver 'Charge Collective,' a regional pilot looking to promote on-street charge points for electric vehicles. This is being conducted in partnership with our regional electricity network operators UK Power Networks | Cleaner air, significantly improving health outcomes  | Spring 2022  | Partner funding, OZEV grants for on street residential schemes |
| Take forward energy projects such as Local Area Energy Planning to ensure resilience of local energy networks required for a shift to electric vehicles  | Local Area Energy Planning will support decarbonisation commitments   | 2022   | NCC, partner funding   |
| Support Beryl Bikes and e-scooter trials and look at opportunities at expanding out the Beryl offer  | These initiatives open up sustainable transport for a wider number of people, increasing the opportunity for people to access services such as education and training. They lead to better connectivity, cleaner air and reduced traffic  | Ongoing for current schemes. Expansion will be explored following LCWIP adoption at end 2022 | NCC, DfT, private investment                                   |
| Develop Local Cycling and Walking Infrastructure Plans (LCWIPs) for countywide coverage  | LCWIPs will inform our planning of active travel networks across the county, meaning better connectivity for active   | Norwich, King's Lynn and Gt  | NCC, partner funding   |

| Action  | Outcome/Benefit  | Timescale   | Funding   |
|---|--|---|---|
|   | travel modes, cleaner air and reduced traffic                      | Yarmouth Spring 2022<br><br>Norfolk LCWIP by end 2022 |   |
| Work with Transport East on bringing forward EV infrastructure  | Benefits expected to be similar to those above for our EV strategy | 2022/23   | NCC Staff time, Transport East                              |
| Adopt Parking Standards to (amongst other things) ensure every new home with a parking space has an EV charge point | As above   | Summer 2022   | LTP, CIL, developer funding, funding bids<br><br>Staff time |
| Adopt EV parking standards for new workplaces and other new non-residential developments                            | As above   | Summer 2022   | LTP, CIL, developer funding, funding bids<br><br>Staff time |

### Policy 3 of the adopted LTP4 Strategy under Objective 1: Embracing the Future

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

#### Implementation of the policy

| Action   | Outcome/Benefit  | Timescale  | Funding   |
|--|--|--|---|
| Investigate the delivery of 'Mobility as a Service' solutions. Such solutions could range from car-sharing to phone apps that allow customers to make easy, multi-modal journeys. The customer simply enters details of the journey they wish to make, and the app plans the journey and makes a single charge to the customer | Mobility as a Service will lead to reduced travel by car, reduced single-occupancy trips by car and therefore reduce carbon, improve air quality and reduce congestions whilst also improving people's connections to services and facilities  | 2022 and onwards. We will explore suitable opportunities as they arise | NCC staff   |
| Seek opportunities to improve digital, phone and other forms of information connectivity to support LTP objectives.  | Improving digital, phone and other connectivity will reduce travel by supporting the needs of businesses, home and other services. It will improve people's connectivity to services and reduce carbon emissions. Improving connectivity to digital and phone services will also support people's use of the transport network and enable users to better access travel apps, mobility as a service offers and other information | Ongoing  | NCC Staff, partners   |
| Explore and utilise innovative monitoring equipment to show usage of the transport network (eg video technology that recognises different user types, use of GPS, mobile or telephone data)  | Better outcomes informed by better data<br>Increased ability to monitor  | Ongoing  | NCC, DfT grants, local contributions<br>Scheme evaluation funding no funding in place |

| Action   | Outcome/Benefit   | Timescale     | Funding            |
|--|---|---------------|--------------------|
| Investigate trial of a smart street, showcasing a range of technological innovations to enable better service delivery across a range of functions (eg street bins, air quality, street usage) | Better service delivery across a range of functions   | Medium term   | NCC, partners      |
| Explore the use of low-cost air quality monitoring equipment including trialling the use of innovative, low-cost and portable devices  | Technology is leading to development of products that provide quality data but are cheaper and easier to deploy than traditional monitoring techniques. Their use will give us better data to help inform delivery, leading to better outcomes  | Ongoing       | NCC, grant funding |
| Work with Transport East on Regional Agent Base Model + travel and behaviour data. This is an innovative modelling tool  | This will give a better understanding about use of the transport network, allowing us to better plan for the types of trips that people are likely to make, and better understand how changes we make might affect these trips. It will be used to achieve a range of better outcomes | 2022/23       | Transport East     |
| Implement the Bus Service Improvement Plan objective of multi-operator ticketing   | Multi-operator ticketing leads to a better customer offer where users do not need to worry about having to purchase different tickets for different services. This in turn leads to increased bus patronage   | By April 2025 | DfT BSIP funding   |

#### Policy 4 of the adopted LTP4 Strategy under Objective 1: Embracing the Future

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

#### Implementation of the policy

| Action  | Outcome/Benefit  | Timescale     | Funding   |
|---|--|---------------|---|
| Develop an online information hub under the brand of Travel Norfolk to encourage behaviour change. This will act as a journey planner that encourages sustainable travel as the preferred method of transport. This hub will also provide a high quality resource of information to help people break down barriers that remain to using sustainable transport  | Healthy more active population<br><br>More people travelling sustainably<br><br>Less reliance on single occupancy vehicles leading to a reduction in emissions and pollution hot spots | By March 2023 | NCC, DfT Active Travel funding, partner funding |
| Promote behaviour change through Getting Norfolk Active: Active Norfolk's 2021-2026 strategy <ul style="list-style-type: none"><li>• Advocating for walking and cycling to be the first choice for short journeys</li><li>• Promoting physical activity's contribution to carbon reduction targets</li><li>• Addressing other barriers that prevent this positive behaviour change</li></ul> Promote change to achieve the LTP objectives with a focus on sustainability, quality of life, accessibility and safety | Healthy more active population<br><br>More people travelling sustainably<br><br>Contribute to a reduction in carbon emissions  | Ongoing       | NCC staff, Sport England                        |
| As part of behaviour change and road safety campaigns investigate the need for, and use of, appropriate messaging and training for how  | New forms of transport can cause difficulties, either real or perceived, for some users of the transport network.  | Ongoing       | NCC. Other partners                             |

| Action   | Outcome/Benefit  | Timescale | Funding         |
|--|--|-----------|-----------------|
| people use new forms of transport such as e-scooters on the network  | Appropriate training and messaging can remove barriers for people using sustainable modes of transport and help achieve outcomes including better health and well-being  |           |                 |
| Deliver travel plans at residential development  | Travel plans identify the sustainable transport infrastructure and services required at new developments. It will lead to Reduced travel, Sustainable travel, Better connections from residential developments to services and facilities<br>Supports our target for this LTP4 Objective | Ongoing   | NCC, Developers |
| Monitor travel habits at residential developments through travel plans delivered via our AtoBetter programme | Ongoing monitoring provides a feedback loop to help inform future provision of measures, increasing sustainable travel. Benefits as above  | Ongoing   | NCC, Developers |

## ***Objective 2: Delivering a Sustainable Norfolk***

### **LTP4 Strategy Summary**

The local transport plan strategy puts emphasis on working in partnership with others, particularly district councils and the Broads Authority as the local planning authorities, and developers to help shape the county's development plans and proposals. We will continue to work in partnership from the outset to secure necessary transport infrastructure and services, and build in sustainability from the start.

The emphasis of the strategy is placed on supporting development to come forward, and ensuring:

- It is in places where sustainable travel is an option and in easy reach of services and facilities that people need to access
- We understand implications of new development and take them into account right at the start of the process. Doing this, sustainable transport can be embedded into development proposals with infrastructure provided up-front. Mechanisms for achieving carbon reductions, or offsetting, can start to be built in; and air quality can be improved.

### **Approach to Implementation**

Our approach to delivery will be to continue to put resources into partnership work with local planning authorities, developers and other service providers to help shape delivery right from the start. We will review and roll-forward our suite of supporting studies and guidance documents. This includes our series of market town network improvement strategies undertaken in 2018 and 2020. These looked at places with planned high levels of growth to understand impacts on the transport network, enabling necessary interventions to be devised and understood. We will also review and roll-forward: the planning and health protocol to ensure principles of health and wellbeing are adequately considered in plan making; Safe Sustainable Development (guidance document for new developments); the Norfolk Strategic Infrastructure Delivery Plan; and our Parking Standards.

Doing this will build in mechanisms to achieve our desired outcomes and benefits. These include reducing travel by ensuring development is sited in places within easy reach of services and facilities, better health outcomes for people, more liveable places, better connected places, cleaner air and carbon reduction. The guidance documents and evidence bases provide a foundation for securing amongst other things EV chargers in residential developments, active travel networks and other necessary transport infrastructure and services. This helps achieve a range of desired outcomes including reduced carbon, better air quality, better connectivity to services and improved health outcomes for people.

A key new strand will be to instigate new workstreams to consider how to monitor and offset carbon impacts arising from new development. We have committed to Actions to develop carbon plans and budgets and to devise methodologies to achieve carbon neutrality from new residential and employment developments are included in this Implementation Plan. We will adopt into guidance documents our

expectations of how developers would need to demonstrate that development addresses air quality or how they will bring forward measures to address the issue.

Writing these into future reviews of our guidance documents for new developments will achieve air quality and carbon objectives.

The county council will also continue to work with partners in locations including West Winch, North Walsham and East Norwich in order to bring forward large numbers of much-needed new homes and, in East Norwich, on an exciting opportunity to regenerate a large site well-placed within close reach of city amenities. This work will allow development proposals to be considered in wider, holistic planning of the area. It also considers what transport infrastructure needs bringing forward. Our approach to implementation will be to ensure this gives major consideration to low carbon transport, active travel and public transport.

We are supporting the delivery of sustainable travel plans at residential developments, including through our in-house provision A2Better. Our teams will work with the new communities to develop and deliver travel plans. We will work with other active travel groups who are also looking to expand this function with schools. Delivering effective travel plans will enable people to be able to get to services and facilities, and identify and deliver necessary local sustainable connections.

Norfolk County Council has started to trial new School Streets, which are timed road closures around selected schools in Norfolk. During pick-up and drop off times, certain roads will be closed to vehicles in order to allow children to travel safely to and from their school. The Norfolk School Streets programme is a proposed trial which aims to make the journey to and from school not only safer but more pleasant and encourage use of sustainable transport as an alternative to the private car. The trial is run in Partnership with Sustrans and with funding from the Active Travel Fund.

## **Summary**

Our approach to implementation will therefore be to continue to put resources into our work at all stages on new development:

- Working with district councils, developers and other partners on reviews of local plans, at individual sites or allocations, in pre-application discussions and as a statutory consultee on planning applications. This will bring forward well-formulated development proposals in places within reach of services and facilities, enabling people to get to places by a range of sustainable travel options and in turn reduce carbon, improve air quality and create better communities
- Building evidence bases to inform of impacts of growth. This will identify infrastructure requirements to be understood up front and be planned for. This will benefit places, providing better connections and reducing congestion
- Keeping our guidance up to date. A key part of this will be embed carbon mitigation and budgets, and air quality requirements, into future reviews, achieving objectives and targets in these areas
- Devising and delivering travel plans at new developments, including monitoring travel behaviour at new developments to feed back into future decision-making.



This will help understand people's travel patterns and enable sound planning if future interventions.

Our approach will be to work in partnership on these issues.

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## Table of Actions

### Policy 5 of the adopted LTP4 Strategy under Objective 2: Delivering a Sustainable Norfolk

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

#### Implementation of the policy

| Actions   | Outcome/Benefit  | Timescale   | Funding                                     |
|---|--|-------------|---|
| Review the planning and health protocol to ensure principles of health and wellbeing are adequately considered in plan making, and when evaluating and determining planning applications. This will include considerations of connection to, and accessibility of, public and active travel options | Better health outcomes<br>Sustainable travel   | Ongoing     | NCC   |
| Review the Norfolk Infrastructure Delivery Plan (NSIDP) to ensure it captures the full range of projects being delivered to support growth including decarbonisation projects, and transport projects focused on active travel, public transport and decarbonisation                                | The review will provide a more balanced view about the projects of importance. It will show how a range of projects is important for growth in the county and how sustainability and climate change objectives are being reflected in our work   | Winter 2022 | NCC Staff time, district council staff time |
| Review and roll forward the market town Network Improvement Strategies  | Reviews will help to inform infrastructure requirements from growth, allowing infrastructure first, a county council objective.<br>Help shape locations of growth so it is in the most sustainable locations<br>Achieve outcomes: Reduced travel;<br>Sustainable travel; People able to get to | 2023-2025   | NCC, partners including district councils   |

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b>   | <b>Funding</b>   |
|--|--|--|--|
|  | services and facilities; Better public realm   |  |  |
| Take forward work with partners on infrastructure requirements to unlock growth, including: <ul style="list-style-type: none"> <li>• N Walsham housing link road</li> <li>• East Norwich masterplan</li> <li>• W Winch masterplan</li> <li>• Thetford A11 junctions and successor to link road work</li> <li>• Bradwell</li> </ul> | Achieve outcomes: Reduced travel; Sustainable travel; People able to get to services and facilities; Better public realm   | Ongoing  | NCC, local authority partners, National Highways, developers |
| Review Safe Sustainable Development (guidance document for new developments)   | Reviews of guidance documents will embed LTP4 principles, objectives and outcomes<br>This will lead to: More sustainable development; Better connections for people in developments; Cleaner air; Reduced carbon   | 2022 and annual updates as appropriate following LTP4 Implementation Plan adoption | NCC staff  |
| Review Parking Standards   | Reviews of guidance documents will embed LTP4 principles, objectives and outcomes<br>This will lead to: Cleaner air; Reduced carbon  | 2022 and annual updates as appropriate following LTP4 Implementation Plan adoption | NCC staff  |
| Work as part of the Greater Norwich Development Partnership and Greater Norwich Local Plan Partnership   | Working at all stages will help to shape the location of growth so that it is in easy reach of services and allow us to plan for infrastructure first.<br>This will lead to: Reduced travel; Sustainable travel; People able to get to services and facilities | Ongoing  | NCC Staff, districts   |

| <b>Actions</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b> | <b>Funding</b> |
|---|---|------------------|----------------|
| Work with district councils and the Broads Authority as local plans are reviewed  | As above  | Ongoing          | NCC            |
| Provide comments on neighbourhood plans to inform their development   | As above  | Ongoing          | NCC            |
| Work with county council service providers on location of services, eg schools  | Being involved in planning stages will enable transport to be part of the decision-making process to enable services can be sited in places in easy reach. Will lead to increased access to the range of services | Ongoing          | NCC            |
| Work closely with DfT, National Highways, Network Rail / Great British Railways and other local authorities to influence transport decisions in Norfolk to ensure good connectivity to new developments | This will improve economic outcomes by ensuring new developments have good connectivity to major transport links  | Ongoing          | NCC            |

#### **Policy 6 of the adopted LTP4 Strategy under Objective 2: Delivering a Sustainable Norfolk**

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

#### **Implementation of the policy**

| <b>Actions</b>   | <b>Outcome/Benefit</b>  | <b>Timescale</b>                         | <b>Funding</b> |
|--|---|--|----------------|
| Consider options for monitoring and offsetting carbon impacts arising from new development | This will support the county council's carbon reduction targets in the LTP and our Environmental Strategy | 2023<br><br>Include outcomes into future | NCC Staff      |

| <b>Actions</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b>                        | <b>Funding</b>                     |
|---|---|---|------------------------------------|
| Alongside this, develop carbon plans and budgets and devise methodologies to achieve carbon neutrality from new development<br>Write these into future reviews of our guidance documents for new developments |   | reviews of NCC documents as appropriate |                                    |
| Work with other active travel groups to expand sustainable travel plans to schools.   | This will lead to reduced car-use at schools, better active travel connections and mode shift to sustainable travel. Supports LTP carbon target; Reduces carbon; Improves air quality | 2023                                    | NCC, schools, active travel groups |
| Engage with developers in pre-application discussions on major sites to secure sustainable transport links<br>In our role as statutory consultee on planning applications, seek sustainable transport links   | Will ensure new development has sustainable transport connections, leading to Reduced carbon; Improved air quality  | Ongoing                                 | NCC, developers, district councils |
| Develop proposals for, and introduce, pre-application charges   | Revenue stream that can support services in achieving LTP outcomes  | 2022                                    | NCC                                |
| Work with partners on the development of land-use planning documents: See above, policy 5   | See above, policy 5   | See above, policy 5                     | See above, policy 5                |
| Review Safe Sustainable Development<br><br>Review Parking Standards   | See above, policy 5   | See above, policy 5                     | See above, policy 5                |
| Deliver travel plans at residential development   | See above, policy 4   | See above, policy 4                     | See above, policy 4                |

**Policy 7 of the adopted LTP4 Strategy under Objective 2: Delivering a Sustainable Norfolk**

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

**Implementation of the policy**

| <b>Action</b>   | <b>Outcome/Benefit</b>  | <b>Timescale</b>                            | <b>Funding</b> |
|---|---|---|----------------|
| Roll-forward our 2022 review of Safe Sustainable Development to adopt guidance on our expectations of how developers would need to demonstrate how development would address air quality or bring forward measures to address the issue | Reviews of guidance documents will embed LTP4 principles, objectives and outcomes<br>This will lead to: Cleaner air | 2023/24/25                                  | NCC Staff      |
| Take account of any changes to UK law, best practice or guidance following new air quality guidelines announced by the World Health Organisation in 2021  | The new guidance is likely to tighten threshold to improve air quality  | Following any changes to UK law or guidance | NCC Staff      |

### **Objective 3: Enhancing Connectivity**

#### **LTP4 Strategy Summary**

The Local Transport Plan strategy sets out the importance of connections between, and into, major centres and gateways. This is because such connections are needed to support the economic vitality of the county and ensure that it does not lose out on investment into housing, employment, retail, leisure and other services that might otherwise go to better connected places in the country. The evidence also shows that the major connections into and within the county are not as good as elsewhere in the UK.

For this reason, the strategy sets out that they must be improved to provide better, faster and more reliable journeys. However, this must be done in a way that puts transport firmly onto a net zero carbon trajectory.

#### **Approach to Implementation**

Our approach to implementing this strategy will be to continue to make the case for improvements so that investment is secured into the networks. We will do this by working in partnership with others, continuing to work in partnership along transport corridors and be involved in a number of rail task forces as well as leading the A47 Alliance. Our work to secure investment will be evidence-based. We will contribute to the evidence bases and business cases for the projects. We will work at all political levels to make the cases through advocacy.

We will also work with Transport East, the Sub-national Transport Body for the area representing the Norfolk, Suffolk, Essex, Southend and Thurrock. Transport East provides a strong voice to government on the issues, representing the views of its members. It also works nationally and in collaboration with engaged with other Sub-national Transport Bodies. We will remain a member of this important partnership to influence its work and make sure our voice is heard within government.

By working in these partnerships we will be able to represent the views of the county council and seek to ensure the best outcomes for our residents and businesses. We are seeking improved connections that offer faster journeys, improved reliability and better resilience. Achieving these aims will bring benefits to the wider Norfolk economy. By making journeys quicker and more reliable, reducing uncertainty for businesses, it is likely that there will increased investment into the county, accelerating the delivery of much-needed housing growth and bringing forward jobs and other services.

There will be a focus on decarbonisation, and making sure networks are fit for future technological advances, built into the programmes of work. This is crucial as it will support our carbon ambitions and targets.

We will develop a suitable proportionate methodology to assess the carbon impacts of individual schemes the county council brings forward. We will consider the requirements of relevant guidance when it is published to inform quantification of carbon emissions from the Plan as a whole. We will build in low carbon objectives and the future role of the strategic networks into our activities including on supporting A47 improvements. We will also investigate funding opportunities to deliver a range

of initiatives to deliver clean freight including e-cargo bikes, freight consolidation centres and more innovative technologies such as drones or automated vehicles / pods.

This will support the policy objective to ensure that the network priority is that it is used by clean transport modes, reducing carbon, improving air quality and leading to better health outcomes.

We will target the strategic connections between and into major centres and will work on bringing forward the necessary transport infrastructure required to facilitate and enable housing and jobs growth. Chapter 3 details the larger and more significant schemes within the county included within the Norfolk Strategic Infrastructure Delivery Plan, some of which are included within current government programmes. Schemes in the Plan include the West Winch Housing Access Road, required to release up to 4,000 houses and improve the major road network connection of the A10, and Great Yarmouth Third River Crossing. This is currently under construction and will provide better connections between the port area and the strategic trunk road network.

Our approach to implementing the strategy of better connectivity will be to continue to bring these to delivery. Delivery will support economic objectives and bring forward housing and jobs growth. Each scheme will be required to demonstrate its own case as it comes forward, showing at the appropriate point and to the appropriate degree of detail, how it meets amongst other things relevant objectives and value for money. A key part of this will be to demonstrate its carbon credentials. This is already undertaken as part of the relevant funding and statutory approvals process, but we will also examine how we can incorporate a light-touch assessment into the development of projects on our pipeline at an earlier stage in order to help inform choices.

As part of our implementation approach, we will introduce appropriate and proportionate assessments of impacts for all schemes. We intend to undertake carbon assessments as one part of this in order to help decision-making and to understand impacts and how these might be reduced.

### **Summary of our preferred approach to implementation of the policies in the adopted Local Transport Plan Strategy**

Our approach to implementation will therefore be to:

- Work with a range of partners on significant projects and programmes that improve connectivity into and within the county. This includes making the case for improvements on the strategic trunk road and rail connections to London, Cambridge, Peterborough) networks with a focus on achieving low carbon in the way that these networks are used. This will help to achieve better, cleaner connectivity, bringing forward economic outcomes for the county
- Take forward schemes that are included in the current government large local major and major road network funding streams. These are Long Stratton Bypass, Norwich Western Link, West Winch Housing Access Road, A47/A17 Pullover Junction, King's Lynn. Delivery of the Great Yarmouth Third River Crossing has already started on the ground and will be completed open to traffic by early 2023. These schemes will realise a range of benefits. They all have detailed business



cases, at various stages of development, setting out scheme objectives, benefits and impacts. Appropriate relevant and assessments will be required for each scheme at the appropriate stages in their development. Each will need to prove its case in order to draw down funding and receive any statutory consents or approvals needed prior to delivery on the ground. A key part will be consideration of carbon credentials of each scheme.

- Reduce carbon and improve air quality by making sure impacts are known and measures taken to reduce impacts in bringing forward schemes that improve connectivity. We will do this by assessing the carbon impacts of schemes the county council brings forward. We will develop and deliver low-carbon connectivity through countywide Local Cycling and Walking Infrastructure Plans, and the Bus Service Improvement Plan. These measures will lead to acceleration of carbon reduction, and help to achieve our outcomes of improved connectivity and accessibility.

## Table of Actions

### Policy 8 of the adopted LTP4 Strategy under Objective 3: Enhancing Connectivity

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

#### Implementation of the policy

| Actions   | Outcome/Benefit  | Timescale  | Funding             |
|---|--|--|---------------------|
| Make the case for early electrification of the remainder of the rail network serving the county   | Electrification will reduce diesel-powered trains, leading to reduced carbon   | 2022/23  | NCC Staff time      |
| Look to secure inclusion of rail, trunk road and major road networks in digitally-connected programmes  | Digital connections will facilitate enable, inter alia, autonomous technologies leading to more efficient freight networks to deliver operational and consumer benefits, connected vehicles for better safety and more reliable and frequent rail services | 2022/3/24 as part of Roads Investment Strategy work led by National Highways | NCC Staff time      |
| Remain an active member of Transport East and work with Transport East on development of its transport strategy and its subsequent delivery, and any review       | Transport East provides a strong voice for the region and can secure investment into the network to achieve better outcomes including connectivity and economic outcomes.  | Ongoing  | NCC, Transport East |
| Work with Transport East on Connectivity Study<br>Work with Transport East on Rail Connectivity   | Better connectivity<br>Better economic outcomes<br>Reduced carbon  | 2022/23  | NCC, Transport East |
| Continue to lead and coordinate the A47 Alliance<br>Review the Alliance programme and activities to include further focus on carbon and technology (See Policy 9) | Better connectivity<br>Better economic outcomes<br>More reliable journey times<br>Reviewing the programme will enable low carbon, clean fuels and technology   | 2022/23  | NCC, A47 Alliance   |

| Actions   | Outcome/Benefit   | Timescale  | Funding  |
|---|---|--|--|
|   | improvements to be realised in future planning  |  |  |
| <p>Work with partners on Task Forces and other consortia making the case for rail improvements. These include:</p> <ul style="list-style-type: none"> <li>• East West Rail (EWR) Main Line Partnership (formerly the Consortium) to build the case and the evidence base for the East West Rail Main Line</li> <li>• Great Eastern Main Line (GEML) Task Force (Norwich to London)</li> <li>• Ely Task Force (to make the case for improvements that would unlock a range of passenger and freight services)</li> </ul> | <p>Investment in rail will unlock the potential for quicker journeys and increased frequencies. Rail is important to support the economy of the county and improvements will lead to better economic outcomes. Better rail travel will also encourage a shift away from car-use leading to outcomes including reduced carbon and congestion</p> | <p>EWR Main Line</p> <ul style="list-style-type: none"> <li>• Interim Strategic Outline Business Case 2022</li> <li>• Develop Full SOBC post-2022/23</li> </ul> <p>GEML</p> <ul style="list-style-type: none"> <li>• Strategic Outline Business Case development 2022/23</li> <li>• Outline Business Case development post-2023</li> </ul> <p>Ely</p> <ul style="list-style-type: none"> <li>• OBC to be submitted to government spring 2022</li> <li>• FBC post 2022</li> </ul> | <p>NCC, East West Rail Main Line Partnership, East West Rail Company, partners on the other Task Forces, DfT</p> |

| <b>Actions</b>  | <b>Outcome/Benefit</b>                          | <b>Timescale</b> | <b>Funding</b>            |
|---|---|------------------|---------------------------|
| Work with partners to understand the evidence base to identify and secure improvements to transport gateways  | Better connectivity<br>Better economic outcomes | Ongoing          | NCC, private investment   |
| Take forward schemes that are included in the current government large local major and major road network funding streams; and develop the schemes in the Norfolk Strategic Infrastructure Delivery Plan. | Better connectivity<br>Better economic outcomes | Ongoing          | NCC, DfT, CIL, developers |

### **Policy 9 of the adopted LTP4 Strategy under Objective 3: Enhancing Connectivity**

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

#### **Proposals for implementation of the policy**

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b> | <b>Funding</b>                 |
|--|--|------------------|--------------------------------|
| Assess the carbon impacts of schemes the county council brings forward   | See Policy 11  | See Policy 11    | See Policy 11                  |
| Investigate funding opportunities to deliver a range of initiatives to deliver clean freight including pick-up points, e-cargo bikes, freight consolidation centres (where last-mile deliveries are made by clean modes) and more innovative technologies such as drones or automated vehicles / pods (see Policy 2) | Local deliveries are increasing given the on-demand culture and the increased prevalence of work from home. Delivery of initiatives will reduce congestion, reduce carbon and improve air quality whilst maintain customer expectation |                  | NCC, grants and bids, partners |
| Prepare evidence to support the case for improvements, reviewing previous work to – in particular – update and build in low carbon objectives and the future role of the A47 given technological advancements  | Reduced carbon<br>Improved air quality   | Ongoing          | NCC, A47 Alliance              |
| Work with National Highways to secure active travel and public transport improvements on the trunk road network  | Reduced carbon<br>Improved air quality<br>More active travel   | Ongoing          | NCC, National Highways         |

| <b>Actions</b>  | <b>Outcome/Benefit</b>                  | <b>Timescale</b>               | <b>Funding</b> |
|---|---|--------------------------------|----------------|
|   | Better connectivity between communities |                                |                |
| Actively seek funding investment from central government in partnership with bus operators to bring zero emissions busses to Norfolk and enable a transition to zero emissions vehicles | Reduced carbon<br>Improved air quality  | Ongoing as opportunities arise | DfT            |
| Implement a Behaviour Change Programme  | This is set out above under Policy 4    | See Policy 4                   | See Policy 4   |
| Develop LCWIPs to set out policy for walking and cycling  | This is set out above under Policy 2    | See Policy 2                   | See Policy 2   |
| Deliver our EV strategy   | This is set out above under Policy 2    | See Policy 2                   | See Policy 2   |

### **Policy 10 of the adopted LTP4 Strategy under Objective 3: Enhancing Connectivity**

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

#### **Implementation of the policy**

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b>   | <b>Funding</b>          |
|--|--|--|-------------------------|
| Develop countywide Local Cycling and Walking Infrastructure Plans (LCWIPs) | LCWIPs will inform our planning of active travel networks across the county, meaning better connectivity for active travel modes, cleaner air and reduced traffic Reduced carbon   | King's Lynn, Norwich and Great Yarmouth<br>Spring 2022, County Wide<br>Winter 2022 | NCC, Active Travel Fund |
| Consult on the draft Walking and Cycling Strategy                          | The strategy will set out the context and framework for a range of initiatives leading to an increase in walking and cycling. This will lead to: Reduced carbon; Better air quality; Improved health outcomes; Better connectivity | Summer 2022  | NCC, Active Travel Fund |

| <b>Actions</b>  | <b>Outcome/Benefit</b>                                  | <b>Timescale</b>                      | <b>Funding</b>                        |
|---|---|---------------------------------------|---------------------------------------|
| Implement the Bus Service Improvement Plan to improve public transport services and infrastructure connecting into settlements              | This is set out under Objective 5: Accessibility        | See Objective 5: Accessibility        | See Objective 5: Accessibility        |
| Trial innovative technology in different parts of the network by developing prototypes, preferably with local companies                     | This is set out under Objective 1: Embracing the Future | See Objective 1: Embracing the Future | See Objective 1: Embracing the Future |
| Deliver our EV strategy: Encourage stakeholders to deliver charge points at other key destinations including supermarkets and rail stations | This is set out under Objective 1: Embracing the Future | See Objective 1: Embracing the Future | See Objective 1: Embracing the Future |
| Investigate the delivery of 'Mobility as a Service' solutions. See Policy 3   | See Policy 3  | See Policy 3                          | See Policy 3                          |

## **Objective 4: Enhancing Norfolk's Quality of Life**

### **LTP4 Strategy Summary**

The Local Transport Plan strategy puts a clear priority on carbon reduction. We have already started to implement a range of measures to improve low carbon and clean transport including the Transforming Cities programme in Norwich, complementing ongoing delivery of the Pedalway network, measures to reduce traffic within the city centre and the introduction of hire bike and e-scooter schemes. We have also set out more detailed place and mode-specific plans and strategies including the Bus Service Improvement Plan and the Transport for Norwich Strategy. We are in the process of adopting countywide Local Cycling and Walking Infrastructure Plans.

Alongside carbon reduction, the strategy gives priority to tackling problems in Air Quality Management Areas (AQMAs) declared due to transport emissions. These are areas where monitoring has shown that air quality falls below thresholds.

The third strand of the strategy is that, when we take action to improve the transport network, we will seek to improve quality of place, conserving and enhancing our built and historic environments.

### **Approach to Implementation**

Our approach to implementation will be to focus on achieving carbon reductions through a range of actions including delivery of the electric vehicle strategy, investment in active travel networks, rollout of digital connectivity to reduce travel, and working with partners to influence the location and nature of development. These actions are detailed elsewhere in the implementation plan.

Over and above this, we will introduce new requirements on our own schemes by initiating appropriate and proportionate whole life carbon assessments including construction and use of the asset. This will be done at the appropriate point for the project, usually at the point where planning consent is being sought, or it is required in business cases to attract funding. We will examine how we can incorporate a light-touch assessment into the development of projects on our pipeline at an earlier stage in order to help inform choices. We will also develop assessment criteria for schemes on our project pipeline so that we consider the impact of schemes across the range of LTP4 objectives, including carbon. We will work with regional partners on carbon reduction projects and toolkits. We expect the Department for Transport to issue guidance on local transport plans for consultation during 2022, prior to formal adoption by government. We will consider the implications of this following its publication and take appropriate and necessary action as required. A series of workstreams has been put in place to deliver net zero carbon on our own estate.

These actions will lead to carbon reduction, supporting the objectives and targets in the LTP, and the county council's environment policy target to achieve net zero on our own estate by 2030.

Our approach to tackling air quality includes delivering the Transport for Norwich Strategy. This sets out that we will investigate the introduction of potentially far-reaching measures such as a Clean Air Zone, workplace parking place levy, road charging / congestion charge, or vehicle bans (eg prohibiting petrol and diesel

engine vehicles from the city centre). We have developed transport strategies and market town network improvement strategies for other areas, and we will look to channel implementation through active travel and other sustainable transport options. We will review or refresh these strategies in the light of the new policy direction for LTP4. We will seek to upscale our work with district councils on air quality action plans. We will consider more than simply traffic management changes and look to promote a range of measures to reduce travel and achieve a shift to sustainable travel. These will include consideration of restrictions, behaviour change campaigns and network changes. We will seek funding to deliver and implement programmes of work.

This will lead to improvements to air quality. Poor air quality is a major determinant on people's health outcomes. Our delivery will also therefore achieve wider outcomes for health. Although a separate issue from carbon reduction, our approach to delivery will also lead to carbon reduction, helping to achieve the carbon targets we have adopted.

Norwich has been chosen as one of only three cities to receive £500,000 Zero Emission Transport City (ZETC) development funding from the government. This will see Norfolk County Council work with government and local businesses to look at what measures a city needs to take to move to zero emissions. The success of this funding shows Norfolk's commitment to achieving local and national climate targets.

We will also develop our assessment criteria for schemes on the project pipeline and undertake proportionate assessments of schemes at the relevant stages in feasibility and design stages so that we consider impact across LTP4 objectives.

This will lead to a range of better outcomes, supporting all of our objectives.

Our approach to implementation will therefore be to:

- Introduce relevant proportionate assessments into the feasibility, development and design process for schemes. Carbon assessments will be a key part of this, supporting us on our carbon targets
- Deliver the Transport for Norwich strategy, which includes feasibility work on a number of potentially far-reaching interventions to reduce traffic, reduce carbon and improve air quality
- Refresh the transport strategies in other urban areas. This will lead to an increased focus on delivering our outcomes for carbon, air quality and health
- Consider any requirements for additional work on publication of Local Transport Plan guidance from government, enabling us to further improve the prospects of achieving carbon reduction if considered to be required
- Work in partnership with districts, developers and other organizations for more effective, joined-up delivery.



## Table of Actions

### Policy 11 of the adopted LTP4 Strategy under Objective 4: Enhancing Norfolk's Quality of Life

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

#### Implementation of the policy

| Actions   | Outcome/Benefit  | Timescale   | Funding                                      |
|---|--|---|--|
| Undertake appropriate and proportionate whole life carbon assessments on proposed schemes including construction and use of the asset | These assessments will quantify carbon emissions from transport delivery projects. They will inform future scheme delivery<br>This will contribute to achieving the LTP and NCC Environmental Targets for reduced carbon | Following publication of LTP Guidance on Local Transport Plans<br>At the appropriate stage for schemes where this a requirement for funding or regulatory processes | NCC  |
| Deliver net zero carbon on our own estate   | NCC Environmental Targets for reduced carbon   | Net zero by 2030  | NCC  |
| Work with Transport East on the Decarbonisation analysis toolkit (being led by England's Economic Heartland)                          | Reduced carbon   | 2022/23   | Transport East, England's Economic Heartland |
| Work with Transport East on alternative fuels (being led by Midlands Connect)   | Reduced carbon   | 2022/23   | Transport East, Midlands Connect             |

| <b>Actions</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b>  | <b>Funding</b>  |
|---|---|---|---|
| Develop our assessment criteria for schemes on the project pipeline to consider their impact across the range of LTP4 objectives  | Developing our assessment criteria: See Policy 11 will shape the nature of projects, programmes and interventions the county council takes forward and ensure that they are the best ones to meet a range of objectives including decarbonisation             | Following publication of LTP Guidance on Local Transport Plans  | NCC   |
| Consider implications of LTP guidance and take appropriate and necessary action on carbon as required in the guidance.  | LTP Guidance is anticipated to set out requirements for quantified carbon reduction, amongst other things. This will be used to guide achieving our carbon reduction work, contributing to achieving the LTP and NCC Environmental Targets for reduced carbon | Following publication of LTP Guidance on Local Transport Plans  | NCC   |
| Consider implication of LTP guidance on future reviews of the LTP   | As above. It is anticipated that this action will also help to achieve the broader range of LTP4 outcomes   | Following publication of LTP Guidance on Local Transport Plans  | NCC   |
| Investigate working with Broads Authority and other partners on decarbonising waterways   | Reduced carbon  | 2024  | NCC, partners   |
| Deliver a range of actions to reduce carbon. These include delivery of the EV strategy, investment in active travel networks, rollout of digital connectivity to reduce travel, and working with partners to influence the location and nature of development. These actions are detailed elsewhere in the implementation plan. | These actions will support our objectives and targets for carbon reduction  | Various, see elsewhere in the tables for details of the actions | Various, see elsewhere in the tables for details of the actions |

### Policy 12 of the adopted LTP4 Strategy under Objective 4: Enhancing Norfolk's Quality of Life

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

#### Implementation of the policy

| Actions   | Outcome/Benefit   | Timescale  | Funding                                       |
|---|---|--|---|
| Deliver Transport for Norwich (TfN) Strategy including development of feasibility work on a range of measures to reduce traffic (examination of amongst other things Clean Air Zone, Workplace parking place levy, Road charging / congestion charge, Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre)) | Delivery will achieve the TfN Strategy objectives, which are closely aligned to those of LTP4 Strategy. They include: Reduced carbon; Better air quality; Improved health outcomes; Better connectivity | 2022/23 onwards  | NCC, DfT, LTP, districts, private investment, |
| Review King's Lynn transport strategy   | Reviews will embed LTP4 principles, objectives and outcomes<br>This will lead to: Better air quality; Improved health outcomes; Reduced carbon  | Following publication of LTP guidance (See first action under Policy 11) | NCC   |
| Review Great Yarmouth transport strategy  | As above  | As above   | As above                                      |
| Promote behaviour change work   | See Policy 4  | See Policy 4   | See Policy 4                                  |
| Work with bus operators and other transport providers to achieve a shift to clean fuels   | Better air quality<br>Improved health outcomes<br>Reduced carbon  | Ongoing  | NCC, transport operators, DfT                 |
| Explore the use of low-cost air quality monitoring equipment, survey equipment  | See Policy 1  | See Policy 1   | See Policy 1                                  |
| Develop and implement LCWIPs  | See Policy 2  | See Policy 2   | See Policy 2                                  |
| Deliver our EV Strategy   | See Policy 1  | See Policy 1   | See Policy 1                                  |

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b> | <b>Funding</b>              |
|--|--|------------------|-----------------------------|
| Support District councils in monitoring Air Quality Action Areas.<br>Develop action plans for transport interventions where transport is a cause of poor air quality. These action plans will consider more than simply traffic management changes: we will look to promote a range of measures to reduce travel and achieve a shift to sustainable travel. These will include consideration of restrictions, behaviour change campaigns and network changes<br>Seek funding to deliver and implement programmes of work | Galvanising work on air quality plans so they take a more holistic approach, starting with an emphasis on reducing travel, will ensure that we are better able to improve air quality, leading to improved health outcomes. Shifting travel, rather than simply moving to EVs will achieve quicker and more significant carbon reductions. | Ongoing          | NCC, district councils, LTP |

### **Policy 13 of the adopted LTP4 Strategy under Objective 4: Enhancing Norfolk's Quality of Life**

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

#### **Implementation of the policy**

| <b>Actions</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b>   | <b>Funding</b> |
|---|---|--|----------------|
| Undertake proportionate assessments of schemes to consider their impact across the range of LTP4 objectives<br>Develop our assessment criteria for schemes on the project pipeline to consider their impact across the range of LTP4 objectives | Proportionate assessments will document and identify impacts and mitigation across a range of outcomes. Developing our assessment criteria: See Policy 11 | Following publication of LTP Guidance on Local Transport Plans | NCC            |
| Apply a Healthy Streets approach in Norfolk. This approach has been adopted for Norwich in the Transport for Norwich Strategy.  | Better health outcomes<br>More liveable communities<br>Better connectivity  | Ongoing  | NCC            |

| Actions  | Outcome/Benefit  | Timescale | Funding              |
|--|--|-----------|----------------------|
| Identify opportunities for linear habitat creation along the active travel network as part of an integrated approach between active travel and Greenways to Greenspaces. | Environmental benefits including biodiversity and habitat creation | Ongoing   | NCC, partner funding |

## ***Objective 5: Increasing Accessibility***

### **LTP4 Strategy Summary**

The Local Transport Plan Strategy is clear that working in partnership is key to increasing accessibility. This includes working with providers of transport such as bus companies and train operators as well as with local communities, service providers and those who plan service provision. We will continue to make partnerships a core aspect of our work. Working in partnership means we get the expertise and specialism of others. Building relationships helps us to find out what the needs of residents, businesses and others are, and not what we think they are.

### **Approach to Implementation**

The county council has submitted the BSIP to government to deliver our four key objectives of:

- Rebuilding and increasing passenger confidence
- Having a green and sustainable transport offer
- Developing a public transport network that is the first-choice mode for most journeys
- Having a simple and affordable ticketing and fares offer.

We have committed to developing an Enhanced Partnership as part of the BSIP. Sitting underneath the Enhanced Partnership Plan there is an Enhanced Partnership Scheme, which is a detailed list of commitments for the county council and the bus operators. These commitments will be reviewed when we know what funding we will receive from the government. This is yet to be confirmed, but government has indicated it to be circa £50m.

Delivery of the Bus Service Improvement Plan and Enhanced Partnership forms a major plank for achieving our Accessibility objective. The BSIP has twelve key outcomes including increased patronage, improved satisfaction, more punctual and reliable services, greener buses and increased accessibility (ie an increase in the range of bus services offered in rural areas).

Alongside the BSIP, our approach involves a series of initiatives including working with the Sub-national Transport Body Transport East as a rural mobility centre of excellence. We will explore opportunities to introduce trials of innovative solutions within the county to improve rural mobility.

These initiatives will support increased accessibility by public transport – from buses through innovative trials, to mobility as a service offers – for people in rural areas. This will increase the ability for everyone to access essential services and facilities and provide an alternative to car travel. As well as improving people's life chances by opening up opportunities it will also therefore assist with other objectives including reducing carbon.

The work we plan on implementing our more detailed strategies (for example Transport for Norwich, the transport strategies in other urban areas and our Local Cycling and Walking Infrastructure Plans) will reallocate space for public transport or

active travel, giving priority to and creating connected, joined-up networks for those modes carrying the most number of people in low carbon ways.

This will achieve our objectives by creating the transport networks needed for low carbon, active and clean accessibility.

We will work within the county council and with other partners to plan accessibility as part of service delivery. This means that we will consider how people will be able to access facilities and key services during the planning stages. This will ensure that people can get to places including healthcare and education by sustainable transport means. This will improve service delivery as well as improving people's life chances (as places can be easily reached). It will also lead to reduced travel and reduced carbon.

Underlying all of this will be a commitment to making sure, as far as we can, that the transport network is suitable for all users including people with disabilities or restricted mobility.

### **Summary of our preferred approach to implementation of the policies in the adopted Local Transport Plan Strategy**

Our approach to implementation will be to:

- Improve accessibility across the county through a range of measures based on public transport and active travel. Doing this will improve people's access to services and facilities, especially in rural areas, by sustainable public transport based means. Increasing people's access to services will improve their outcomes
- Implement our Bus Service Improvement Plan, working in an enhanced partnership with bus operators. Doing this will achieve the outcomes listed in the BSIP. These include increased patronage, improved satisfaction, more punctual and reliable services, greener buses and increased accessibility (ie increase the range of services offered in rural areas)
- Develop and deliver Walking and Cycling Infrastructure Plans across the whole of the county. This will lead to an increase in active travel, improving people's health and leading to reduced carbon and improved air quality
- Engage with other local authorities, developers and others in the planning for new development to bring it forward in places that are within easy reach for people to get to. We will work with service providers in the planning and delivery stages to make sure services are accessible. This will improve service delivery as well as improving people's life chances (as places can be easily reached). It will also lead to reduced travel and reduced carbon
- Reprioritise space, especially within urban areas, and give priority to walking, cycling and public transport. This will achieve a mode shift to more sustainable travel and lead to outcomes including better air quality and reduced carbon
- Undertake proportionate assessments of proposals to make sure the transport system is suitable for all users including people with disabilities or restricted mobility. This will improve equality by providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people.

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## Table of Actions

### Policy 14 of the adopted LTP4 Strategy under Objective 5: Increasing Accessibility

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

#### Implementation of the policy

| Actions  | Outcome/Benefit  | Timescale                                    | Funding   |
|--|--|--|---|
| Deliver the Bus Service Improvement Plan (BSIP). The BSIP includes a range of interventions including more frequent and reliable services, integration of services with other forms of transport, improvements to fares and ticketing and improvements to the bus passenger experience including 100 zero emission buses from 2025, and more accessible and higher quality buses | The BSIP has twelve key outcomes including increased patronage, improved satisfaction, more punctual and reliable services, greener buses and increased accessibility (ie increase the range of services offered in rural areas) | Following government announcement on funding | Government, NCC, operators                        |
| Make an Enhanced Partnership Plan and Enhanced Partnership Scheme  | Better accessibility<br>Reduced carbon   | By 1 April 2022                              | Government, NCC, operators                        |
| Facilitate the commercial operation of the bus network through physical design including busways, bus priority and advising local planning authorities on appropriate estate design  | This will allow bus services to better serve communities and populations, leading to: Better accessibility; Better connectivity; Reduced carbon  | Ongoing                                      | NCC, district councils, developers, bus operators |
| Support roll out of improved digital connectivity in rural areas.  | Digital connectivity can support a reduction in travel as it enables people to work and shop at home.. Outcomes include Better accessibility; Reduced carbon   | Ongoing                                      | NCC, private investment                           |
| Represent the county council on the Board of Community Rail Norfolk  | Community rail partnerships bring individual improvements to the rail offer leading to increased patronage and   | Ongoing                                      | NCC, Greater Anglia, local                        |

| <b>Actions</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b> | <b>Funding</b>                                      |
|---|---|------------------|---|
|   | accessibility, targeting local needs. They also bring a sense of pride in place and involve local communities in action   |                  | communities, other partners                         |
| Work within the county council and with other partners to plan accessibility as part of service delivery  | Considering how people will be able to access facilities and key services during the planning stages will ensure that people can get to places including healthcare and education by sustainable transport means. This will improve service delivery as well as improving people's life chances (as places can be easily reached). It will also lead to reduced travel and reduced carbon | Ongoing          | NCC, private investment                             |
| Work with Transport East on Regional rural mobility centre of excellence<br>Work with Transport East on Regional rural mobility case for investment (led by the Western Gateway)          | Better accessibility<br>Reduced carbon  | 2022/23          | NCC, Transport East, Western Gateway                |
| Explore opportunities to secure funding to develop and trial innovative rural mobility solutions  | Trials will deliver solutions that improve connectivity and access to services at a local level. This will lead to outcomes including improving people's life-chances as they are able to participate in employment, education and training   | 2023             | NCC, funding bids, local communities                |
| Work with partners to bring forward improved interchange facilities including at rail and bus stations, significant origins or destinations (such as employment centres) or other centres | Improved facilities will improve the passenger experience and encourage people to switch modes to more sustainable ones.  | Ongoing          | NCC, transport operators, funding bids, development |

| <b>Actions</b>  | <b>Outcome/Benefit</b> | <b>Timescale</b> | <b>Funding</b> |
|---|------------------------|------------------|----------------|
| Investigate the delivery of 'Mobility as a Service' solutions. See Policy 3 | See Policy 3           | See Policy 3     | See Policy 3   |

### **Policy 15 of the adopted LTP4 Strategy under Objective 5: Increasing Accessibility**

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

#### **Implementation of the policy**

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b>  | <b>Funding</b>                  |
|--|--|---|---------------------------------|
| Prioritise space for certain types of user in urban areas, putting in dedicated, segregated lanes for public transport and / or cycling. We will do this when we implement transport strategies in urban areas and market towns (See Policy 12 and Policy 5) | Prioritising space will result in mode shift to more sustainable modes, leading to: Better air quality; Improved health outcomes; Reduced carbon   | Ongoing   | NCC, partners, bids, developers |
| Develop countywide Local Cycling and Walking Infrastructure Plans (LCWIPs)   | LCWIPs identify walking and cycling networks within local areas, based on the journeys people are most likely, or need, to make. Delivery of the networks – prioritising them over other general traffic – will lead to an increase in active travel and a reduction in car use, in turn resulting in reduced carbon, better air quality, improved health outcomes and better connectivity | King's Lynn, Norwich and Great Yarmouth Spring 2022, Countywide Winter 2022 | NCC, Active Travel Fund         |
| Consult on the draft Walking and Cycling Strategy  | See Policy 10  | See Policy 10   | See Policy 10                   |

| <b>Actions</b>   | <b>Outcome/Benefit</b>  | <b>Timescale</b>   | <b>Funding</b>                                    |
|--|---|--|---|
| Work with partners at an early stage of planning and development on accessibility to key regeneration, housing and employment sites  | See Policy 5  | See Policy 5   | See Policy 5                                      |
| Work with National Highways to improve local connections along and adjacent to trunk roads as set out in the NSIDP (more information in Chapter 3)                             | Reduced carbon<br>Improved health outcomes<br>Better connectivity | Ongoing  | NCC, National Highways                            |
| Promote the use of mobility solutions such as electric bikes<br>See also Policy 2 commitment to Beryl Bikes scheme   | Reduced carbon<br>Improved health outcomes<br>Better connectivity | Ongoing  | NCC   |
| Respond to the Norfolk Rural Economic Delivery Plan and support priorities, such as programmes to improve connectivity between coast and rural Norfolk, including market towns | Better connectivity   | Norfolk Rural Economic Strategy endorsed in December 2021 and Norfolk Rural Economic Delivery Plan due to be approved 2022 | NCC, awaiting Gov guidance on new funding streams |

#### **Policy 16 of the adopted LTP4 Strategy under Objective 5: Increasing Accessibility**

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

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

#### Implementation of the policy

| Action   | Outcome/Benefit              | Timescale    | Funding             |
|--|------------------------------|--------------|---------------------|
| Undertake proportionate assessments of proposals to make sure they are suitable for all users including people with disabilities or restricted mobility  | Better accessibility for all | Ongoing      | NCC                 |
| Continue to assess proposals for the use of digital technology to assess implications for people without access to technology  | Better accessibility for all | Ongoing      | NCC, other partners |
| Continue to support and review the Safe Sustainable Development in development management guidance, which gives due regard to equality as part of meeting the Equality Act 2010 and the Public Sector Equality Duty. | See Policy 7                 | See Policy 7 | See Policy 7        |

## **Objective 6: Improving Transport Safety**

### **LTP4 Strategy Summary**

The county council works in partnership to achieve casualty reductions on the transport network. The county council has adopted the Safe Systems Approach and works with others within the road safety partnership. Reducing the rate of casualties who are killed or seriously injured is the key priority.

Norfolk County Council is a proactive member of the Safety Camera Partnership, which is led by and accountable to Norfolk Constabulary. This partnership manages funds from court diversion courses which are reinvested into road safety initiatives across Norfolk. This includes payment for and the placement of speed cameras which are deployed where they have the best potential to reduce injury.

A range of other initiatives are delivered across various partnership groups to both reduce casualties and improve public health outcomes.

### **Approach to Implementation**

Our approach to implementation will be to continue to work in these partnerships to drive down casualty rates, deliver education and undertake enforcement.

We will continue to look at a range of joined-up complementary measures affecting how the road network is used, how it is perceived and to reduce rates of killed or seriously injured casualties. This will not only improve road safety but reduce the impacts of the highway network on communities and remove any barriers that would otherwise prevent or deter people from using the network to access opportunities. The Safe Systems approach will be integrated alongside our behaviour change campaigns and Healthy Streets approach.

Within the county council, we will look at how new technology and innovation affects transport safety and how it can improve it. This might involve trialling digitally connected vehicles that can 'speak' to each other to avoid collisions whilst improving network performance, eg by being able to travel closer together than vehicles can safely manage currently. Alternatively, there might be opportunities to trial improved data collection to inform drivers about road conditions.

These measures will contribute to our target of reducing the rates of killed or seriously injured casualties on the roads.

### **Summary of our preferred approach to implementation of the policies in the adopted Local Transport Plan Strategy**

Our approach to implementation will therefore be to focus on reducing the rate of killed and seriously injured casualties through:

- Following the Safe Systems approach and working as part of the Road Safety Partnership. This will reduce the rate of killed or seriously injured casualties on the roads, helping us achieve our target
- Delivering a range of initiatives including safety schemes, speed management, encouraging alternative modes of transport, and the safest vehicles possible, and achieving compliance through initiatives that influence road user behaviour, with enforcement action taken where required. This will help achieve our objective to

improve road safety. It will also improve people's quality of life by reducing the impacts of the highway network on communities. It will improve people's life chances by reducing or removing any barriers that would otherwise prevent or deter people from using the network to access opportunities

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## Table of Actions

### Policy 17 of the adopted LTP4 Strategy under Objective 6: Improving Transport Safety

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

#### Implementation of the policy

| Actions  | Outcome/Benefit  | Timescale | Funding                        |
|--|--|-----------|--------------------------------|
| Deliver road safety through the Safe Systems Approach by agreeing annual plans with interventions focusing on education and behaviour change with Road Safety Partnership.   | Reduced numbers of casualties<br>More liveable communities<br>This will help achieve LTP Transport Safety target to reduce the rate of killed and seriously injured casualties | Ongoing   | NCC, Safety Camera partnership |
| Work in partnership with the Road Safety Partnership and Safety Camera Partnership to deliver the adopted Safe Systems approach. This is based on four pillars: safe roads; safe vehicles; safe road users, and safe speeds. | Reduced numbers of casualties<br>This will help achieve LTP Transport Safety target  | Ongoing   | NCC, Safety Camera partnership |
| Refresh the county council's speed limit strategy  | Reduced numbers of casualties<br>More liveable communities by reducing speeds, increasing, inter alia, perception of safety, reducing noise, encouraging on-street activity    | 2022      | NCC                            |
| Monitor casualty numbers on the network with the priority being to reduce the number of people killed and seriously injured  | Reduced numbers of casualties  | Ongoing   | NCC funding                    |
| Continue to support the road safety partnership priorities supported by the Road Safety Communities Team   | Reduced numbers of casualties<br>More liveable communities   | Ongoing   | NCC                            |
| Deliver a range of projects including driver development, driver education and enforcement   | Reduced numbers of casualties  | Ongoing   | NCC                            |



| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b> | <b>Funding</b>      |
|--|--|------------------|---------------------|
| Investigate the implementation of trials of technology and innovation to improve transport safety  | Reduced numbers of casualties  | 2023             | NCC                 |
| Roll out via the Road Safety team training programmes in schools for pedestrians and cyclists including Step on it, Crucial Crew and Bikeability | Behaviour change<br>People will feel safer using sustainable transport | Ongoing          | Public Health Grant |

## ***Objective 7: A Well Managed and Maintained Transport Network***

### **LTP4 Strategy Summary**

LTP4 strategy is to focus limited regular funding streams towards ensuring that the most important parts of the network are kept in good repair. We expect to be able to make significant improvements by successfully securing other funds, for which we have a good track record.

On corridors in market towns and urban areas that are important for sustainable and active transport, the strategy sets out that we will focus maintenance for users where it will have the most beneficial impact. For example this might mean focussing maintenance on cyclists and pedestrians for active travel routes identified in LCWIPs.

Our strategy is to manage the network in urban areas to improve conditions for public transport through the implementation of measures such as bus priority lanes, giving priority to buses at traffic signals and restrictions of general traffic. The network in urban areas will also be managed to favour active travel modes. Outside of urban areas, traffic generally flows freely and so specific priority measures for buses are often not needed. However, it is important that journeys are reliable, and our strategy is that this is targeted. Importantly, we need to ensure the networks are resilient given impacts of climate change and adopt processes that allow the council to identify and tackle areas identified as having the highest risk, on the parts of the network where disruption is considered to be of most consequence.

### **Approach to Implementation**

Our approach to implementation is that we will target the regular, core funding towards keeping the most important parts of the network in good repair. There would be an increased rate of decline in condition unless we target the funding in this way, and our approach will be to maintain the existing asset rather than use this funding on new assets which we would find difficult to keep in good condition without prioritising the regular, core funding accordingly.

This makes it crucial that we maximise the amount of funding we are able to draw down from other sources, usually competitive bidding processes. We will look to exploit all funding opportunities to deliver the widest range of improvement and maintenance schemes, and other initiatives.

Doing this means that we are able to maintain the existing asset and keep it in good repair, especially where it is most used. This will help achieve our target for road maintenance, and the objective of a well maintained network. Maximising funding from other sources will also help us achieve this objective, and also the other LTP objectives.

By regularly reviewing the Transport Asset Management Plan and increasing our range of monitoring outcomes, we will be able to more effectively target funding to achieve our outcomes. Boosting our capability in areas of new technology and innovation means we can more effectively understand usage and condition of the network and other assets, and use this to inform decisions. Increasingly new

technology is providing the tools for more informed decision-making at much less resource cost than previously; innovative new materials can perform better and provide more cost-effective solutions.

In urban areas and market towns in particular, we will include outcomes of prioritisation work for active travel and public transport, and from other initiatives such as LCWIPs, in reviews of the Transport Asset Management Plan. This will mean that resources for management of the network will have an increased focus towards those prioritised routes. A wider focus on the range of indicators and data considered to inform the plan will also enable a better understanding about the use and performance of active travel and public transport networks enabling more targeted direction of resources to supporting these modes. This will, in turn, lead to better outcomes including reduced carbon and improved air quality.

Our approach to innovation and technology to support management and maintenance of the networks will take the same approach as set out for Objective 1: we will develop our capabilities so that we are able to better use technology and explore trials of low-cost sensors that will provide an increase in the data available about performance of the network.

More effective ways of better understanding use, condition and performance of the network by exploiting innovation will enable us to plan more effectively. This will help us to achieve the objective of achieving a well-managed and maintained network.

### **Summary of our preferred approach to implementation of the policies in the adopted Local Transport Plan Strategy**

Our approach to implementation will be to:

- Prioritise local transport grant funding towards maintenance of the most well-used parts of the network; to ensure A and urban / inter-urban routes are in good condition.
- Vigorously exploit all funding opportunities to deliver the widest range of schemes and other initiatives. We will seek to secure funding for innovative schemes such as trials of new technology. This will provide significantly more funding than through core grants and will enable the transport network to meet the needs of users
- Use better evidence gained through utilising technology to inform decisions This will help to achieve outcomes including to improve economic outcomes by ensuring these important routes fulfil their strategic role
- Develop our use of innovation drawing on key contracts with companies and businesses, develop our use of technology to monitor performance and develop our prototype system using vehicle movement data to provide an objective assessment of network performance. This will provide better data across an increased range of indicators to enable better understanding and the ability to target resources more effectively. This will help to achieve a broad range of outcomes and several of our targets
- Manage the networks in urban areas to provide dedicated and priority measures for active travel and public transport. This will lead to better conditions for active travel and public transport. In turn, this will lead to reduced carbon, improved air quality and better health outcomes

- Consider government's response to consultation on pavement parking with a view to taking appropriate action to implement and take on powers to enforce moving traffic offences. This will help improve conditions for pedestrians and encourage people to walk. Taking on enforcement of moving traffic offences will contribute to a reduction in casualties.

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## Table of Actions

### Policy 18 of the adopted LTP4 Strategy under Objective 7: A Well Managed and Maintained Transport Network

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

#### Implementation of the policy

| Actions   | Outcome/Benefit  | Timescale | Funding        |
|---|--|-----------|----------------|
| Vigorously exploit all funding opportunities to deliver the widest range of improvement and maintenance schemes, and other initiatives. Seek to secure funding for innovative schemes such as trials of new technology through exploiting opportunities | Securing funding from a range of sources provides significantly more funding than through core grants and enables the transport network to meet the needs of users   | Ongoing   | NCC staff time |
| Annually update the Transport Asset Management Plan   | Updates will enable us to understand network performance better and to be able to direct resources to achieving key outcomes and objectives. It will enable more effective use of resources to better manage the network | Annually  | NCC staff time |
| We will annually monitor the Asset Management Strategy and its performance framework  | This will enable us to target actions more effectively   | Annually  | NCC staff time |
| We will deliver the Norfolk Access Improvement Plan   | Better accessibility for users of Norfolk's public rights of way network   | Ongoing   | NCC            |

**Policy 19 of the adopted LTP4 Strategy under Objective 7: A Well Managed and Maintained Transport Network**

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

**Implementation of the policy**

| <b>Actions</b>  | <b>Outcome/Benefit</b>   | <b>Timescale</b>   | <b>Funding</b> |
|---|--|--|----------------|
| Include outcomes of prioritisation for active travel and public transport (See Policy 15), and from other initiatives such as LCWIPs (See Policy 15), in reviews of the Transport Asset Management Plan | Review will embed LTP4 principles, objectives and outcomes<br>This will lead to: Increased active travel; Better health outcomes; Better air quality; Reduced carbon | Annually, following adoption of relevant strategies or plans           | NCC            |
| Consider banning parking on pavements   | Improved conditions for pedestrians and those with mobility issues   | Following outcome of government Managing Pavement Parking consultation | NCC            |

**Policy 20 of the adopted LTP4 Strategy under Objective 7: A Well Managed and Maintained Transport Network**

In urban areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

**Implementation of the policy**

| <b>What to add for the Implementation Plan</b>  | <b>Outcome/Benefit</b>  | <b>Timescale</b>            | <b>Funding</b> |
|---|---|-----------------------------|----------------|
| Implement the Bus Service Improvement Plan (See policy 15) and priority measures in urban areas (policy 19) | Improved public transport<br>Better air quality<br>Reduced carbon | See Policy 15 and Policy 19 | NCC            |

| What to add for the Implementation Plan                        | Outcome/Benefit                   | Timescale | Funding |
|--|-----------------------------------|-----------|---------|
| Monitor journey times and reliability to inform implementation | Improved reliability for journeys | Ongoing   | NCC     |

### **Policy 21 of the adopted LTP4 Strategy under Objective 7: A Well Managed and Maintained Transport Network**

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

#### **Implementation of the policy**

| Actions  | Outcome/Benefit   | Timescale                                 | Funding   |
|--|---|---|-----------|
| Review the resilient network assessment (see Policy 1 action to identify vulnerability on the network)               | Review will embed LTP4 principles, objectives and outcomes<br>This will lead to: More resilient network;<br>Better targeting of resources; More reliable journeys | 2022 and then bi-annually or as necessary | NCC Staff |
| Maintain an up to date Norfolk Local Flood Risk Management Strategy to manage risk of flooding due to climate change | More resilient network<br>Better targeting of resources<br>More reliable journeys   | Ongoing                                   | NCC       |

### **Policy 22 of the adopted LTP4 Strategy under Objective 7: A Well Managed and Maintained Transport Network**

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

#### **Implementation of the policy**

| Actions  | Outcome/Benefit  | Timescale | Funding            |
|--|--|-----------|--------------------|
| Explore the use of connected vehicle and mobile phone data | Better understanding of network use<br>Better targeting of resources | Ongoing   | NCC, grant funding |

| <b>Actions</b>   | <b>Outcome/Benefit</b>   | <b>Timescale</b> | <b>Funding</b>     |
|--|--|------------------|--------------------|
| Trial artificial intelligence cameras to better capture walking and cycling data   | Better understanding of network use<br>Better targeting of resources             | Ongoing          | NCC, grant funding |
| Exploit key contracts with companies such as Microsoft to trial use of artificial intelligence technology to improve decision making | Better understanding of network use<br>Better targeting of resources             | Ongoing          | NCC, grant funding |
| Implement and evolve the prototype for network management data using vehicle movement data   | Objective assessment of our network performance<br>Better targeting of resources | Ongoing          | NCC, grant funding |
| Trial sensor technology to collect information about air quality, network use, and road and weather conditions (Also see Policy 3)   | Better outcomes informed by better data<br>Increased ability to monitor          | Ongoing          | NCC, grant funding |
| Work with Transport East on the future of freight strategy   | Better understanding of network use<br>Better targeting of resources             | 2022/23          | Transport East     |



## Chapter 3: Major and Significant Transport Schemes

### Summary

This section summarises current progress on the major and significant transport schemes currently being taken forward by the county council and other agencies, and those in the pipeline of projects that we intend to develop towards delivery. The projects included are those shown in the Norfolk Strategic Infrastructure Delivery Plan (NSIDP).

This is a shared plan that contains Norfolk's high-level strategic infrastructure priorities for the next ten years, pulling together information on key projects needed to support planned development and deliver economic growth in Norfolk. It is reviewed and updated annually as projects are progressed through to delivery and new schemes come forward. Annual updates of NSIDP will reflect progress with delivery of the projects in this Implementation Plan, and any projects subsequently arising.

The NSIDP is focused on strategic transport, utility, and sustainability projects; there are other infrastructure schemes and projects important across the county but not included in this strategic plan. The NSIDP is refreshed annually. For the next annual update, due at the end of 2022, we will be looking that the plan represents a broader range of projects to reflect more accurately the range being undertaken, showing how the council is working on a variety of decarbonisation projects, and other transport projects focused on active travel, public transport and decarbonisation.

Projects are placed in one of two groups: those grouped in local authority control and those to be delivered by external organisations. Schemes on trunk roads and railways are not in the control of the county council and will be brought forward and delivered by other agencies. They will therefore come forward outside of the local transport plan and be supported within other relevant plans and programmes. The county council will work in partnership with other relevant agencies and bodies to secure the necessary funding for scheme development and delivery of the schemes within its control. Details are in the NSIDP, but most projects require input from a range of partners and funding from various sources including the county council.

The remainder of this chapter provides a summary of current progress.

### **Projects included within current government funding: Large Local Major Schemes and schemes on the Major Road Network**

Government is supporting a programme of road schemes where delivery will start before April 2025. Norfolk has four schemes within the programme, which were supported by Transport East in July 2019 and subsequently accepted by government into the programme. They are at various stages of development, but all will require approval of funding by government and will also need to secure any necessary consents before delivery.

In January 2022, government wrote to all sub-national transport bodies and local authorities with projects in the programme advising that "the Spending Review has challenged Ministers to make choices and to focus on key departmental priorities. As

a result, it is likely that we will not have sufficient funding to continue to fund all the schemes currently in the programme to the current scale or timing.”

The letter asked sub-national transport bodies and local authorities to reconsider schemes to take account of whether they remained a priority, whether schemes still fitted objectives and whether they could be delivered in line with the cost and programme delivery criteria. At the time of writing the county council is considering the issues raised and liaising with Transport East, the sub-national transport body for the area, in order to respond. It is relevant to note that the letter did not ask for reconsideration of projects that had secured approval at outline business case stage, which applies to the Long Stratton Bypass.

### **Large Local Major Schemes**

#### *Norwich Western Link*

The Norwich Western Link would provide a higher standard dual carriageway route between the western end of A1270 Broadland Northway and the A47, linking with the proposed A47 dualling scheme. It will support planned growth set out in the adopted plan and significantly improve travel between major roads. Traffic congestion, rat-running and delays to journeys are all significant issues on minor roads to the west of Norwich. The high-level objectives for the project are to: Support sustainable economic growth; Improve the quality of life for local communities; Promote an improved environment; and Improve strategic connectivity with the national road network.

The project has been developed to enable active travel and uptake of public transport within the west of the greater Norwich area. Proposed measures, to be delivered as part of the scheme, encourage mode shift away from the private car by providing the means to travel sustainably by bike, on foot or by bus, as well as linking up the existing Public Rights of Way network. It will do this by the introduction of new and improved public right of way links whilst discussions are underway with bus operators regarding potential new bus services. This work is detailed in the project's Sustainable Transport Strategy. In parallel, the Transport for Norwich Strategy has been reviewed, and was adopted in 2021, which sets out ambitious and potentially far-reaching measures across Norwich, and its wider growth areas, for traffic reduction (potentially including vehicle restraint), active travel, public transport and public realm measures. Transforming Cities, focusing on public transport improvements is being delivered, a major investment to provide better connections through significant improvements to public transport and walking and cycling measures.

In December 2016, the county council agreed the Norwich Western Link scheme as one of three priority projects. In July 2019, the county council agreed a preferred route for the road and submitted the strategic outline business case to government. Government subsequently approved this, released funding for further development work, and the council submitted the outline business case in June 2021. A decision from government about progression to the next stage is awaited.

If this business case is approved, this would provide a funding commitment from government expected to cover 85% of the £198 million total project costs.

Throughout this year the county council will work to complete a consultation on the details of the project and submit the planning application.

### **Major Road Network Schemes**

#### ***A10 West Winch Housing Access Road***

Provision of a new housing access road scheme is planned for West Winch. This is required for the growth area which will see up to 4,000 new homes built. The West Winch Housing Access Road will also address existing traffic problems on the A10 by providing an alternative route around the village that conforms to Major Road Network standards.

The road is part of much wider integrated proposals for the area. The various partners, led by King's Lynn and West Norfolk Borough Council, are undertaking master planning across West Winch to ensure that sustainable transport connections, including active travel and public transport, are brought forward as the road and the development come forward.

The Borough Council and Norfolk County Council are working in partnership on this project with the county council leading on delivering the transport infrastructure and the borough council leading on the housing element.

A Strategic Outline Business Case was submitted to government in March 2021, showing a scheme cost of £58.1m. If we get a positive response it means that they support the West Winch Housing Access Road project in principle and will provide financial assistance to develop the Outline Business Case which we plan to submit later in 2022.

#### ***A140 Long Stratton Bypass***

Norfolk County Council is currently working in collaboration with South Norfolk District Council, Norfolk Homes Ltd and Norfolk Land Ltd to develop proposals to deliver a long-awaited bypass of Long Stratton on the eastern side of the town, which will cut congestion and support the local economy. This work is in the context of wider planning for the area including an area action plan, and neighbourhood plan. This wider work will ensure that other objectives, around town centre environment and active travel and public transport links are achieved.

The outline business case was approved by government in July 2021. This estimates the current overall cost of delivery at £37.44m. The project would be mainly externally funded with 70% from the Major Road Network Fund and 30% from local contributions made up primarily of developer contributions and Community Infrastructure Levy (CIL) contributions.

Revised planning applications from the developers have now been submitted to South Norfolk District Council.

The target date for work to start on construction is mid-2023, with the road open to traffic before the end of 2024 subject to planning approval, procurement and completion of other necessary statutory approval processes.

### *A17/A47 Pullover Junction, King's Lynn*

The A17/A47 Pullover Junction improvement is required to reduce congestion and delay in the King's Lynn area and to support the planned growth set out in the adopted Local Plan. The county council is currently working with National Highways on developing proposals. A pre-strategic outline business case has been completed and work is starting on a strategic outline business case. This work will identify a preferred option and – on completion – be submitted to government for approval. At present, dependent on identification of a suitable scheme and satisfactory progression to secure funding and necessary consents delivery could start before April 2025.

## **Schemes on national networks**

### **Trunk roads**

The NSIDP contains the following projects on trunk roads. These projects are additional to those included within the national Roads Investment Strategy for a start prior to 2025 (for Norfolk, these are Great Yarmouth Junctions, A47 Blofield to Burlingham dualling, A47/A11 Thickthorn Junction and A47 North Tuddenham to Easton dualling):

- A11 Thetford Bypass Junctions: Evidence has shown that even without the proposed growth at Thetford, the junctions on the A11 are forecast to operate over their theoretical capacity by 2026. National Highways is leading on work to consider potential options, working in partnership with the local authorities
- A47 Wisbech Bypass Junctions: Improvements to the Broadend Road junction and minor improvements to the existing Elm High Road / A47 roundabout will be brought forward with the Growth Deal Funding from the Cambridgeshire Peterborough Combined Authority
- A47 Tilney to East Winch Dualling and A47 Acle Straight Dualling: These two schemes are not included in current trunk road improvement programmes but have been identified by the A47 Alliance, which the county council chairs, as two of its priorities for a future programme.

### **Railways**

The NSIDP contains the following projects on the rail network:

- Norwich to London Rail (Norwich in 90): Subject to government funding approval a Strategic Outline Business Case will be completed on a package to deliver performance and journey time benefits. This includes timetable performance work for the line and also looking at the benefits of Bow Junction and Trowse, Norwich.
- Great Yarmouth Rail Station: Although not included in a funded programme, a significant improvement is required at Great Yarmouth rail station to improve the arrival experience at this key public transport gateway to the town
- Ely Area Enhancements: A large number of rail services pass through Ely. A package of improvements has been identified and an Outline Business Case is being prepared for submission to government
- East West Rail (Cambridge to Oxford): The complete East West Rail scheme comprises a strategic rail route that will link Ipswich and Norwich to Cambridge, Bedford, Milton Keynes, Bicester, and Oxford. Government has set up a Special Delivery Vehicle for the project and this is currently taking forward design and

development work on a new line from Cambridge to Bedford. Delivery of this could be completed in the mid-2020s.

### **Schemes within local authority control**

The transport projects within local authority control are listed below. The NSIDP includes details of the current stage of development and the required next steps. In most cases, funding will be required to enable these to progress; this funding coming from the local authorities themselves potentially supplemented by funding from other sources:

- **Broadland Growth Triangle Link Road:** A road linking the strategic employment areas of Broadland Business Park and Norwich Airport through the development sites within the northern suburbs of Norwich. It will significantly increase the accessibility of employment sites in the Broadland Growth Triangle area and support the development of approximately 55 hectares of employment land in this vicinity
- **Attleborough Link Road:** A link road between the B1077 near Bunns Bank to London Road to the south of the town. It is required for planned strategic growth (4,000 dwellings) in Attleborough. It will distribute new and existing traffic away from the town centre
- **A148 Fakenham Roundabout Enhancement:** Required to support the delivery of one of North Norfolk's largest Local Plan allocations of 950 dwellings
- **Broadland Business Park Rail Station:** A new station adjacent to Broadland Business Park, a strategic employment site located adjacent to the Norwich to Sheringham rail line just east of Norwich
- **Weavers Way:** New walking and cycling infrastructure in rural Norfolk. Weaver's Way links Cromer, Aylsham, Stalham. and Great Yarmouth. This project will focus principally on revitalising the disused railway line between Aylsham and Stalham
- **The Green Loop:** A 46-mile circular route for walking / cycling and disabled use. Encompassing the Marriott's Way, Bure Valley Path and Broadland Way. It will also connect to the Three Rivers Way Cycle route and to Weaver's Way.

### **Up-and-coming projects in local authority control**

The NSIDP contains a list of up-and-coming projects, to assist in the creation of a pipeline of schemes. These projects fit the NSIDP criteria but are at an early stage of development. The county council will work with other partners on bringing them forward. Details of the current stage of development and the required next steps are in the NSIDP. In most cases, funding will be required to enable these to progress; this funding coming from the local authorities themselves potentially supplemented by funding from other sources:

- **North Walsham Link Road:** A new road required to open up development identified in the review of the North Norfolk Local Plan, which was consulted on early 2022 and is due to be adopted in Winter 2022/early 2023. North Walsham link road unlocks growth on the land to the west of North Walsham to provide a mixed-use sustainable urban extension amounting to 108 hectares, which is allocated for approximately 1,800 dwellings, 7 hectares of employment land, green infrastructure and community facilities.
- **Thetford A134 to A11 connection:** Although this project was included in the 2021 NSIDP, further work is now focusing on working with National Highways in

respect of mitigating the impacts of growth in the town on the A11, and improvements within the town itself. The form and nature of these are not yet known, with work planned during 2022

- Longwater additional access: A potential new link from Queens Hills onto the A1074 Dereham Road in Norwich
- Transport Infrastructure to support Norwich East: New infrastructure across a range of modes to facilitate an exciting regeneration opportunity in east Norwich
- A149 King's Lynn Bypass: Work will look at how congestion and delay on the A149 could be overcome including by moving trips across the town and along the bypass to active travel or public transport modes, or reducing trips altogether, to achieve wider outcomes around decarbonisation
- A10 Setchey (south of West Winch): Investigation of issues on the A10 south of the proposed West Winch Housing Access Road
- A140 north of Long Stratton: Investigation of issues on the A140 north of the proposed Long Stratton Bypass
- Great Yarmouth Town Centre Improvements: A range of measures aimed at regeneration of the town
- Active Travel in Breckland: Active travel measures to link towns, employment sites and services.

#### **Up-and-coming projects not in local authority control**

- Trowse Rail Bridge: The single-track bridge on the approach to Norwich Station has been identified as a pinch-point restricting service frequencies and timetabling, and being a cause of unreliability to current services. Work on development of an improvement is being closely linked to the work ongoing to regenerate East Norwich.

## Chapter 4: Funding and Delivery Structures

### Introduction

This Chapter summarises funding, showing typical sources used to develop and deliver projects and programmes. It also sets out the risks to delivery of the future works programmes and actions identified in this Implementation Plan.

Much of our delivery relies on working in partnership, with most projects and programmes being developed and delivered with others, utilising a number of different sources of funding. We will look to continue to work in partnership and to draw in funds from a range of areas to support the work.

The Chapter also includes a section summarising the relationship of the local transport plan with other strategies, policy documents and guidance produced by the county council, and a summary of how we work in partnership from inception to delivery of projects. More detail on partnerships is shown in Appendix 1, and funding in Appendix 2.

### Funding Sources

Delivery of the LTP Implementation Plan will be funded from a number of sources.

Core funding for local transport plan delivery is provided via a government grant with allocations for integrated transport (improvement schemes) and maintenance.

Government makes other funding available, often through competitive bidding processes. The council has been very successful at securing money through competitive bidding and would expect to maintain this record in the future. Currently, development and delivery of the major projects (Great Yarmouth Third River Crossing, Long Stratton Bypass, and Norwich Western Link) is being largely funded from the large local major road and major road network funding streams supported by local contributions. We would expect similar funding for West Winch Housing Access Road and A47 / A17 Pullover Junction, King's Lynn.

The Transforming Cities programme in Norwich has also received government support together with a substantial local contribution from the council and other partners including bus companies. Several of the initiatives currently being developed within King's Lynn and Great Yarmouth are to be funded from the Towns Fund. This is a government fund investing in towns as part of government's levelling-up agenda.

The October 2021 Spending Review announced that funding would be available to support the Zero Emissions Bus Regional Areas scheme (ZEBRA). This funding was available for local transport authorities to apply for to introduce zero-emission buses and the infrastructure needed to support them. NCC was successful in a funding bid and was awarded £3.2m from the ZEBRA scheme to provide 15 battery electric buses, which will be in operation in Norwich by March 2024. This funding has been matched by £3.6m of local investment from First Bus.

Although the council has secured significant additional funding through bids, they are developed at-risk to the authority with no guarantee of success.

Funding is also secured from developers. This funding is generally via Community Infrastructure Levy or S106 contributions. These are planning tools that can be used to provide infrastructure to support development and mitigate its impact.

The county council also puts its own money in to support transport. The council provides bus subsidies for supported routes and has recently allocated additional money into maintenance. We also put our own resources, including staff time, to initiatives and projects. We will continue to commit resources to delivery including the identification and assessment of schemes, projects and programmes to take them forward to a point where they can secure funding for delivery.

Further detail is provided in Appendix 2.

### **Core Funding: Capital funding from the Local Transport Plan maintenance and integrated transport blocks**

Government provides a grant allocation for delivery of the local transport plan, broken down into allocations for Structural Maintenance and Integrated Transport. The six-year formula ended in 2020/21, at which time for Norfolk it was £23.043m and £4.141m respectively. A one-year settlement was allocated for 2021/22. Government announced funding amounts for the next three years, as shown below, in 2022.

**Table: DfT Local Transport Plan Funding Settlement 2022 to 2025**

| <b>Funding Source</b> | <b>Potholes</b> | <b>Highways Maintenance Block needs element</b> | <b>Highways Maintenance Block incentive element</b> | <b>Integrated Transport Block</b> | <b>Total</b>       |
|-----------------------|-----------------|---|---|-----------------------------------|--------------------|
| <b>Amount</b>         | £15,892,000     | £15,892,000                                     | £3,973,000  | £4,173,000                        | <b>£39,930,000</b> |

In previous years, Norfolk County Council has allocated some of the integrated transport block to maintenance to ensure that the asset remains in good condition. In 2021/22, £1.3m was allocated to integrated transport, with the remainder of the allocation put towards structural maintenance.

In 2021/22 some £84m of 'other funding,' including the county council's own money, funding from developers and funding secured through successful bids was allocated to integrated transport.

The capital programme summary shown in the table below sets out how the local transport plan allocation is proposed to be allocated to different scheme types. The programme will be agreed by the council in March 2022. The final version of the Implementation Plan, following consultation, will show details.

It should be noted that this programme shows secured funding only. Therefore, in future years, the 'other' funding, which includes funding received from successful bids or from developers, reduces or is zero. It is probable that the county council will be successful in securing additional funding and the figures for future years will be



closer to those for this year. However, the future funding environment is tight, and we do not yet know which opportunities might present themselves.

**Table: Capital Spending Summary 2022/23 to 2024/25**

| Year  | 2022/23       |               | 2023/24       |               | 2024/25       |               |
|---|---------------|---------------|---------------|---------------|---------------|---------------|
| Scheme Type                                   | LTP           | Other         | LTP           | Other         | LTP           | Other         |
| Major schemes                                 | 0             | 41,882        | 0             | 40,108        | 0             | 96,993        |
| Bus infrastructure                            | 20            | 5,273         | 20            | 3,118         | 20            | 0             |
| Bus priority schemes                          | 0             | 897           | 0             | 5,367         | 0             | 0             |
| Public Transport Interchanges                 | 145           | 2,962         | 145           | 0             | 145           | 0             |
| Cycling schemes (County)                      | 50            | 865           | 283           | 633           | 70            | 0             |
| Walking schemes                               | 640           | 240           | 365           | 300           | 365           | 300           |
| Road crossings                                | 0             | 75            | 0             | 0             | 0             | 0             |
| Local road schemes                            | 681           | 5,967         | 522           | 2,706         | 735           | 0             |
| Traffic Management & Traffic Calming          | 115           | 5             | 0             | 0             | 0             | 0             |
| Local Safety Schemes                          | 326           | 0             | 317           | 0             | 317           | 0             |
| Other Schemes, Future Fees & Carry Over Costs | 0             | 840           | 0             | 840           | 0             | 0             |
| <b>Integrated transport</b>                   | <b>1,977</b>  | <b>59,007</b> | <b>1,652</b>  | <b>53,072</b> | <b>1,652</b>  | <b>97,293</b> |
| Structural/Routine/Bridge Maintenance         | 42,596        |               | 41,326        |               | 41,326        |               |
| <b>Totals:</b>                                | <b>44,573</b> | <b>59,007</b> | <b>42,978</b> | <b>53,072</b> | <b>42,978</b> | <b>97,293</b> |

Notes

Figures in £000s

- LTP is the DfT grant allocation
- Other funding includes Section 106, Section 278, CIL, county council funding and major scheme / major road network scheme funding

For the purposes of the Implementation Plan, it has been assumed that funding levels remain at similar levels to 2021/22. In real terms, this means a reduction in spending power since inflation in the construction sector is currently around 15% per annum.

### Delivery Risks

We have assessed risks to delivery of the Implementation Plan. The major risks considered are set out in summary below. We will compile and maintain a more detailed risk assessment for delivery of the plan following its adoption. In addition, the county council has established governance arrangements around individual schemes and projects, and comprehensive risk registers will be compiled and maintained for the individual schemes, projects and programmes as we deliver them.

### Risk Description: Inadequate Staff Resources

#### Causes

- Lack of skilled and experienced staff across the industry
- Staff moving to external organisations or to other locations
- Inability to recruit, retain and employ staff due to funding pressures within the local authority

#### Consequences

- Outcomes not delivered or delayed
- Reputational issues for the authority
- Opportunities not being able to be followed up (eg no suitable staff resources to develop funding bids)

### **Risk Description: Cost pressures**

#### Causes

- Construction inflation currently running at 15% across the industry
- Funding pressures within the local authority for scheme development and delivery

#### Consequences

- Outcomes not delivered or delayed
- Asset condition continues to deteriorate
- Reputational issues for the authority
- Opportunities not being able to be followed up (eg no resources to develop funding bids; or local authority unable to risk putting resources into a bid with no guarantee of success)

### **Risk Description: Lack of certainty around long-term funding**

#### Causes

- Government is yet to announce longer-term settlement for LTP capital grant and is currently reviewing funding streams including for major schemes
- Local authority budgets remain under pressure

#### Consequences

- Outcomes not delivered or delayed
- Reputational issues for the authority
- Inability to plan with any certainty over the medium to long-term, affecting the ability to develop – in particular – larger projects or programmes to delivery (as such projects require large up-front investment from the local authority and there is no certainty they will ultimately receive funding for delivery)

### **Risk Description: Changes in priorities**

#### Causes

- Political change can result in changes to priorities
- Levelling Up White Paper might lead to change in political structures within the county
- Partners' priorities can change, or others' agendas can be different from ours
- Local Transport Plan guidance expected from government

#### Consequences

- Outcomes not agreed
- Reputational issues for the authority or other partners
- Resources utilised on abortive projects

## **Risk Description: Recovery from covid**

### **Causes**

- Pandemic has radically affected people's lives and habits
- Timing of return (if at all) to pre-covid habits remains uncertain

### **Consequences**

- Planning for the long-term is uncertain
- Funding opportunities might remain restricted with uncertain economic outlook, therefore outcomes not delivered or delayed.

## **Relationships with other strategies / policies and duties**

The Norfolk Local Transport Plan describes the council's strategy and policy framework for transport and is used as a guide for investment priorities as well as being considered by other agencies when determining their planning or delivery decisions. There is a suite of transport policy and guidance documents that sit below it. These documents provide more detail about specific geographical areas (eg urban areas, market towns), different transport modes (Bus Service Improvement Plan) or how the council deals with specific issues (Safe Sustainable Development). In this Implementation Plan we have indicated that we propose to review a number of these so that they are brought up to date with LTP4 following adoption of the Implementation Plan.

A summary of the main documents can be seen in Appendix 1. These include the Electric Vehicle Strategy, Bus Service Improvement Plan and Safe Sustainable Development, which have been referenced in other chapters of this document.

## **Partnerships**

Delivery is complex, with most projects and programmes being delivered in partnership with others, utilising several different sources of funding. Partnerships are key in strengthening delivery and reach of projects, as well as providing a more robust case for many funding bids. Norfolk County Council works in partnership with other local authorities and outside organisations to help deliver transport improvements within Norfolk or for the benefit of Norfolk residents. We will consider whether, in our partnerships, we can work with local and national companies to provide employment opportunities, or to develop people's skills, in the sector.

Looking ahead, delivery structures will need to continue to evolve to take account of the changing roles and decision-making responsibilities of local authorities and to reflect funding arrangements and availability. Norfolk County Council will continue to work hard to foster new and existing partnerships.

Norfolk County Council is an active member of numerous partnerships to support the delivery of key transport improvements. A more comprehensive list of key partnerships can be seen in Appendix 2.

## Chapter 5: Targets

### Introduction

We have adopted the targets shown in the table below for the Implementation Plan.

These targets are ambitious but achievable. As set out in Chapter 4, for the purposes of the Implementation Plan it has been assumed that funding levels remain at similar levels to 2021/22. Other uncertainties include that we are: emerging from restrictions put in place due to the pandemic, which have affected travel and the outlook still remains uncertain; awaiting the outcome of our Bus Service Improvement Plan submission to government and expect to be advised of funding later in spring 2022; and some funding streams are yet to be fully announced (eg levelling-up).

We will monitor progress for all targets against the trajectories shown for each year. If we are behind on the trajectory, we will need to develop and refine the measures being brought forward to stay on track to achieve the target. It should be noted that the annual trajectories are a means of monitoring progress only against the targets shown in table below.) We intend to report progress on delivery more widely on an annual basis. Part of this will be to show progress in whether we are on course to achieving the targets.

### Targets for LTP4

This section provides a short description of LTP4 targets shown in the table following.

#### 1. Objective 1: Embracing the Future

##### **Target: Public satisfaction with transport and highway services**

This target measures overall satisfaction with transport and highway services. Data is obtained from The National Highways and Transport (NHT) network survey which is carried out each summer. For the 2020 survey, 3,300 Norfolk residents, chosen at random, were asked to rate a range of highway and transportation services.

Our target is to maintain current satisfaction levels. In 2021 these were 56%. Holding satisfaction at current levels is considered to be ambitious given the current resource pressures and bearing in mind that there are uncertainties around future funding levels. Norfolk has ranked top for two years in the ratings for this measure across the authorities participating.

#### 2. Objective 2: Delivering a Sustainable Norfolk

##### **Target: Percentage of new residential development with travel plans**

The strategy is to work with partners on development proposals to ensure – as far as is practicable – that development is sited in places within easy reach of services and facilities, and that these local links can be made by active travel and public transport. We are examining a suitable target for this and are considering two potential targets:

- Percentage of new residential development with travel plans
- Mode share at residential developments with travel plans.

### **3. Objective 3: Enhancing Connectivity**

#### **Target: Journey reliability on the Primary and Main Distributor Network**

Congestion levels have been derived from several million vehicle telematic records for each month between 7am and 7pm daily. Separate figures have been calculated for the local road network with the highest strategic function (primary and main distributor roads (typically, A roads excluding the A47 and A11)) and local access roads (linking larger villages, bus routes and HGV generators to the primary and main distributor network).

Over the past year we have been developing reliable statistics and have worked up provisional results subject to further validation once additional monthly datasets have been analysed.

Our target therefore is to improve journey reliability against the current levels. We will give further review to the target once the dataset is fully established.

### **4. Objective 4: Enhancing Norfolk's Quality of Life**

#### **Target: To achieve net zero carbon emissions from transport by 2050**

Our target is to reduce carbon emissions from transport to net zero by 2050 in Norfolk in line with the projections of domestic transport emissions in government's decarbonising transport plan. This is a credible, deliverable pathway to net zero emissions by 2050, with large reductions achieved by 2040. Achieving these reductions in the county will be challenging as many current journeys are lengthy and therefore not easily made by active travel, and not easily served by the largely commercial public transport market. This is due to the historical spatial distribution of settlements and other services. We have included actions to try to ensure that new development is sited within easy reach of services so that we achieve a reduction in travel, and mode shift to active travel and public transport, alongside a more general shift to electric vehicles. Together, the actions we set out, and the national actions shown in the decarbonisation plan, including half of all journeys in towns and cities to be cycled or walked by 2030 and the end of sale of new petrol and diesel cars also by 2030, will reduce carbon. We consider this a challenging, realistic and practicable target. The target is not a limit to our ambition. We will seek to exceed it and bring forward carbon reductions more quickly if this proves possible given constraints such as levels of funding and other resource.

This target is using data on road transport ('tailpipe emissions') published by the Department for Business, Energy and Industrial Strategy. The trajectory shown to 2037 is in line with that shown in the net zero strategy upper end of range. The trajectories for the national reductions are underpinned by modelling undertaken for government and give a sound basis for our target, especially given that the roll-out of measures in Norfolk will be in line with that of the rest of the nation, as set out in government publications.

This target will support the county council's adopted environmental policy. This has the following target: "Striving to meet this collective global challenge [of protecting and improving our global environment], we will work with our neighbours within the region, specifically Suffolk County Council and the Broads Authority, to collectively achieve 'net zero' carbon emissions on our estates by 2030, but within our wider areas, work towards 'carbon neutrality' also by 2030."

## **5. Objective 5: Increasing Accessibility**

### **Target: Grow annual bus patronage in Norfolk**

The Bus Service Improvement Plan includes the target to grow annual bus patronage in Norfolk, returning to 2019/20 patronage levels by March 2023, then growing bus patronage in the County by 1% per annum between 2023 and 2027. The baseline for this outcome is 28.911 million journeys, leading to a future total of more than 30m journeys per year. The trajectory is subject to funding for the BSIP.

This indicator, alongside implementation of our Bus Service Improvement Plan, will help to support government's Levelling up Mission 3: By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.

## **6. Objective 5: Increasing Accessibility**

### **Target: Increase rural accessibility**

The Bus Service Improvement Plan also includes a target to improve Norfolk's index of rural accessibility to 85% by 2027. The baseline for this outcome is 74.4%. The index measures a target level of service for each parish based on its population size (for example, a parish with 1,000-2,000 people should be able to expect a journey to health services, and a shopping service five days a week, a commuter journey at peak times and a Saturday service).

This indicator, alongside implementation of our Bus Service Improvement Plan, will also help to support government's Levelling up Mission 3: By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing. The trajectory is subject to funding for the BSIP.

## **7. Objective 6: Improving Transport Safety**

### **Target: Number of people killed or seriously injured in road traffic collisions:**

The county council is part of the Road Safety Partnership. The partnership has not set a target for levels of reduction of casualties. As set out above, our priority, and therefore the target we propose to adopt, is to reduce the rate of killed and seriously injured casualties.

## **8. Objective 7: A Well Managed and Maintained Transport Network**

### **Target: Percentage of principal roads where maintenance should be considered**

Carriageways (roads) are by far the largest of the council's assets and account for an estimated 85% of the total highway asset value (ignoring land value). In the Implementation Plan we set out that our priority will be to prioritise the A road network. With current funding levels, we have seen a slight decline in condition. In the target, we have assumed that future funding levels will be similar to current levels. Given high trade inflation, our buying power will decrease over time. This is reflected in our target (which will need to be reviewed when future funding levels are announced).

**Table: Summary of targets for LTP4**

| Target |  |  | Baseline                              | Trajectory over next five years |         |         |         |         |         |
|--------|--|--|---------------------------------------|---------------------------------|---------|---------|---------|---------|---------|
|        |  |  |                                       | 2022                            | 2023    | 2024    | 2025    | 2026    | 2027    |
| 1      | Public satisfaction with transport and highway services:                                     | Maintain current satisfaction levels                             | 2021: 56%                             | 56%                             | 56%     | 56%     | 56%     | 56%     | 56%     |
| 2      | Developments with good access to sustainable travel with an active Travel Plan in place      | 94% by 2027  | 2022: 90%                             | 90%                             | 90%     | 92%     | 92%     | 94%     | 94%     |
| 3      | Journey reliability on the Primary and Main Distributor Network (100% = consistent journeys) | To improve on current levels                                     | 2021: 58.6%                           | 58.6%                           | 58.6%   | 58.6%   | 58.6%   | 58.6%   | 58.6%   |
| 4      | Carbon emissions from transport  | To achieve net zero carbon emissions from road transport by 2050 | 2019: 1,717.7 (00 ktCO <sub>2</sub> ) | 1657.32                         | 1636.25 | 1616.58 | 1591.30 | 1522.48 | 1453.66 |
| 5      | Grow annual bus patronage in Norfolk (Actual passenger numbers to be                         | 1% per annum between 2023 and 2027                               | 2022: 18.7m                           | 18.7m                           | 28.9m   | 29.2m   | 29.4m   | 29.7m   | 30m     |

|   |   |                               |              |       |       |       |       |       |       |
|---|---|-------------------------------|--------------|-------|-------|-------|-------|-------|-------|
|   | included in consultation draft)   |                               |              |       |       |       |       |       |       |
| 6 | Increase rural accessibility (Using Norfolk's index of rural accessibility) | 85% by 2027                   | 2022: 74.4%  | 74.4% | 77%   | 79%   | 81%   | 83%   | 85%   |
| 7 | Number of people killed or seriously injured in road traffic collisions     | To reduce from current levels | Index of 100 | 100   | 100   | 100   | 100   | 100   | 100   |
| 8 | % of principal roads where maintenance should be considered                 | Below 5.2% by 2027/28         | 2022: 4.30%  | 4.30% | 4.48% | 4.65% | 4.82% | 5.00% | 5.17% |

**Note: The pathway to 2037 for the carbon reduction target is shown below**

| 2028    | 2029    | 2030    | 2031    | 2032   | 2033   | 2034   | 2035   | 2036   | 2037   |
|---------|---------|---------|---------|--------|--------|--------|--------|--------|--------|
| 1345.52 | 1242.99 | 1125.01 | 1016.86 | 903.10 | 751.41 | 669.95 | 591.30 | 530.90 | 477.53 |



## Appendices

### 1. Relationships with other Norfolk County Council strategies and policies

#### **Relationships with other Norfolk County Council strategies and policies**

The Local Transport Plan and Implementation Plan cover Norfolk County Council's overarching transport strategy, policies and projects in Norfolk. Several other documents are produced by Norfolk County Council which sit below the LTP and go into more specific detail based on area or transport mode for example. The main documents are provided below.

#### ***Norfolk Environmental Policy***

This policy sits above the LTP and reflects the areas that the Council sees as key to protecting and maintaining the health of Norfolk's distinctive environment and its occupants. The Policy itself signposts to overarching activity that spans a range of environmental interactions that the Council is involved with, including those where it already has its own statutory environmental responsibilities.

The Norfolk Environmental Policy can be found [here](#).

#### ***Norfolk Electric Vehicle Strategy***

The Strategy includes several recommendations to help increase electric vehicles (EV) uptake in Norfolk. EVs currently make up 0.6% of the total vehicles on the road in Norfolk in 2020. This is projected to increase in Norfolk to 5% (26,000 vehicles) in 2025, before rapidly increasing to 27% (168,000) in 2030.

The Electric Vehicle Strategy can be found [here](#).

#### ***Norfolk Bus Service Improvement Plan***

This is a five-year plan which proposes an ambitious and highly deliverable programme of measures and schemes to deliver outcomes, identifying funding streams for each element of the programme and outlines the governance and processes that will be put in place to deliver these measures and schemes once the funding is available, based upon a county-wide Enhanced Partnership Plan and scheme.

The Bus Service Improvement Plan can be found [here](#).

#### ***Local Cycling and Walking Infrastructure Plans***

Current plans are being developed in Greater Norwich, King's Lynn, Great Yarmouth and Dereham. The Cycling and Walking Infrastructure Plans provide information about proposed cycling and walking networks and share a list of prioritised improvements which can be delivered over the short, medium and long term.

Local Cycling and Walking Infrastructure Plans can be found [here](#).

### ***Norfolk Rural Economic Strategy***

The 2021-24 strategy was consulted on with a wide range of partners, and endorsed by Norfolk County Council's Cabinet in December 2021. The Strategy's priority themes are: New rural economy and market towns; World class environment and the green economy; Community resilience; Skills and rural innovation; Digitalisation and technology adoption; and Modern infrastructure. A Delivery Plan is being prepared and will consider new funding streams when they become available.

Norfolk Rural Economic Strategy can be found [here](#).

### ***Parking Guidelines for new developments in Norfolk***

This document is currently under review. Norfolk County Council produces parking guidelines for new developments in Norfolk. Districts and Borough Councils now have an obligation to adopt their own standards for inclusion within their Local Plans.

Parking Guidelines for new developments in Norfolk can be found [here](#).

### ***Safe, Sustainable Development***

This document is currently under review. Safe, Sustainable Development contains aims and guidance notes intended to act as best practice and provide general guidance for use by local authorities, developers, designers, councillors, and the community on what is likely to be acceptable to the Local Highway Authority. The intention is to ensure good design is achieved, thereby improving the safety and quality of the places in which we live.

Safe, Sustainable Development can be found [here](#).

### ***Transport Asset Management Plan***

Highway authorities exercise their duties to maintain, operate and improve their highway assets (physical things such as roads and bridges). Norfolk County Council's Transport Asset Management Plan (TAMP) identifies the optimal allocation of resources for the management, operation, preservation and enhancement of the highway infrastructure to meet the needs of current and future users.

The TAMP contains the Highway Asset Management Strategy and its Performance Framework. This will be reviewed on sight of the proposed grants for Norfolk over the next 3-year period.

The Transport Asset Management Plan can be found [here](#).

### ***Norfolk Rail Prospectus***

The document is currently under review. The Norfolk Rail Prospectus covers Norfolk County Councils ambition for the future of the rail network in and to Norfolk.

The Rail Prospectus can be found [here](#).

### ***Norfolk Access Improvement Plan (NAIP)***

The NAIP sets out priorities for increasing public use and enjoyment of Norfolk's public rights of way network. Norfolk's countryside access network provides a free resource, providing recreation and health benefits and access to local services.

The Norfolk Access Improvement Plan can be found [here](#).

### ***Transport for Norwich***

The document is currently under review. The transport strategy has been designed to help deliver the growth that will happen within the Norwich area and address problems, such as congestion. The strategy should ensure that Norwich develops as a sustainable urban community, with a transport system that meets its needs. The strategy promotes travel choice, recognising the need to maintain the economic health of the Norwich area.

Transport for Norwich can be found [here](#).

### ***King's Lynn Transport Strategy***

Transport study work was carried out for King's Lynn including extensive data collection, traffic model building, option testing and appraisal. The Implementation Plan measures will address issues on the transport network such as congestion and accessibility and should also help to make King's Lynn more attractive to economic investment and assist existing and new businesses within the town. They also take account of the planned growth set out in the local plan to ensure the town can grow sustainably.

The King's Lynn Transport Strategy can be found [here](#).

### ***Great Yarmouth Transport Strategy***

Transport study work was carried out for Great Yarmouth including extensive data collection, traffic model building, option testing and appraisal. The implementation of the transport strategy will take account of environmental policies and any implications of the current Coronavirus crisis.

The Great Yarmouth Transport Strategy can be found [here](#).

### ***Market Town Network Improvement Strategies***

Market Town Network Improvement Strategies identified potential measures to help address existing transport network constraints and transport improvements to facilitate growth identified in Local Plans. Strategies were produced for Aylsham, Dereham, Diss, Downham Market, Fakenham, North Walsham, Swaffham, Thetford, Wroxham and Hoveton and Wymondham.

The Market Town Network Improvement Strategies can be found [here](#).

## 2. Funding

### Introduction

Norfolk County Council seeks and secures funding from wide variety of sources including:

- Capital funding from the Local Transport Plan maintenance and integrated transport blocks, a government funding stream
- Large local majors, a government funding stream
- Major road network, a government funding stream
- Developer funding: Community Infrastructure Levy and S106 contributions
- Government grants and bids including: Active Travel Fund; Growth Deal and its successor; Transforming Cities; Levelling Up Fund
- EU funding and its successor
- Delivery partners, such as Sustrans, Homes England
- Roads Investment Strategy (trunk roads)
- Rail Network Enhancement Pipeline
- City Deal (Greater Norwich)
- County council's own funding and similar local initiatives: Revenue Support Grant and initiatives such as Business Rates Pool; Enterprise Zone Fund
- Private investment.

This section provides a summary of sources of funding, where they are significant and currently known.

### Revenue Funding

Norfolk County Council uses its own money for transport improvements and maintenance, with income coming from council tax, schools funding, government grants, business rates, grants from joint projects and other income.

The county council has recently put in £1m over four years from 2021/22 to the Road Safety Community Fund and £10m over four years, £2.5m per annum from 2021/22, to the Highways Maintenance Pothole Fund. More detail on these is included below.

Current annual spending on passenger transport across all services is £3.5m for public transport, £0.5m for community transport, £0.2m for the rural mobility fund, £44m for school transport, £6m for adult transport, £0.2m for information and publicity, £0.2m for bus stations, and £0.2m on the capital programme.

The county council also allocates its own money to project and scheme development, to fund the necessary technical work and staff time needed to bring projects forward to a point where they can secure external funding.

### Major Road Network Programme

In December 2017, government consulted on proposals for the creation of a Major Road Network, which would form a middle tier of the country's busiest and most economically important local authority 'A' roads, sitting between the national Strategic Road Network and the rest of the local road network. In December 2018, government published the guidance *Major Road Network and Large Local Majors Programmes: programme investment planning*. In that year's budget, government

announced the National Roads Fund would be £28.8 billion between 2020-2025, £3.5 billion of which is expected to be spent on local roads.

The objectives for the Major Road Network programme are:

- Reducing congestion
- Support economic growth and rebalancing
- Support housing delivery
- Supporting all road users
- Supporting the Strategic Road Network

Government invited Sub-national Transport Bodies to complete a Regional Evidence Base, which would identify priority schemes. Transport East submitted their REB in July 2019, which contained the following schemes in Norfolk. The REB was accepted by government and work has progressed to develop these schemes. This is outlined below. More information is shown in Chapter 3: Major and Significant Transport Schemes:

- West Winch Housing Access Road
- A47/A17 Pullover Junction, King's Lynn
- A140 Long Stratton Bypass.

### **Large Local Major (Road) Scheme Programme**

In addition to the REB and advice on potential MRN schemes, government invited STBs to also provide advice on the Large Local Majors (LLM) pipeline. The eligibility rules for these schemes were that the lower threshold for consideration was £50m, and – as the programme is funded through the National Roads Fund – only road schemes were eligible.

In Norfolk, the Norwich Western Link has been included in this programme. More information is shown in Chapter 3.

### **Other Major Schemes**

In the *Major Road Network and Large Local Majors Programmes* guidance, government stated that Large Public Transport schemes will be expected to be funded from other programmes such as the Transforming Cities Fund and through Devolution Deals.

Norfolk has successfully drawn down Transforming Cities funding for a package of sustainable transport measures within the Norwich area. In addition, the county council was also successful under the previous major o scheme programme of securing funding for the Great Yarmouth Third River Crossing, which is currently under construction. Again, more information on these projects is shown in Chapter 3 and below.

### **Transforming Cities Fund**

Transforming Cities is a £2.5bn transport fund to support connectivity in some of England's largest cities, launched at the Autumn Budget 2017 and expanded in the 2018 Budget with funding running from 2018-19 to 2022-23.

In 2019/20 Norfolk County Council successfully secured £6.1m in Tranche 1 for six schemes. These schemes are now complete. In September 2020, the DfT awarded

Norwich £32m capital funding from Tranche 2 to overhaul local transport links in Norwich, including a new bus interchange at Norfolk and Norwich University Hospital, improvements to cycle and pedestrian crossing facilities, and a junction redesign at Heartsease. The government funding has been matched by third party and local authority contributions of £18.8m and £7.9m respectively to make a total of £59.9m. This programme aims to complete delivery during the current 2022/23 financial year.

### **Active Travel**

In May 2020 the government announced final funding allocations of the active travel fund to support local transport authorities develop cycling and walking facilities. Tranche 1 enabled the installation of temporary projects related to the COVID-19 pandemic. In June 2020, DfT confirmed Norfolk's phase 1 allocation as £295,500. Tranche 2 is for longer-term projects with Norfolk allocated approximately £1.5m in total (£300,000 of this was revenue).

An announcement about Tranche 3 is expected in spring 2022.

### **Shared Prosperity Fund**

Shared Prosperity Fund is a new fund for levelling up the economy. The three-year fund, due to be launched in spring 2022, is worth £2.6bn. We anticipate applications to be due by June/July and projects to start in January 2023. To ensure that Norfolk punches above its weight and makes a genuine impact on 'building back better' after the pandemic, and to maximise our chances of drawing down other new funds, we have commissioned a Norfolk Investment Framework, a countywide set of investment priorities based on a new, robust, evidence base.

### **Levelling Up Fund and Community Renewal Fund**

In 2021, government announced three investment programmes aiming to level up communities: Community Renewal Fund; Levelling Up Fund; and Community Ownership Fund. The £4.8 billion Levelling Up Fund was to invest in infrastructure that improves everyday life across the UK, including regenerating town centres and high streets, upgrading local transport, and investing in cultural and heritage assets.

The *Levelling-Up Fund Technical Note March 2021* provided the opportunity for county councils to submit one transport bid. The first round of the Fund focused on smaller transport projects that make a genuine difference to local areas; town centre and high street regeneration; and support for maintaining and expanding the UK's world-leading portfolio of cultural and heritage assets. All funding was expected to be spent by 31 March 2024 with priority given to bids able to demonstrate investment or begin delivery on the ground in the 2021/22.

As the county council did not have projects that were suitably developed for such early delivery, it did not submit a bid for round 1 and instead started to scope what might be brought forward in future rounds. Although further detail on how future rounds was expected in 2021 to date this has not been forthcoming. The council will consider bidding following further announcements on the funds.

The previously announced **Local Pinch Points Fund** (£150 million for 2021/22 and 2022/23) was rolled into the Levelling Up Funding stream.

## **Roads Investment Fund**

In 2014, government reformed the way that England's strategic (trunk) roads were funded. Five-year funding settlements were set out in Roads Investment Strategies. The first Roads Investment Strategy, RIS1, covered the period from 2015 to 2020 and included the following trunk road improvements in Norfolk:

- A47 North Tuddenham to Easton dualling
- A47 Blofield to North Burlingham dualling
- A47 Acle Straight (addressing safety concerns; measures implemented)
- A47 junction enhancements Great Yarmouth (schemes now confirmed as Harfreys Junction and Vauxhall Junction; measures at Acle New Road / rail station junction delivered)
- A47/A11 Thickthorn Junction.

RIS2 was announced in 2019 and committed £27.4 billion during Roads Period Two; 2020 to 2025. Delivery of the outstanding Norfolk schemes was confirmed for this period subject to the statutory processes.

Work has now begun on development of RIS3.

## **Rail Schemes**

Network Rail is responsible for the maintenance and improvement of infrastructure, such as track, signalling and level crossings. Rail improvements are funded by the Network Rail Spending programme, allocated by government. The other bulk of funding for improvements, particularly for services (rather than new track or signals) comes from rail operators' franchise commitments, generally raised from fare payers. The county council will continue its engagement with the rail industry to secure investment for Norfolk's benefit in future programmes.

The county council has contributed to a number of projects including:

- East West Rail: Funding for Interim Strategic Outline Business Case from the East West Rail Partnership
- Local Authorities: We contributed to development of business cases for improvements to infrastructure at Ely and on the Norwich to London line
- Transforming Cities Fund: This has been used to improve walking, cycling and public transport links to Wymondham Rail Station.

Other potential funding sources include:

- Developer contributions
- Community Infrastructure Levies
- Locally retained, or supplementary, business rates
- Tax increment financing.

The rail industry is currently undergoing a period of great change, with the formation of the new public body Great British Railways, which is due to take over leadership in 2023, integrating the railways, owning the infrastructure, collecting fare revenue, running and planning the network and setting fares and timetables. We will review new strategies as they emerge and respond to any changes in priorities for funding or funding mechanisms.

### **Road Safety Community Fund**

In September 2021, Norfolk County Council agreed to introduce this £1m fund, from our own resources, aimed to deliver 100 new road safety schemes in local communities over the next four years. The profile of funding is as follows:

- Year 1: £0.150m
- Year 2: £0.350m
- Year 3: £0.250m
- Year 4: £0.250m.

### **Highways Maintenance Pothole Fund**

In September 2021 Norfolk County Council agreed an additional £10m of county council funding for maintenance. It was agreed to allocate £2.5m in 2021-22, and each of the following three financial years. For 2021/22, the funding has been allocated to resurfacing works (£0.5m), surface dressing (£1.1m), resurfacing and drainage repair work (£0.4m), additional bridge maintenance repairs (£0.1m) and machine patching (smaller isolated resurfacing works to repair and prevent potholes) and other pothole repair work (£0.4m).

### **Pooled Business Rates**

This scheme allows councils to pool business rate resources where it makes local economic sense to do so. Between 2013/14 and 2020/21 Norfolk County Council participated with other Norfolk local authorities in a Business Rate Pool. There was a higher risk and uncertainty attached to pooling because of the significant and widespread impact of the COVID-19 pandemic, and the lack of clarity at the time of budget-setting offered by Government in relation to the continuation of exceptional retail, hospitality and other reliefs provided in 2020/21. Due to this Norfolk Leaders agreed in January 2021 to withdraw from pooling in 2021/22, although the 2021/22 pool was distributed between the authorities on an agreed basis, differing from the previous mechanism for allocating money to projects.

Development of transport projects benefitted from the pooling of business rates, including funding for development of West Winch Housing Access Road and a series of market town network improvements strategies.

The opportunity for pooling is to be reviewed for 2022/23 although the continued delay around the outcomes of the Comprehensive Spending Review, Fair Funding Review, and 75% Business Rates Retention Scheme means that the council faces a very significant level of uncertainty about funding levels from 2022/23.



### 3. Monitoring and Review

#### **Introduction**

Monitoring is carried out to assess delivery of the local transport plan. Corporately Significant Vital Signs are reported to the council's Cabinet quarterly to provide an update on performance towards achieving strategic outcomes. Highway and transport network performance is also reported to Members enabling informed decisions on agreed performance targets and for taking any necessary action to manage changing circumstances.

As set out in Chapter 2, we will review and revise the network performance report, especially to increase the focus on public transport, walking & cycling, electric vehicles, and air quality. This will enable better informed decisions about future plans across a wider range of outcomes. We also monitor outcomes and indicators in the Asset Management Strategy Performance Framework which, again, is reported to Members. As well as these reports, a wide range of data is collected and analysed to inform decisions and achieve better outcomes. A key part of our proposals in this Implementation Plan is to continue to improve our intelligence through adopting and using technology and innovation to keep us better informed and deliver better outcomes.

#### **Local Transport Plan 3 Targets**

The targets set out in LTP3, and progress against them, is shown in the table overleaf. The table also records where changes have been made to the targets to reflect changes in areas of monitoring or performance against the targets set when the plan was adopted.

## Monitoring of LTP3 Indicators and Targets

| Indicator  | Target for 2026 (unless stated)         | Baseline                    | 2011/12  | 2012/13  | 2013/14   | 2014/15  | 2015/16  | 2016/17  | 2017/18  | 2018/19  | 2019/20  | 2020/21   | 2021/22  |
|--|---|-----------------------------|--|--|---|--|--|--|--|--|--|---|--|
| Public satisfaction with transport and highway services  | To maintain current satisfaction levels | 58% (2010)                  | Trajectory: 58%<br>Actual: <b>55%</b>            | Trajectory: 58%<br>Actual: <b>NA<sup>1</sup></b> | Trajectory: 58%<br>Actual: <b>55%</b>                     | Trajectory: 58%<br>Actual: <b>56%</b>            | Trajectory: 58%<br>Actual: <b>56%</b>            | Trajectory: 58%<br>Actual: <b>54%</b>            | Trajectory: 58%<br>Actual: <b>54%</b>            | Trajectory: 58%<br>Actual: <b>52%</b>            | Trajectory: 58%<br>Actual: <b>56%</b>            | Trajectory: 58%<br>Actual: <b>56%</b>                       | Trajectory: 58%<br>Actual: <b>50%</b>                                    |
| % of principal roads where maintenance should be considered  | 4.2%                                    | 3.5% (2010/11)              | Trajectory: 3.6%<br>Actual: <b>3.7%</b>          | Trajectory: 3.7%<br>Actual: <b>2.95%</b>         | Trajectory: 3.9%<br>Actual: <b>3.25%</b>                  | Trajectory: 4.2%<br>Actual: <b>3.4%</b>          | Trajectory: 4.2%<br>Actual: <b>2.8%</b>          | Trajectory: 4.2%<br>Actual: <b>2.8%</b>          | Trajectory: 4.2%<br>Actual: <b>2.5%</b>          | Trajectory: 4.2%<br>Actual: <b>2.1%</b>          | Trajectory: 4.2%<br>Actual: <b>2.6%</b>          | Trajectory: 4.2%<br>Actual: <b>3.9%</b>                     | Trajectory: 4.2%<br>Actual: <b>4.3%</b>                                  |
| % of the population in rural areas able to access a market town or key employment destination by public transport <sup>2</sup> | 77%                                     | 77% (2010/2011)             | Trajectory: 77%<br>Actual: <b>72.8%</b>          | Trajectory: 77%<br>Actual: <b>73.7%</b>          | Trajectory: 77%<br>Actual: <b>75.0%</b>                   | Trajectory: 77%<br>Actual: <b>75.5%</b>          | Trajectory: 77%<br>Actual: <b>68.4%</b>          | Trajectory: 77%<br>Actual: <b>68.4%</b>          | Trajectory: 77%<br>Actual: <b>59.3%</b>          | Trajectory: 77%<br>Actual: <b>67.3%</b>          | Trajectory: 77%<br>Actual: <b>63.8%</b>          | Trajectory: 77%<br>Actual: <b>73.48% (July 2020)</b>        | Trajectory: 77%<br>Actual: <b>74.4%</b>                                  |
| Number of people killed or seriously injured (KSI) in road traffic collisions  | 33% reduction by 2020                   | 494 (2004-8 average)        | Trajectory: 416 (2011)<br>Actual: <b>355</b>     | Trajectory: 406 (2012)<br>Actual: <b>353</b>     | Trajectory: 397 (2013)<br>Actual: <b>392<sup>17</sup></b> | Trajectory: 387 (2014)<br>Actual: <b>410</b>     | Trajectory: 378 (2015)<br>Actual: <b>370</b>     | Trajectory: 364 (2016)<br>Actual: <b>415</b>     | Trajectory: 350 (2017)<br>Actual: <b>418</b>     | Trajectory: 366 (2018)<br>Actual: <b>458</b>     | Trajectory: 322 (2019)<br>Actual: <b>525</b>     | Trajectory: 308 (2020)<br>Actual: <b>390</b>                | Trajectory: 308 <sup>3</sup> (2021)<br>Actual: Not Currently Available   |
| Per capita carbon emissions from transport <sup>4</sup>  | 25% reduction on 2008 levels by 2020    | 2.44t CO2 per capita (2008) | Trajectory: 2.29t (2011)<br>Actual: <b>2.24t</b> | Trajectory: 2.24t (2012)<br>Actual: <b>2.21t</b> | Trajectory: 2.19t (2013)<br>Actual: <b>2.18t</b>          | Trajectory: 2.14t (2014)<br>Actual: <b>2.04t</b> | Trajectory: 2.08t (2015)<br>Actual: <b>2.07t</b> | Trajectory: 2.03t (2016)<br>Actual: <b>2.12t</b> | Trajectory: 1.98t (2017)<br>Actual: <b>2.20t</b> | Trajectory: 1.93t (2018)<br>Actual: <b>2.20t</b> | Trajectory: 1.88t (2019)<br>Actual: <b>2.08t</b> | Trajectory: 1.83t (2020)<br>Actual: Not currently available | Trajectory: 1.83t (2021) <sup>5</sup><br>Actual: Not Currently Available |

<sup>1</sup> Norfolk County Council did not participate in the National Highways & Transport Network Public Satisfaction Survey 2012, so results are unavailable

<sup>2</sup> This indicator has been amended to remove the Flexibus services from the calculation as it does not realistically provide a journey to work service. Therefore, the Baseline has been adjusted from 83% to 77% and the 2011/12 figure has been adjusted to 72.8% (from 80.4%). As of 2020, this indicator was changed to measure 'the percentage of parishes which meet their target level of service'. This data is recorded monthly and collected slightly later than other data sets, hence the month of July is recorded in this monitoring report.

<sup>3</sup> Trajectory rolled over from 2020 as this is the year the target goes up to.

<sup>4</sup> Per capita carbon emissions from transport: The data for this indicator is now published by the Department for Business, Energy, and Industrial Strategy, and was previously published by DECC. In their 2011 release DECC revised the 2005-2010 figures "so they were directly comparable" to the new 2011 figures. The LTP3 target is to achieve a 25% reduction on 2008 levels by 2020. Hence, the LTP trajectory values have been revised since the 2012 SEASA Monitoring Report so that its starting value is the same as the revised 2008 DECC value. In November 2019 Norfolk County Council adopted its Environmental Policy which included a 2030 carbon neutrality target. This is a far more ambitious target than set for LTP3. A revised trajectory has not been shown in this monitoring report.

<sup>5</sup> Trajectory rolled over from 2020 as this is the year the target goes up to.

# Cabinet

**Item No: 9**

**Report Title:** Norfolk Investment Framework

**Date of Meeting:** 6 June 2022

**Responsible Cabinet Member:** Cllr Plant (Deputy Leader and Cabinet Member for Growing the Economy)

**Responsible Director:** Tom McCabe (Executive Director of CES)

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 18 February 2022

## Introduction from Cabinet Member

The evidence base and proposed Investment Framework was commissioned in August last year, to address the step-change in pay, productivity, and skills that we wish to see, to drive our economy to a more equal footing and converge on the regional and national position.

This work is driven by our desire to adopt a transformational approach, in order to create a step-change in the economic profile of the county, a direction set by the [Norfolk and Suffolk Economic Strategy](#).

Many interventions have been tried over time, which have not changed some of the underlying economic trends for the local economy, which remains a broadly low wage, low skill one.

## Executive Summary

This report shares with members the evidence base and proposed Investment Framework. The focus is on exponential growth, which drives the thinking and direction of the Investment Framework.

The evidence base that underpins it is the most comprehensive picture of the Norfolk economy to date, and takes account of the implications of the pandemic, sector growth projections, the national and local policy context, and investments already planned.

Based on this detailed data and analysis, the Framework itself is a set of high-level investment priorities designed to tackle the major challenges that Norfolk faces. The

four 'grand challenges' identified align closely with the Government's Levelling Up missions:

- To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism
- To provide effective and efficient public services to a spatially-dispersed population
- To strengthen and future-proof business clusters, to grow the economy
- To protect Norfolk's economic and natural assets from climate change

The Framework drills down from these high-level challenges to the thematic objectives and specific example interventions, so that it is clear how delivery against each grand challenge could be achieved, and what success might look like.

## **Recommendations:**

1. Endorse the Investment Framework, prioritise the four areas for county investment, and encourage partners to invest in these shared objectives.

### **1. Background and Purpose**

1.1 On 2 August 2021 Cabinet agreed to commission an Investment Framework for the county in response to number of factors, including:

- The Government's *Plan for Growth: Build Back Better* policy response to the pandemic.
- The move away from EU funding to a new national financial framework, with more competition for funding, highlighting the need to clearly evidence our challenges, but also our scope to contribute to the national economy.

Our desire to adopt a transformational approach, in order to create a step-change in the economic profile of the county, a direction set by the [Norfolk and Suffolk Economic Strategy](#): Many interventions have been tried over time, which have not changed some of the underlying economic trends for the local economy, which remains a broadly low wage, low skill one.

1.2 The Levelling Up White Paper set an ambitious agenda to transform places and drive local growth, aiming to:

- boost productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging
- spread opportunities and improve public services, especially in those places where they are weakest
- restore a sense of community, local pride and belonging, especially in those places where they have been lost
- empower local leaders and communities, especially in those places lacking local agency

The Norfolk investment Framework puts us in a strong position to deliver against that ambitious agenda, with a shared vision of what we need to do to overcome our challenges and to create exponential growth.

- 1.3 The Investment Framework enables a more strategic, countywide approach to investments and has been developed in collaboration with a wide range of stakeholders. The Framework and evidence-base are already proving invaluable in supporting the case for a Norfolk Deal.

## 2. Proposal

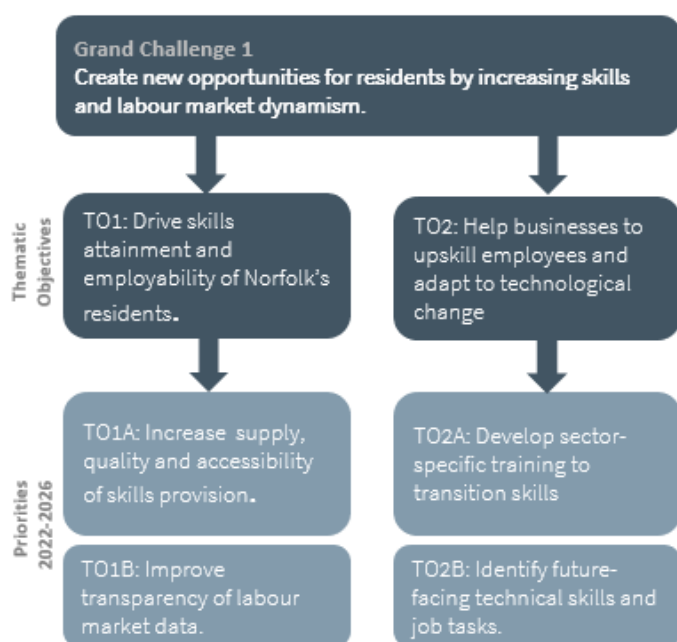
- 2.1 We need to refocus in order to accelerate growth, and look at the key challenges that will deliver long term difference, and help us play catch up in economic terms with the rest of the country. The delivery of a Norfolk Investment Framework represents a seismic shift in approach, seeking to improve pay, productivity and skills levels, and setting a framework for interventions that will deliver long-term impact.
- 2.2 It also acts as a mechanism to implement the refreshed New Anglia Economic Strategy, focussing on the specific outcomes for Norfolk.
- 2.3 In line with the approach agreed by Cabinet, a robust evidence base of trend data and their implications was commissioned, and can be found at **Appendix A**. It totals over 100 pages of key data, and their implications for the county, under the following headings:
  - **Policies** and **current planned investments** (planned investments pages 18/19)
  - **Business base** - productivity, sectors, innovation, and access to finance (evidence summary, pages 6/7)
  - **People** - skills, economic outcomes, earnings, and deprivation (evidence summary page 53)
  - **Places** – commercial property, housing, infrastructure, districts (evidence summary page 80)
- 2.4 This evidence base underpins the set of investment priorities - the Investment Framework – which can be found at **Appendix B**.

The Framework identifies four 'grand challenges, with more detailed thematic objectives sitting below them:

| Grand Challenge  | Thematic Objective  | Thematic Objective  |
|--|---|---|
| 1. Create new opportunities for Norfolk's residents by increasing skills and | TO1: Drive skills attainment and employability of Norfolk's residents | TO2: Help businesses to upskill employees and adapt to technological change |

| Grand Challenge  | Thematic Objective   | Thematic Objective  |
|--|--|---|
| labour market dynamism   |  |   |
| 2. Provide effective and efficient public services to a spatially dispersed population | TO3: Adoption of technology to provide more flexible public services         | TO4: Innovate cross-silo public service delivery                                    |
| 3. Strengthen and future-proof business clusters to grow the economy                   | TO5: Retain and grow Norfolk's mature sectors and businesses                 | TO6: Support Norfolk's existing and emerging clusters to grow and expand in Norfolk |
| 4. Protect Norfolk's economic and natural assets from climate change                   | TO7: Mitigate the constraints imposed on Norfolk's economy by climate change | TO8: Reduce the costs and maximise the opportunities of the transition to net zero  |

Each Thematic Objective is then further refined into a set of priorities to 2026, as shown in the Skills example below:



Drilling down further still, below each Priority, the Framework identifies a number of example interventions that might delivery the priority. This is to allow flexibility in delivery – while the grand challenges and thematic objectives remain the same to 2026, the interventions required to deliver them may change – hence they are only ‘example’ interventions.

2.5 The paper to Cabinet last August indicated that:

“We hope to create a steering group, drawn from a wide range of stakeholders (eg Norfolk MPs, district councils, business support

organisations, further/higher education and the voluntary and community sector) to oversee the development of the project, and which could become the Programme Board for the resulting Norfolk Investment framework”.

In line with this approach, both the evidence base and the draft framework are the result of wide-ranging consultation with the public, private and voluntary sector, including business representative groups, higher and further education, research institutes, sector groups and district council economic development portfolio holders and town board representatives.

The Steering Group that has overseen the production of these two documents is chaired by Cllr Graham Plant, and will continue to meet to oversee the draft Framework, as it moves to the next stage of its development.

We had anticipated that the Framework would be accompanied by a funding stream to the County Council, allocated as a result of the Levelling Up White Paper. However, this has not proven to be the case. The Shared Prosperity Fund (SPF) is being allocated directly to district councils (c£1.5m per district) for the period 2022-25.

The exception to this approach is the ‘Multiply’ strand of SPF for Adult Numeracy: £4.67m for Norfolk, to 2025. This funding is coming directly to the County Council and is subject to separate governance arrangements which are being developed by the Adult Learning team.

If programme funding is secured at a later date for delivery of the Investment Framework priorities, any decisions on its allocation will be taken through the normal processes.

### **3. Impact of the Proposal**

- 3.1 The plans seek to ensure that we have a clear framework for investment that addresses the challenges of our time, and draws out the priorities that will generate growth in key sectors, supporting the ambition to create a higher skilled and more productive workforce, with a clear focus on inclusive growth, as well as harnessing the opportunities to mitigate the impacts of climate change on the Norfolk economy.

### **4. Evidence and Reasons for Decision**

- 4.1 Cabinet agreed the commissioning of this evidence base and framework in August 2021, with the rationale clearly set out in the paper. A strong evidence base, and clearly defined investment priorities, agreed with local stakeholders, would be required to compete for future funding and help the county build back better after the pandemic. The previous evidence-base only existed at a Norfolk and Suffolk level, and was commissioned by New Anglia LEP before the pandemic.

This new evidence base will support us to deliver a seismic shift in approach, seeking to improve pay, productivity and skills levels, and setting a framework for economic intervention. It is already proving invaluable in informing our proposals for a County Deal for Norfolk and will also be shared with district

council colleagues and more widely with other partner organisations to support collaborative working towards a shared growth ambition for Norfolk.

## **5. Alternative Options**

- 5.1 The report in August 2021 outlined the alternative options, including doing nothing and simply responding to calls for funding as they arise. This was not felt to be the best policy, as it would not deliver the strategic ambition to create a step-change in the economic profile of the county.
- 5.2 Alternative priorities could have been chosen for the Investment Framework, but there is a significant evidence-base that confirms that the four ‘grand challenges’ chosen represent the most important and pressing ones for the county as a whole.

## **6. Financial Implications**

- 6.1 The purpose of the Framework is to identify the high-level investment priorities that will have the greatest impact on Norfolk and its economy.

If programme funding is secured for delivery of the Investment Framework priorities, in due course, any decisions on its allocation will be taken through the normal processes.

Detailed funding proposals will need to be developed for each intervention that fits with the overall priorities, and each project will have its own business case.

## **7. Resource Implications**

- 7.1 **Staff:** The County Council provides the secretariat for the Steering Group that oversees the development and delivery of the Framework. A copy is attached, as part of the background papers. Individual interventions will have their own staffing requirements built in.

- 7.2 **Property:** none arising from this report.

- 7.3 **IT:** none arising from this report.

## **8. Other Implications**

- 8.1 **Legal Implications:** In terms of governance, the Investment Framework Steering Group has an agreed terms of reference, which will be regularly reviewed, as the Framework moves from development into implementation. A copy of the terms of reference are attached, as part of the Background Papers. The secretariat for Steering Group is provided by the Growth and Development team within CES. Transparent and comprehensive stakeholder engagement



will continue to characterise our approach to implementing the framework, and the terms of reference allow for appropriate reporting to Norfolk County Council.

**8.2 Human Rights Implications:** none arising from this report.

**8.3 Equality Impact Assessment (EqIA) (this must be included):** Expanding opportunities for all who live here is vital, so it is identified as one of the four grand challenges ('to create new opportunities for Norfolk's residents by increasing skills and labour market dynamism') which we will invite proposals to address. Workshops have been held on Community and Inclusive Growth priorities, as part of the stakeholder engagement for the Framework.

**8.4 Data Protection Impact Assessments (DPIA):** none arising from this report.

**8.5 Health and Safety implications (where appropriate):** none arising from this report.

**8.6 Sustainability implications (where appropriate):** Sustainability is a key focus for the Framework, both in terms of business sustainability and the fourth grand challenge around mitigating the effects of climate change on Norfolk's economic and natural assets. We would expect our joint work with business and our academic institutions to harness Norfolk's expertise in supporting the transition to net zero emissions.

**8.7 Any Other Implications:** none.

## **9. Risk Implications / Assessment**

9.1 The Framework captures the high level investment priorities to 2026. Risk assessments will be undertaken at the individual project level.

## **10. Select Committee Comments**

10.1 A report on the Norfolk Investment Framework was considered at Select Committee on 25 May 2022. Comments will be reported orally to the meeting.

## **11. Recommendations**

1. Endorse the Investment Framework, prioritise the four areas for county investment, and encourage partners to invest in these shared objectives.

## **12. Background Papers**

12.1 2 August 2021 Cabinet Report: Economic Recovery and Growth Plans.

12.2 Norfolk Investment Framework Steering Group Terms of Reference (attached).

**Officer Contact**

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

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**Telephone no.:** 01603 223959

**Email:** carolyn.reid@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 Investment Framework Steering Group

## Terms of Reference

### Steering Group Terms of Reference

In Norfolk there is an ambition to drive our economic performance and competitiveness by taking a long-term strategic approach, to steer our investment decisions to deliver the greatest economic impacts and outcomes.

This steering group has been established to be the engine that will drive this work, raise our game with partners and Government to support Norfolk PLC being in control of the future direction and priorities for economic growth.

This steering group brings together the local authorities, educational institutions, private and voluntary sectors to provide a platform for investment and innovation and raise the profile of the County with Government to transform the performance of the economy.

#### 1. Purpose of the Steering Group (‘the Steering Group ’)

The purpose of the Steering Group is to define the challenges that Norfolk face to deliver exponential growth and improved skills, pay and productivity. It will do this by developing an Investment Framework that sets out the thematic priorities for investment in the medium- and long-term and secure the investment (public or private) required to deliver against those priorities.

The framework will be used as a driver for calls for projects and to commission specific outcomes.

The Norfolk Investment Steering Group will focus on the following principal functions, these are:

- To agree and sign off the Norfolk Investment Framework
- To develop a strategy for the development of interventions
- Lobbying Government for funds to be devolved to the County or overseeing the development of competitive project applications into national programmes.
- Lending support to those projects delivering best results against the Investment framework
- Reviewing projects being brought forward for delivery against the framework
- Reviewing the implementation of the Framework
- Examining and monitoring all issues that affect the performance of the framework

#### 2. Membership

The current membership is set out in Annex 1.

**The Membership will include a “Critical Friend” status which will provide internal scrutiny and advice on areas of technical expertise and support alignment with other policies and programmes.**

Appointment to the Group shall be for the duration of the Framework (3-5 years).

The Steering Group will be Chaired by Norfolk County Council. The Chair shall preside impartially over meetings, so that business can be carried out efficiently and in the interests of the community.

#### 3. Quorum

The quorum necessary for the transaction of business shall be 10. A duly convened meeting of the Steering Group, at which a quorum is present, shall be competent to exercise all or any of the authorities and powers in or exercisable by the Steering Group.

#### **4. Frequency of meetings**

The anticipated schedule for the Norfolk Investment Framework Steering Group is monthly, until the Norfolk Investment Framework is established and recommended for approval. Thereafter, it is anticipated that the Norfolk Investment Framework Steering Group will agree a forward plan.

#### **5. Notice of meetings**

Notice of each meeting, confirming the venue, time and date, together with agenda items to be discussed, shall be forwarded to each member of the Steering Group and any other person required to attend no later than 5 working days before the date of the meeting. Any supporting papers shall be sent to Steering Group members and to other attendees as appropriate, at the same time.

Meetings will be held virtually via MS Teams or face to face, location to be determined by Steering Group members.

#### **6. Minutes of meetings**

Full minutes of the proceedings and resolutions of all meetings of the Steering Group will be recorded, including the names of those present and in attendance.

Steering Group meetings may be audio recorded for record-keeping purposes.

Minutes of Steering Group meetings shall be circulated promptly to all Steering Group members.

Norfolk County Council will provide the secretariat function for the Norfolk Investment Framework Steering Group meetings.

#### **7. Duties**

The Steering Group will oversee and monitor the progress of the Norfolk Investment Framework

- examining and approving the methodology and criteria for selection of interventions
- examining and approving the evaluation plan, the progress made in implementing the plan and follow up actions.
- overseeing budget monitoring and management
- monitoring progress of the delivery framework and providing change control
- ensuring there is a clear, robust and transparent project and programme management process in place that is readily auditable to include risk, finance, stakeholder, legal and planning management issues and ensures that all necessary contract documentation is completed and in place
- monitoring and scrutinising the delivery framework Risk Register
- critically reviewing strategies, studies and reports commissioned for the implementation of the delivery framework
- acting as a sounding board for new Project ideas
- acting as ambassadors for the Norfolk Investment Framework

- monitoring feedback from wider community & stakeholder engagement to ensure it informs the development and delivery of the framework
- ensuring there is an appropriate interface with partner organisations who are represented on the Norfolk Investment Framework Steering Group

## 8. Other matters

The Steering Group will receive full updates on the framework progress through the Project Lead and members of the Growth and Economic Development team at Norfolk County Council.

## 9. Authority

The Steering Group will need to consider and make recommendations to Norfolk County Council on the commissioning of work required to progress the development and delivery of the Norfolk Investment Framework.

## 10. Code of Conduct

All sub-groups of the Steering Group are expected to respect the following core values of engagement;

- Acting with integrity and in best interests of the group
- Taking a non-judgemental approach that respects the views and opinions of other members
- Promoting diversity and inclusivity in a non-discriminatory way
- Truthfully representing the interests of the group/organisation/cohort they represent
- Holding a genuine interest in the work and purpose of the groups
- Being committed to, and being actively involved in, pursuing the outcomes sought by the sub-group within its work
- Where specifically requested by the Chair, all members are expected to retain confidentiality in the context of the matters being considered
- Any conflicts of interest which they have in any matter to be considered at the meeting should be declared to the Chair. A conflict of interest arises where a Steering Group Member, a close associate, immediate family, business, organisation or employer has an interest in a matter which is the same as, connected to or may be affected by the matter under discussion.

Members of sub-groups should also acknowledge the 'Seven Principles of Public Life' the Steering Group abides by, as set out in Norfolk County Council's constitution:

1. **Selflessness.** Steering Group Members should act solely in terms of the public interest.
2. **Integrity.** Steering Group Members must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.
3. **Objectivity.** Steering Group Members must act and take decisions impartially, fairly and on merit, using the best evidence and without any form of discrimination or bias.

4. **Accountability.** Steering Group Members are accountable to the best interests of the project and the principal objectives of the Steering Group.
5. **Openness.** The Steering Group must act and take decisions in an open and transparent manner.
6. **Honesty.** Steering Group Members should act with honesty, objectivity and integrity.
7. **Leadership.** Steering Group Members should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

## Annex 1

Note: red text indicates “Critical Friends”, who will provide internal scrutiny and advice on areas of technical expertise and support alignment with other policies and programmes.

| Name                | Job title  | Organisation  | Representation on NIF Board |
|---------------------|--|---|-----------------------------|
| Duncan Baker        | Member of Parliament   | MP for North Norfolk  | Government Lead             |
| Cllr Richard Blunt  | Cabinet Member for Development and Regeneration                        | Borough Council of King’s Lynn and West Norfolk               | District Portfolio Holder   |
| James Bullion       | Executive Director   | Norfolk County Council  | Adult Social Services       |
| Henry Cator         | Deputy Lieutenant for Norfolk & High Steward of Gt Yarmouth            | Cator & Co  | Town Deal Chair             |
| Cllr Paul Claussen  | Deputy Leader/<br>Executive Member for Economic Development and Growth | Breckland District Council                                    | District Portfolio Holder   |
| Cllr Jo Copplestone | Portfolio holder for Economic Growth                                   | Broadland and South Norfolk Council                           | District Portfolio Holder   |
| Claire Cullens      | CEO  | Norfolk Community Foundation (also LEP Skills Advisory Panel) | Voluntary sector lead       |
| Andrew Dernie       | Head of IT   | Aviva   | Norwich Town Deal Lead      |
| Martin Dronfield    | Director Opergy Ltd  | East of England Energy Group                                  | Energy Sector Chair         |
| Vicky Etheridge     | Manager  | Discover King’s Lynn  | King’s Lynn & West Norfolk  |
| Dr Nick Goodwin     | COO  | Norwich Research Park   | Enterprise Zone Lead        |
| CJ Green            | Chairman   | New Anglia LEP  | LEP lead                    |
| Alan Hopley         | CEO  | Voluntary Norfolk   | Voluntary sector lead       |

| Name                    | Job title   | Organisation                   | Representation on NIF Board      |
|-------------------------|---|--------------------------------|----------------------------------|
| Cllr Richard Kershaw    | Portfolio holder for Sustainable Growth                   | North Norfolk District Council | District Portfolio Holder        |
| Prof Fiona Lettice      | Pro-Vice Chancellor                                       | UEA                            | Education lead HE                |
| Shan Lloyd              | Assistant Director  | BEIS                           | Government lead                  |
| Steve Miller            | Director  | Norfolk County Council         | Culture and Heritage             |
| Keith Moore             | Sustainable Places Manager                                | Environment Agency             | Environment Lead                 |
| Julia Nix               | Regional Director   | DWP                            | Employment lead                  |
| Prof. Simon Ofield-Kerr | Vice-Chancellor   | Norwich University of the Arts | Arts and Education Lead HE       |
| Howard Partridge        | Regional Manager  | Innovate UK                    | Innovation adviser               |
| Corrienne Peasgood      | Principal   | City College Norwich           | Education Lead FE                |
| Graham Plant            | Deputy Leader and Portfolio Holder for Growth and Economy | Norfolk County Council         | Chair                            |
| David Pomfret           | Principal   | College of West Anglia         | Education Lead FE                |
| Tim Robinson            | COO   | Tech East                      | Digital tech Sector Chair        |
| Chris Sargisson         | CEO   | Norfolk Chamber of Commerce    | Norfolk Business Engagement lead |
| Cllr Mike Stonard       | Portfolio holder for Sustainable and Inclusive Growth     | Norwich City council           | District Portfolio Holder        |
| Sara Tough              | Executive Director  | Norfolk County Council         | 16-19 provision                  |
| Pete Waters             | Director  | Visit East of England          | Tourism Lead                     |
| Helen Wilson            | Chair, New Anglia Culture Board                           | New Anglia LEP                 | Creative and Cultural Sector     |



NORFOLK COUNTY COUNCIL

# NORFOLK INVESTMENT FRAMEWORK

EVIDENCE BASE – May 2022



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# 1.1

## Introduction



# Evidence Base **Purpose**

## Introducing Norfolk's evidence base:

Hatch was commissioned to produce a five-year Investment Framework to help secure long-term growth and prosperity for Norfolk. The Investment Framework will prioritise activities, sectors and places for future grant funding rounds.

Norfolk County Council will use the Investment Framework to assess funding applications from partners and make investment decisions that deliver the greatest possible benefit to the region. The Framework is being produced proactively and ahead of anticipated announcements on future funding rounds, including the Shared Prosperity Fund.

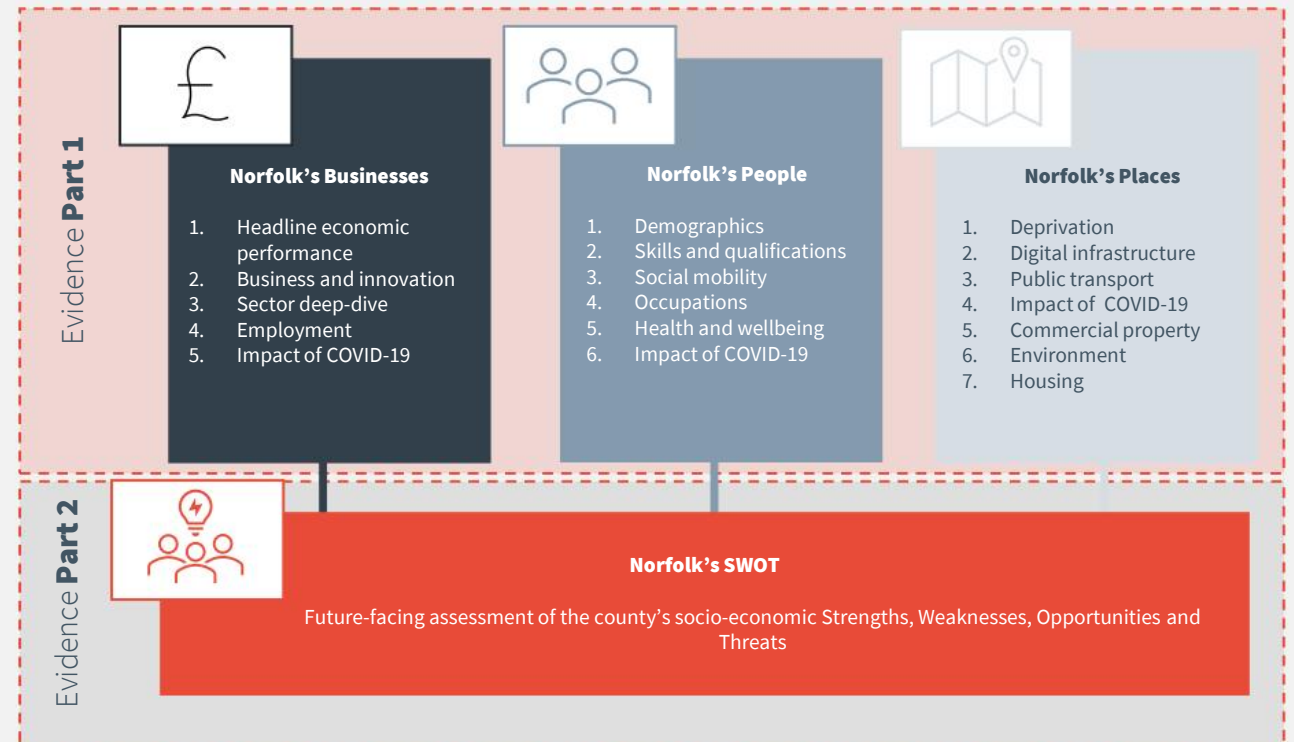
This document sets out a comprehensive assessment of the Norfolk economy and its constituent parts:

- + **Business:** *understanding Norfolk's business landscape, employment characteristics and specialisms;*
- + **People:** *understanding Norfolk's resident and worker population and socio-economic challenges; and,*
- + **Place:** *understanding the spatial, social, and environmental factors affecting the prosperity and vitality of Norfolk's places.*

An assessment of Strengths, Weaknesses, Opportunities and Threats (SWOT) has also been produced to capture key messages and provide a forward-facing assessment. Both of these elements – the economic baseline and SWOT – will shape the form and priorities set out in the Investment Framework and corresponding paper.

All data collected as part of this document has been shared with Norfolk County Council. This will allow evidence to be replicated and updated in perpetuity – enabling monitoring of change over time and progress of key performance metrics.

## Evidence base structure



## Contextualising Norfolk's performance:

To contextualise the performance of Norfolk, county-level data has been benchmarked against several comparator areas. These include:

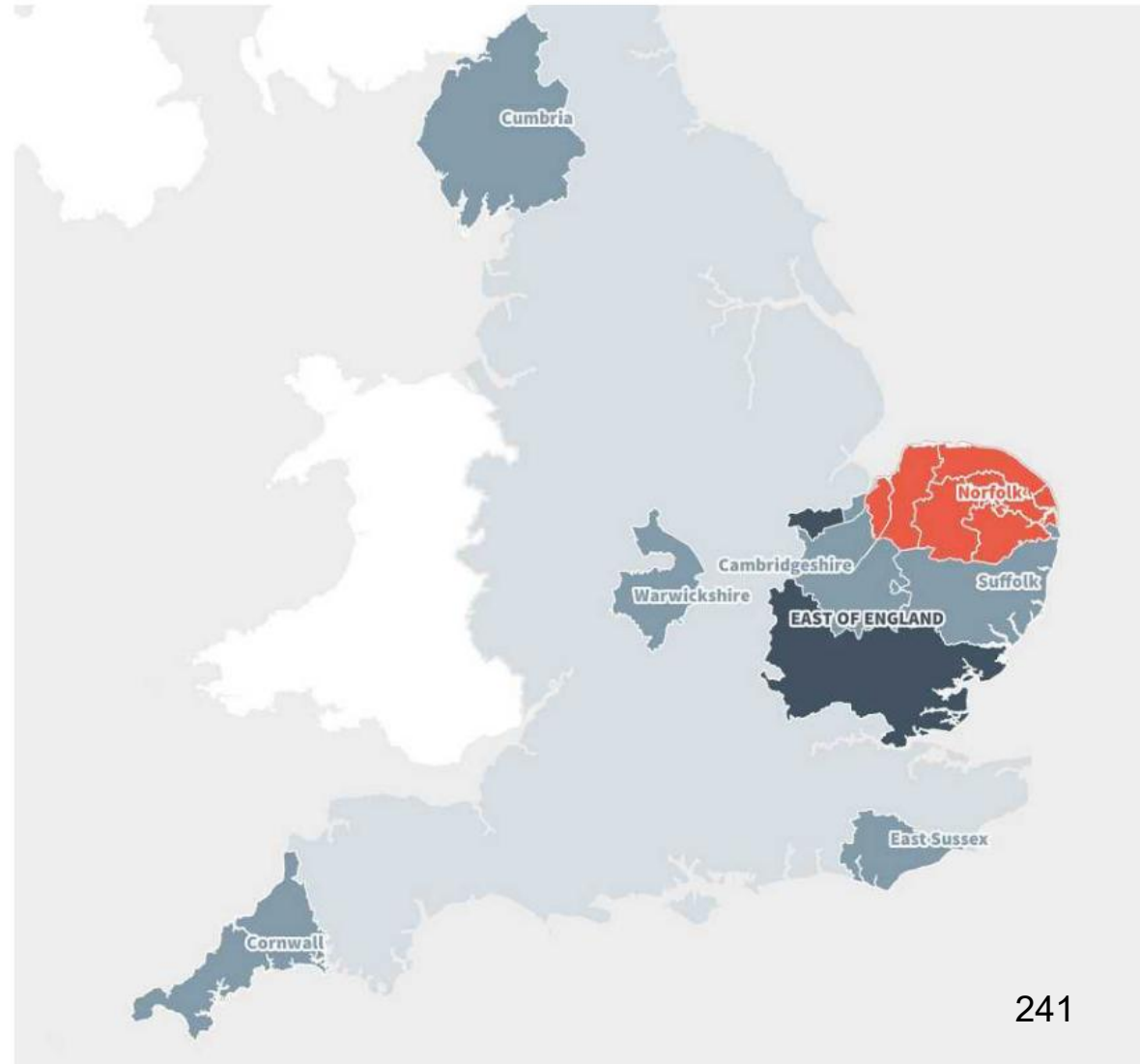
- + **Geographical neighbours** - Suffolk and Cambridgeshire;
- + **Places that have stronger economic performance** that the county can aspire to match – Suffolk, East Sussex and Warwickshire; and,
- + **Places that are typically considered as 'in need' of levelling up** but have similar challenges to Norfolk - Cumbria and Cornwall.

Data has also been contextualised against the East of England and England averages.

Where possible analysis has been undertaken at the district level. The seven districts across the county are:

- + King's Lynn and West Norfolk
- + Breckland
- + North Norfolk
- + Broadland
- + Norwich
- + South Norfolk
- + Great Yarmouth.

Norfolk's comparator geographies





# Business: Evidence Summary

## An important economy



Home to **39,500** businesses and **389,000** employees that contribute almost **£19bn** in Gross Value Added to the national economy each year

## An economy with important clusters



For example, Clean Energy in Great Yarmouth, Life Sciences at the Norwich Research Park, Creative and Digital in Norwich and one of the largest general insurance clusters outside of London

## A slower growth economy



Business and employment figures are increasing (**+13%** and **+9%** since 2010 respectively) but more slowly than at the national level (29% and 14%)

## A lower-wage economy



The biggest employment and business sectors are health, retail, education, manufacturing, construction, and hospitality

## A lower-value economy



While Norfolk contributes £19bn in Gross Value Added, its contribution *per head* is well below the national average (**£21k** vs £29k)

## An economy with regional variations



Norwich and Broadland make a significant contribution to the economy (£4bn and £3bn per year), which is much higher than North Norfolk and Great Yarmouth (£1.6bn and £1.8bn)

## An economy with opportunities



There are growing specialisms in higher-value parts of the economy, including Clean Energy, Knowledge Economy, Life Sciences, Digital/Creative and Agri-Food

## An economy with relatively low innovation



Business start-up rates (**10%**) are below the national average (13%) as is uptake of innovation funds and the proportion of high-growth businesses is lower than in comparator areas (e.g. Cambridge and Cornwall)

## A growing population



Population has increased by **+21%** since 1991 (vs 18% nationally) and is expected to grow by another **+14%** by 2043

## An ageing population



**25%** of people are aged 65+ (vs 19% nationally) with future population growth expected to be highest among this age group

## A low-skilled population



Only **35%** of the population has an NVQ4+ qualification (vs 43% nationally) and **7%** have no qualifications at all

## An economically active population



**81%** of people (aged 16-64) are employed or looking for work (vs 79% nationally) but the unemployment rate (6%) is above the national average.

## A lower wage population



Median resident earnings are **£28,571** and median workplace earnings are **£28,421** (vs £32,944 and £31,044 across the East of England)

## A population with deprivation challenges



**14%** of Lower Super Output Areas are within the 20% most deprived in the country but 24% of LSOAs are within the 20% most deprived in the country **for education**.

## A majority UK-born population



**93%** of residents were born in the UK vs 86% at the national level, with other people being born in Europe (5%), the Middle East and Asia (2%), Africa (1%) and the Americas (1%)

## A relatively healthy population



Life expectancy is above the national average but lower than regional comparators. People generally report positively on their 'Life Satisfaction' and 'Happiness' **243**



# Place: Evidence Summary



House prices are relatively low  
Median house prices are £240k which is below the national average (c£250k)



Public transport is weak  
E.g. Swaffham is accessible to 259k people by car within 45 minutes but only 8k by public transport



Crime rates are low  
There are 72 crimes per 1,000 people annually vs 82 at the national level, and 104 and 90 in places like Cambridgeshire and East Sussex



Commercial Property availability is limited  
Light industrial, industrial and office vacancy rates are low (<2%, <6% and <2%)



Commercial property is poor quality  
Only 2% of industrial, 7% of light industrial and 6% of office space is Grade A and B vs 11%, 3% and 29% nationally



Most places are digitally connected  
Only 1% of premises are below the Universal Service Obligation and 93% have access to superfast broadband



Ultrafast connectivity is limited  
Only 30% of premises have access to ultrafast broadband vs 60% at the national level



Water and electricity supply is a constraint  
The Environment Agency and UK Power Networks confirm supply constraints – which will limit housing, commercial and business investment in the county



# Norfolk's Barriers to Growth



## SKILLS MIX

Oxford Economics forecasts show a mismatch between current and future skill needs and the local labour force is impacting inward investment and business expansion decisions



## SKILL LEVELS

Low skill levels are restricting the ability of local people to access higher value roles in local growth sectors



## SCHOOL ATTAINMENT

GCSE pass rates at 16 are similar to national averages, but fewer children attain the highest grades and beyond 16 more young people choose work without qualification than is the case nationally.



## ROAD RESILIENCE

Poor resilience on the strategic road network impacts productivity and investor decision making



## PUBLIC TRANSPORT

Poor public transport connectivity in rural areas makes it difficult for some to access employment/education opportunities



## DIGITAL CONNECTIVITY

Patchy digital and mobile connectivity in rural and coastal areas reduces the attractiveness of these areas for business and means some people miss out on employment and education opportunities



## COMMERCIAL PROPERTY SUPPLY

The constrained and low-quality commercial property market limits business expansion and inward investment into the county



## HOUSING SUPPLY

Despite lower-than-average house prices, a relatively low wage economy makes it difficult for young people to live and work in the county. A constrained housing supply in well-connected areas limits options for working age incomers



## PLACE OFFER

Norfolk currently offers a more attractive way of life to families and older people, with higher skilled young graduates more typically choosing to relocate to other parts of the country



## UTILITY SUPPLY

Constrained utility networks in strategic locations are restricting and slowing the level of development that can come forward

These impact... PRODUCTIVITY, INWARD INVESTMENT, WAGES, ECONOMIC GROWTH, DEPRIVATION, SOCIAL MOBILITY, HEALTH etc.

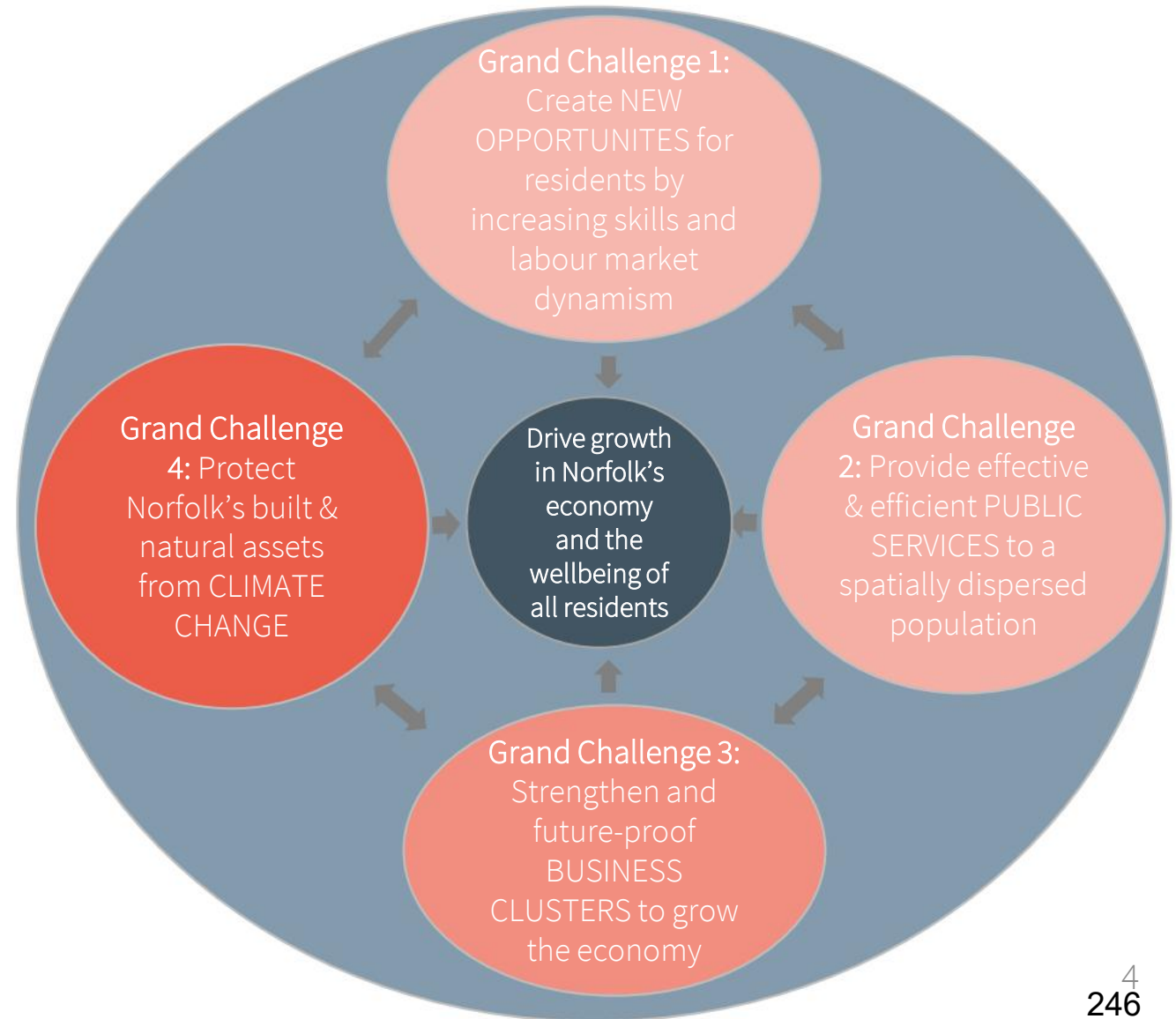
# Setting Norfolk's Grand Challenges

Norfolk's Barriers to Economic Growth are complex and interlinked, including:

- skills
- infrastructure
- demographics
- deprivation
- connectivity
- innovation

Four Grand Challenges have been developed to address the most significant of these barriers with the wider aim of:

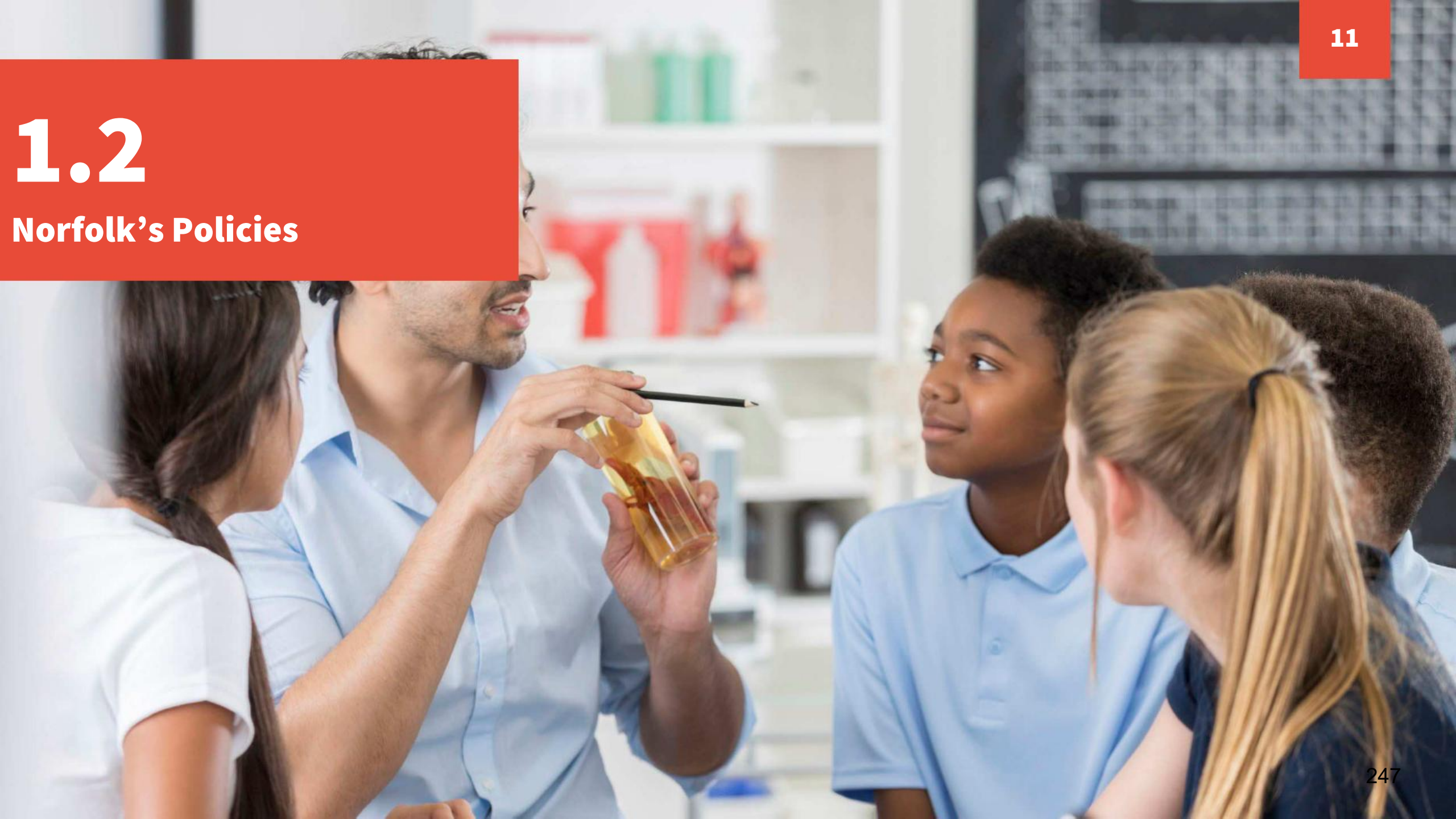
**Driving growth in Norfolk's economy and the wellbeing of all residents.**





# 1.2

## Norfolk's Policies





## Together, For Norfolk (2019 -25)

Together for Norfolk is Norfolk County Council's six-year Business Plan (2019 to 2025), which highlights the Council's ambitions for the County and how these will be delivered.

**Main Challenges Identified:** Norfolk's employment rate is higher than national average but a large proportion of people are in lower paid or seasonal roles; over half the rural population survive on low wages; automation is a significant threat to the local workforce; by 2040 40% of people are predicted to be 'dependent' rather than of working age; there is a lack of affordable housing for young families; Norfolk needs 80,000 new homes to meet demand; climate change presents significant risks to coastal communities; 120,000 people live in areas classed as deprived.

**Main Opportunities Identified:** The population is forecast to grow from 900,000 to over 1m by 2036; Norfolk has one of the largest county economies in the country; there are growing specialisms in clean energy, biotechnology and creative digital.

**Main Ambitions:** Four key priorities are outlined: (1) Inclusive growth and social mobility; (2) Encouraging housing, infrastructure, jobs and business growth; (3) Developing the workforce to meet the needs of the sectors powering the local economy; and (4) Reducing impacts on the environment. This is to be achieved via three themes (1) Growing economy; (2) Thriving People; and 3) Strong Communities.

### **Example Activities Supported:**

- Growing Economy: Invest £2m of DEFRA funding to increase digital connectivity in rural businesses; achieve 99% 4G coverage across Norfolk by 2025; release public land for new housing; create more new apprenticeships by working with local businesses
- Thriving People: Invest £120m in new special schools; continue to commission the O-19 Healthy Child Programme; invest £29m in the Living Well: Homes for Norfolk programme to support extra care housing development
- Strong Communities: Grow volunteer network to reduce loneliness; continue to develop Norfolk as a high-quality cultural visitor destination; deliver 'Norwich Castle: Gateway to Medieval England' project

## Better Together For Norfolk (2021)

The Together for Norfolk Plan (2019) has been refreshed in 2021 to create the Better Together for Norfolk Strategy which focuses on the impacts of COVID-19 on life and work within Norfolk. It highlights the Council's strategic priorities for the County.

**Main Challenges Identified:** A survey of Norfolk residents used to understand the impact of Covid-19 and to identify key areas to focus recovery identified the main worries of Norfolk residents were for small local businesses, unemployment, social care and health, and investment in community infrastructure and hubs.

**Main Ambitions:** The document sets out five strategic priorities: (1) A vibrant and sustainable economy; (2) Better opportunities for children and young people; (3) Healthy, fulfilling and independent lives; (4) Strong, engaged and inclusive communities; (5) A greener, more resilient future. This is to be achieved via three themes (1) Growing Economy; (2) Thriving People and (3) Strong Communities.

### **Example Activities Supported:**

- A Vibrant and Sustainable Economy: Develop Norfolk as a centre for innovation in life sciences and supporting new technologies with a strong inward investment proposition that promotes our county as a place to visit.
- Better Opportunities for Children and Young People: Implement a programme of work to support learning recovery in all age groups, to address disruption to learning caused by Covid-19.
- Healthy, Fulfilling and Independent Lives: Accelerate the integration of health and social care services in Norfolk, taking a leading role on prevention.
- Strong, Engaged and Inclusive Communities: Support local community or voluntary sector initiatives through discretionary funding programs, such as the Social Infrastructure Fund, and offer support for grassroots organizations to grow and develop.
- A Greener, more Resilient Future: Implement Norfolk's Environmental Policy to protect the county's biodiversity, conserve areas of natural beauty, promote the efficient use of natural resources, and achieve 'Net Zero' carbon emissions across the County's estates by 2030.





## Norfolk's Strategic Infrastructure Delivery Plan (2020)

The Norfolk Strategic Infrastructure Delivery Plan sets out high level strategic infrastructure priorities for the next ten years. It includes projects being delivered by both local authorities and external partners.



### Example Priorities Identified:

- **Long Stratton Bypass:** Bypass for Long Stratton which will include delivery of 1,800 new dwellings
- **Broadland Growth Triangle Link Road:** New link between Broadland Business Park and Norwich Airport through development sites and into Norwich's suburbs
- **Norwich Western Link:** Link between Broadland Northway at Taverham to the A47 to the west of Norwich
- **Broadland Rail Station:** Proposed new railway station at Broadland Business Park on the line between Norwich and Sheringham
- **Thetford Energy Supply:** Delivery of substation and new energy infrastructure to unlock Thetford Urban Extension and development of Thetford Enterprise Park
- **Snetterton Heath Energy Supply phase 2:** Delivery of new power infrastructure to unlock employment opportunities at Snetterton Business Park
- **Weavers Way Walking and Cycling Route:** New walking and cycling route between Cromer and Great Yarmouth
- **Broadland Growth Area School:** New secondary school within the Broadland Growth Triangle
- **East Norwich Regeneration Area:** New infrastructure to enable once in a lifetime regeneration opportunity (bridges, roads, cycle infrastructure, marina etc)
- **Thetford Junctions:** Upgrades to Thetford's junctions on A11 to increase capacity
- **Norwich in 90:** Improvements to rail network to improve frequency and journey times between London and Norwich
- **Great Yarmouth Flood Defences:** Upgrades to existing defences to maintain protection
- **A47 Dualling:** Plans in-train but project not currently under construction
- **Great Yarmouth Third Crossing:** Third river crossing in Great Yarmouth
- **National Grid ESO:** Proposals for a co-ordinated approach to connect offshore energy production to the national grid which will enable more energy to be produced and fed into the grid

## Norfolk's Apprenticeship Strategy (2020)

The Norfolk Apprenticeship Strategy 2020-2023 sets out a strategic vision and operational action plan for apprenticeships in Norfolk across all areas of Norfolk County Council.



**Main Challenges Identified:** A significant 4-year decline in apprenticeship starts in Norfolk, from a high of 7,670 in 2015/16 to 5,740 in 2018/19. Although the rate of decline had begun to reduce in 2018/19 and 2019/20, this has been severely impacted by Covid19. National data suggests new apprenticeship starts have decline dramatically due to the impact of Covid19, but there has been a gradual increase in starts at all ages and levels after the first UK lockdown.

**Main Opportunities Identified:** The Strategy highlight three strategic strands identified by the Local Government Association review: 1) Children's services: supporting a broad range of pathways into Apprenticeships for pre-16 and students aged 16-18; 2) Growth and development: driving forward the provision of apprenticeships to support Norfolk's businesses to prosper and Norfolk's residents to aspire and grow throughout their working lives'; 3) Human resources leadership and coordination of the internal Apprenticeship Programme

**Main Ambitions:** The Strategy sets out a vision that apprenticeships will be an attractive offer that Norfolk's young people and adults aspire to go into as a high quality and prestigious path to a successful career, and that employers (including NCC) value to develop their workforce.

### Example Actions:

- Identify and promote apprenticeships and traineeship opportunities in sectors of the Norfolk labour market that are actively recruiting
- Increase the volume of Apprenticeship delivery at Advanced and Higher level to meet the skills needs of Norfolk businesses
- NCC aims to be a widely recognized employer offering a wide range of attractive apprenticeship opportunities, with 90% of apprenticeship starters completing their qualifications



## Economic Strategy for the East of England (2020)

The Economic Strategy for the East of England was produced by Cambridge Econometrics in 2020 on behalf of IFM Investors. It has been endorsed by LEPs across the region.

**Main Challenges Identified:** Growth prospects are limited by an inability to move daily commuters to and from employment hubs; there is patchy infrastructure provision in rural areas which means many places are not integrated with important economic markets; there are disadvantaged coastal communities that are unable to access opportunities in the local transport, logistics and clean energy sectors; Permitted Development Rights is impacting employment assets and sites; levels of graduate retention are low and there are few clear attractors for them; there is a severe shortage of housing for locals and workers.

**Main Opportunities Identified:** The region's expertise and assets leave it well-placed to tackle the Government's Ageing Society and Clean Energy Grand Challenges; New Anglia LEP are focusing on building excellence in STEM disciplines across their skills and education system; R&D spending in New Anglia is 1.14x the national average; there are c.1,000 wind turbines off the coast of the East of England generating 3.5GW of energy - investment has been secured for another 1,000 turbines; 60% of offshore wind energy is generated in the East of England; there is 1.4m hectares of farmland in the East of England and 79% is arable;

**Main Ambitions Set Out:** The strategy's vision is for the region to be a network of dynamic knowledge corridors that link key economic clusters and institutions with one another while also connecting coastal assets in the East (with specialisms in logistics, clean energy and tourism) and the London commuter belt to the south. These are to be interspersed with rural oases that themselves provide employment opportunities in the tourism and agri-food sectors.

**Example Activities Supported:** Provision of new housing and employment space; improvement and expansion of transport networks; creative placemaking to retain graduates; support diffusion of employment clusters from urban centres; improve in-work education provision; programmes to support technology adoption; future 'powerhouse' style co-ordinating agency.

## Norfolk and Suffolk Economic Strategy (2022)

The Norfolk and Suffolk Economic Strategy is a response to the Government's Plan for Growth and provides the foundations to secure government funding. This strategy looks to 2036 but focuses on actions needed over the next three to five years to secure long term success.



**Main Challenges Identified:** Employment levels are higher than the UK average, yet there are not enough people to fill current vacancies and some sectors face significant skills shortages – particularly with regards to science, technology, engineering and maths (STEM) related skills and capabilities. It is essential must to support and inspire businesses to commit to developing skills in their workforce and find ways to spark innovation.

**Main Opportunities Identified:** Norfolk and Suffolk has a £38bn economy and makes a major contribution to UK plc. It is an outstanding place to live, learn and do business. 140 miles of coastline, three Areas of Outstanding Natural Beauty – and a diversity of landscapes, internationally important wildlife reserves and historic sites. The main urban centres of Ipswich and Norwich are dynamic with a rich cultural heritage while the market towns are a significant anchor point for businesses and individuals, growing in relevance as a result of the pandemic.

### **Main Ambitions:**

- People – Inspire and enable all people to access employment, upskill and reskill.
- Business – Connect and empower businesses through innovation, supply chain development and access to new markets, accelerating the economy's transition to net zero.
- Place- Transforming the Norfolk and Suffolk economy into one of the best places in the world to live, learn, work and succeed in business.

### **Example Activities Supported:**

- **People** - Delivering targeted campaigns to attract the talent from inside and outside of the region into key sectors and teaching. Develop high quality, innovative business leaders across all our sectors from start-ups to established companies including leadership training, and innovation cluster programmes.
- **Business** - Develop 'investor-led' programmes that support businesses to understand and prepare to raise equity and other forms of finance. Strengthen and stimulate supply chain opportunities through Inward Investment and enterprise zone development.
- **Place** - Identifying and addressing under-supply of suitable commercial space to accommodate business growth. Developing and promoting high-potential opportunities to foreign investors. Maximising the potential of key transport corridors for the provision of high-quality premises allied to clean growth.



## Norfolk and Suffolk Local Industrial Strategy (2020)

The Norfolk and Suffolk Local Industrial Strategy (LIS) is the next stage in the evolution and implementation of the regional Economic Strategy. It builds on the Economic Strategy but is a deeper and more focused piece of work.

**Main Challenges Identified:** The County has several innovation assets, but innovation is concentrated in a small number of firms; there is a lack of workers with the right technical and digital skills to meet current and future employer needs; current levels of exports are lower than in comparator regions.

**Main Opportunities Identified:** Norfolk and Suffolk is uniquely placed to build on centuries of innovation to pioneer the technologies and science needed to power, feed and connect a growing national and global population for a cleaner and more sustainable future. There are few places that are so uniquely equipped to make telling contributions to the major challenges facing the world in the 21st century – food and energy security, healthy ageing and living with environmental change in a world where technology is advancing rapidly.

**Main Ambitions Set Out:** “A globally recognised, technology-driven, creative and inclusive economy which is leading the transition to a post-carbon economy through sustainable food production and sustainable energy generation”.

### **Example Activities Supported:**

- Clean Energy – E.g., Expand the capacity and capabilities of regional ports to better serve the offshore energy market; expand OrbisEnergy’s focus from renewables to clean energy and provide a full wrap around support service for new businesses
- Agri-Food – E.g., Invest in a Food Innovation Hub in the Honingham Food Enterprise Zone; Collaborate with partners to unleash the potential of Agri-Tech East
- ICT and Digital Creative – E.g., Create a new digital hub in Norwich for the incubation of start ups and scales up in the digital and ICT space; Develop the economic case for SETI



## Norfolk County Council Environmental Policy(2019)

The Norfolk County Council Environmental Policy aims to put an approach that ensures that the development of Norfolk’s economy is socially inclusive, while championing innovative and sustainable development at the centre of all efforts. It will support investment in green jobs and infrastructure, while ensuring that the environment is both protected and enhanced.

### **Main Challenges Identified:**

The Norfolk County Council Environmental Policy is concerned with key environmental impacts that increasing climate change has on all aspects of the environment, whether the landscape itself, the species within it, or the rich cultural heritage that occupies it. This policy reflects the areas that the Council sees as key to protecting and maintaining the health of Norfolk’s distinctive environment and its occupants.

### **Main Opportunities Identified:**

This policy will: provide clean air for the population, ensure a clean and plentiful water supply, encourage a thriving plant and wildlife community, reduce the risk of harm from environmental hazards such as flooding and drought, use resources from nature more sustainably and efficiently, enhance beauty, heritage and engagement with the natural environment, mitigate and adapt to climate change, minimise waste, manage exposure to chemicals and enhance biosecurity.

### **Example Activities Supported:**

- Using and managing land sustainably – E.g., Embedding an ‘environmental net gain’ principle for development, including housing and infrastructure. Improving soil health. Working with key partners to ensure an adequate water supply, including exploring water harvesting initiatives.
- Recovering nature and enhancing the beauty of landscapes – E.g., Recognising that Norfolk is losing biodiversity, particularly insect populations. Therefore, a Pollinator Action Plan will be produced as a key element of our Environmental Strategy. Providing support for designated sites, including the Norfolk & Suffolk Broads, and the Norfolk Coast Area of Outstanding Natural Beauty, Natura 2000 sites and species, and County Wildlife Sites. Working to incentivise greater water efficiency, with users, and supporting water companies.
- Connecting people with the environment to improve health and wellbeing – E.g., Helping people improve their health and wellbeing by using green spaces. Encouraging children to be close to nature, in and out of school. Planting more trees to improve biodiversity and as a potential mitigation measure for climate change in appropriate locations.
- Increasing resource efficiency and reducing population and waste.
- Securing clean, healthy, productive and biologically diverse seas and oceans.
- Protecting and improving our global environment.





## New Anglia LEP COVID-19 Recovery Restart Plan (2021)

The New Anglia COVID-19 Recovery and Restart Plan sets out the LEP's plan to support Norfolk and Suffolk's economy to recover from the impacts of COVID-19.

**Main Challenges Identified:** Norfolk's Gross Value Added is expected to contract by 35.9% due to the impacts of the pandemic; employment has been hit hard in the short term and will take several years to recover under a medium severity scenario; universal credit applications increased by over 33,000 in April 2020 taking the total claimant count to 95,000 people

### **Example Activities Supported:**

- Redundancies – individuals made redundant and businesses looking for workers will be supported via new partnership arrangements
- Advice and support for businesses – businesses will be supported to access the advice and financial support they need to recover from the pandemic
- Mental health and wellbeing – a programme to support employers and employees with the mental health and wellbeing support they need will be created
- Visitor economy – a campaign to promote Norfolk and Suffolk as a good place to live and work will be launched
- Digitisation – a campaign to support businesses to improve their online presence and improve productivity will be launched, including better use of technology as well as support for remote working
- Supply chain – LEP offices will work with local companies to capitalise on opportunities to sell more goods and services locally
- High streets – LEP officers with local authorities to re-open high streets safely

## Norfolk and Suffolk Cross-Cutting Skills Report (2018)

This report sets out the major skills challenges across Norfolk and Suffolk and the LEP's proposed solutions. It feeds into and aligns with the LEP's Economic Strategy and LIS.



**Main Challenges Identified:** Priority sectors are growing which is creating demand for higher level technical skills which are difficult to find; digital technology is becoming more pervasive and there is a need to upskill workers and businesses; the Industrial Revolution 4.0 will create new job roles with new technical requirements; there are severe skill shortages in important front line sectors; qualification levels are low and there is a need for 'work ready' staff; the existing workforce needs to be upskilled to meet the future needs of their employers; there is a shortage of teaching staff particularly in technical fields; the working age population is expected to remain the same over the next two decades; there is an outmigration of young talent.

**Main Ambitions Set Out:** Equip young people for success; drive skills progression for the workforce; provide agile and responsive training for key sectors; tackle barriers to work

### **Example Activities Supported:**

- Local Sector Partnerships: Enable employers and stakeholders to connect and articulate their skill needs
- Future Proofing Industry: Support employers realise the benefits of Industry 4.0 and ensure the availability of the right skills for these roles
- Careers Inspiration: Support young people and adults understand the outstanding local careers opportunities available locally
- Technical Skills Pathways: Ensure employer-led pathways are available for young people and adults to develop valuable technical skills
- In-Career Development: Ensure high quality skills provision to enable the existing workforce to upskill
- Teaching/Trainer Pipeline: Ensure that there are enough qualified and technically savvy teachers available to meet the needs of future employment
- Building Local Capacity: Support local skills providers to develop the expertise they need





## LEP Skills Advisory Panel's Local Skills Report (2021)

The report sets out the LEP's plan for supporting the growth of an inclusive economy with a highly skilled workforce to meet the needs of businesses.

**Main Challenges Identified:** It is difficult to provide education and employment opportunities to people in deprived rural and coastal areas due to poor transport links and less than optimal digital connectivity; the lowest performing areas for qualifications are Great Yarmouth, Sudbury, Kings Lynn, Watton and Thetford; new technology, data, sensors and automation (Industry 4.0) is going to create demand for new skills across many sectors particularly agri-food; there is high demand for people with the skills to work in health and social care and this is only going to increase to support the ageing population; the area tracks below the national average in HE Qualifiers by subject for relevant subject areas – most notably engineering, technology, computer science; in 2019 Norwich had the second lowest rating for social mobility in the entire country.

### **Main Opportunities Identified:**

Major developments such as Sizewell C and Norfolk Vanguard Offshore Wind Farm will increase demand for construction related skills; apprenticeship take up in engineering and manufacturing are strong, as well as health, public services and care.

Drive skills progression for the workforce; provide agile and responsible training provision for key sectors; equip young people for success; tackle barriers to employment.

### **Example Activities Supported:**

- Campaigns to raise awareness of training and mentorship opportunities for workforce
- Campaigns to highlight opportunities to get into Further Education teaching
- Events/engagements with school staff to help them understand the Enterprise Adviser Network.

## Norfolk Rural Economic Strategy (2021 Draft)

This latest report refresh for 2021-2024 focuses on the impacts of the COVID-19 pandemic and how the Strategy can respond to the major changes to rural community life.



**Main Challenges Identified:** Over half the people living in the county and claiming universal credit live in rural areas; business start up rates in rural areas are well below the national average; the 2020 digital transition has been huge but rural Norfolk still needs to overcome constraints due to a lack of connectivity and skills; rural communities need better access to health and wellbeing services; Brexit is causing challenges for many rural businesses (particularly health and social care) in recruiting and retaining workers; the impact of climate change could have significant impact for agricultural businesses.

**Main Ambitions Set Out:** 'Our vision for Rural Norfolk is inclusive, sustainable communities with a dynamic, connected economy and healthy natural environment, able to meet the needs of all rural residents and visitors'.

### **Example Activities Supported:**

- Provision of business diversification grants (e.g., a new LEADER or DRIVE programme)
- Diversification of publicly-owned assets (e.g., County Farms Portfolio) to support rural diversification
- Champion the role of the Environmental Land Management Scheme to support countryside access and active forms of countryside recreation
- Skills and education programmes to support rising demand for digital and clean growth skills
- Support businesses to work with schools to raise attainment
- Utilise the County's Innovation Mentoring Grant Programme to support innovation within businesses
- Push forward the Shared Rural Network Programme
- Introduce 5G and fibre connectivity to rural areas first

# Norfolk's **Planned Investments**

| Location                     | Planned Investments  |
|------------------------------|--|
| King's Lynn and West Suffolk | A149 King's Lynn Bypass; West Winch Housing Access Road; A47 Wisbech Bypass Junction Upgrades; A47 Tilney to East Winch Dualling; Future Fens Flooding Infrastructure; New Creative Hub; Kings Lynn Multi-User Hub   |
| Breckland                    | Snetterton Energy Supply; Thetford Water Supply; Thetford Sewerage Scheme; Thetford Sustainable Urban Extension; Attleborough Link Road; Thetford Energy Supply Upgrades; Attleborough Energy Supply Upgrades; Snetterton Heath Energy Supply Upgrades; A11 Thetford Bypass Junction Upgrades ; Thetford Community Shop (Employment Support) |
| South Norfolk                | Easton, Hethersett and Cringleford Sewerage Upgrade; A140 Long Stratton Bypass; John Innes Centre HP3; Norwich Research Park Expansion; Smart Emerging Technology Institute (SETI)   |
| Broadland                    | Broadland Growth Triangle Link Road; Broadland Business Park Rail Station; Broadland Growth Triangle Secondary School; Burlingham County Park Investments; A47 Acle Straight Dualling; Honingham Food Hub; Food Enterprise Park Solar Farm   |

# Norfolk's **Planned Investments**

| Location       | Planned Investments   |
|----------------|---|
| Norwich        | East Norwich Regeneration; Norwich Western Link; Digital Creative Incubator Hub   |
| North Norfolk  | A148 Fakenham Roundabout Enhancements; Weavers Way Walking and Cycling Route; Earlham Substation Upgrades; Cringleford Substation Upgrades; Trowse Rail Bridge Upgrades; Bacton Hydrogen Hub (working in partnership with Hydrogen East, OGTC, ORE Catapult and North Norfolk District Council)   |
| Great Yarmouth | Great Yarmouth Operations and Maintenance Campus; Great Yarmouth Sustainable Transport Package; Great Yarmouth Third River Crossing; Great Yarmouth Station Upgrades; Great Yarmouth Flood Defence Upgrades; Great Yarmouth North Quay Regeneration; Great Yarmouth Town Centre Improvements; Great Yarmouth North Quay Regeneration      |
| County-Wide    | A47 Dualling and Upgrades; Local Full Fibre Network; Shared Rural Network Scheme; Norfolk and Suffolk Innovation Network; Norwich in 90 Programme; Smart Emerging Technology Institute; Norfolk County Council Go Digital Programme; Invest East Investment Readiness Programme; Delivering Rural Investment for Vital Employment (DRIVE) |

# Norfolk's **Planned Investments**



**Name:** Great Yarmouth O&M Campus  
**Location:** Great Yarmouth  
**Theme:** Business  
**Cost:** £18m  
**Timescales:** 2021-2022

This project involves the demolition of buildings, refurbishment of the quay and creation of new pontoons on the southern tip of the South Denes peninsula in Great Yarmouth. These upgrades will make the area more accessible than it is at present and attract further investment from companies engaged with offshore wind farm development and maintenance (O&M). Associated infrastructure has also been upgraded to optimise the land for future development.



**Name:** Norwich Research Park Expansion  
**Location:** Norwich  
**Theme:** Business  
**Timescales:** 2021-2031

The Norwich Research Park has plans to bring forward 450,000 sq ft GIA of additional commercial space over the next ten years to support the Life Science sector. Priority investments include two innovation centres, a new incubator hub, a Diagnostic Assessment Centre (DAC) and John Innes Centre's proposed HP3 development (Healthy Plants, Healthy Planet and Healthy People). The first project to come forward is expected to be Innovation Centre II which will provide almost 42,000 sq ft (NIA) of new commercial space.



**Name:** A47 Upgrades  
**Location:** A47 Corridor  
**Theme:** Business and Place  
**Cost:** £300m  
**Timescales:** 2020-

£300m of improvements have been committed by Government and the Highways Agency to improve several stretches of the A47. Commitments include: dualling between North Tuddenham and Easton, dualling between Blofield and North Burlingham, improving the Thickthorn Junction and improving the A47 Great Yarmouth Junction. A campaign called 'Just Dual It' has been launched to encourage the Highways Agency and Government to dual the entire length of the A47.



**Name:** Smart Emerging Technology Institute  
**Location:** Norwich  
**Theme:** Business  
**Timescales:** 2020-2024

The Universities of East Anglia, Cambridge and Essex, alongside BT and the Norwich Cambridge Tech Corridor, are working to develop the East of England Smart Emerging Technologies Institute (SETI). This has two aspirations: 1) To create a closed high-speed data loop connecting the Norwich Research Park, the University of Cambridge, the University of Essex and BT at Adastral Park. This would enable the high-speed transfer and processing of large quantities of data, which will support research and enterprise activities like the development and testing of AI algorithms. 2) To deliver education and training infrastructure at each location focused on the development of specialist big data capabilities and skills.



# Selected **On-Going Investments**



**Name:** Clean Growth For Business  
**Location:** County-wide  
**Theme:** Business  
**Timescales:** 2021

New Anglia LEP are offering a series of webinars, events and resources to help businesses move towards a net zero position. The programme will help businesses learn more and develop plans and targets to help make their business operations cleaner and greener. Support is provided in relation to transport, property, construction, procurement and water.



**Name:** Norwich Digi Tech Factory  
**Location:** Norwich  
**Theme:** People  
**Cost:** £9m  
**Timescales:** 2020-2021

City College Norwich are currently building a new Digi Tech Factory using funds from New Anglia LEP's Growth Fund. It brings together the college's digital skills provision into a single purpose-built space, allowing the college to increase the number of students and apprentices studying digital courses. It will deliver a range of courses from creative media, to software and programming, and 'hard' digital skills in areas such as networking, infrastructure development, electronics and automated manufacturing.



**Name:** Norfolk Skills and Careers Festival  
**Location:** Norfolk Showground  
**Theme:** People  
**Cost:** £45k  
**Timescales:** On-Going

The Norfolk Skills and Careers Festival is an interactive event aimed at young people to help inspire them for their future career and to demonstrate the various options available. The Festival is structured around thirteen sectors covering Energy, Advanced Manufacturing, ICT – Digital and Creative, Financial and Business Services, Leisure, Tourism and Culture, Food and Farming, Science and Innovation, Health and Social Care, Construction and Logistics, Education and Training, Public Services, Retail and Enterprise, and Careers advice.



**Name:** Great Yarmouth Town Centre Regeneration  
**Location:** Great Yarmouth  
**Theme:** Place  
**Cost:** £13.7m

Great Yarmouth Borough Council have secured £13.7m from the Government's Future High Street Fund to help revive Great Yarmouth Town Centre as a vibrant economic, cultural, and community hub. Priority projects include an enhanced library, new homes, redeveloping the marketplace, creating a heritage centre, and introducing more planting and greenery.

# 1.3

## Norfolk's Businesses





# Business: Evidence Summary

## An important economy



Home to **39,500** businesses and **389,000** employees that contribute almost **£19bn** in Gross Value Added to the national economy each year

## An economy with important clusters



For example, Clean Energy in Great Yarmouth, Life Sciences at the Norwich Research Park, Creative and Digital in Norwich and one of the largest general insurance clusters outside of London

## A slower growth economy



Business and employment figures are increasing (**+13%** and **+9%** since 2010 respectively) but more slowly than at the national level (29% and 14%)

## A lower-wage economy



The biggest employment and business sectors are health, retail, education, manufacturing, construction, and hospitality

## A lower-value economy



While Norfolk contributes £19bn in Gross Value Added, its contribution *per head* is well below the national average (**£21k** vs £29k)

## An economy with regional variations



Norwich and Broadland make a significant contribution to the economy (£4bn and £3bn per year), which is much higher than North Norfolk and Great Yarmouth (£1.6bn and £1.8bn)

## An economy with opportunities



There are growing specialisms in higher-value parts of the economy, including Clean Energy, Knowledge Economy, Life Sciences, Digital/Creative, and Agri-Food

## An economy with relatively low innovation



Business start-up rates (**10%**) are below the national average (13%) as is uptake of innovation funds and the proportion of high-growth businesses is lower than in comparator areas (e.g. Cambridge and Cornwall)

# Norfolk's business base

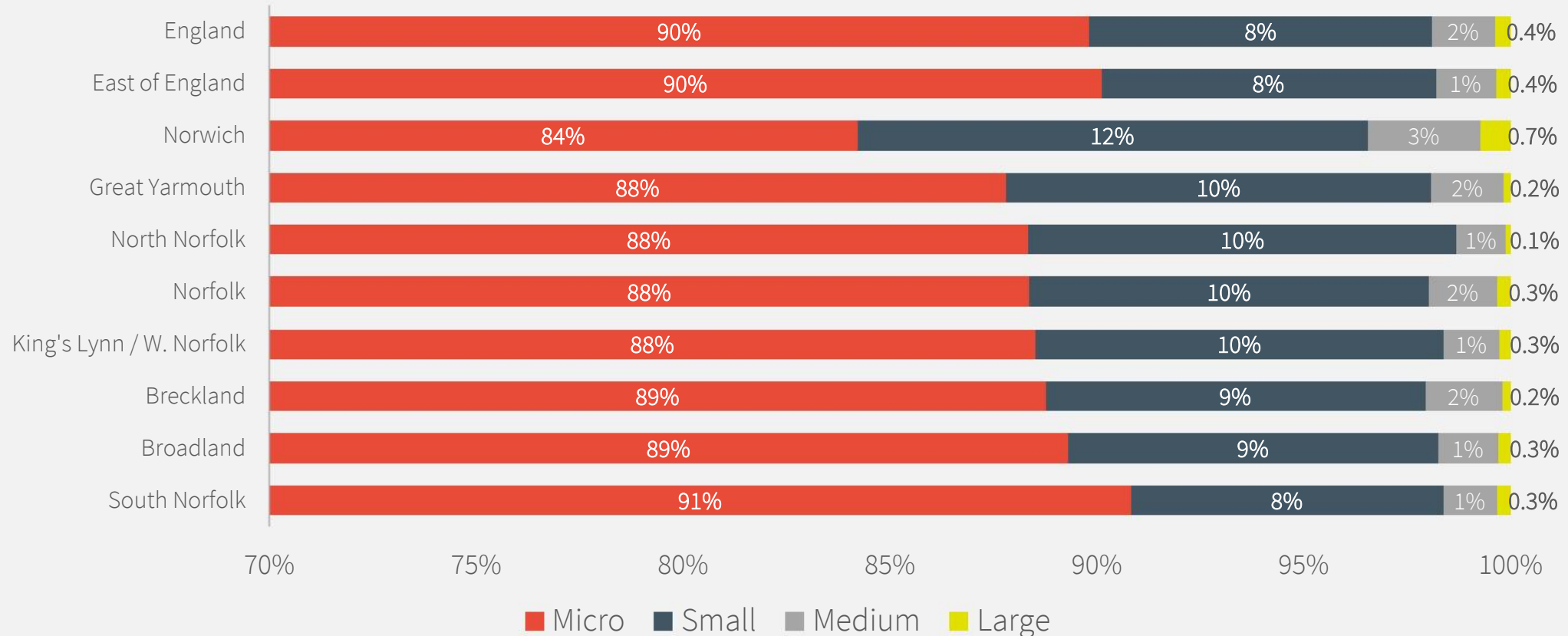
24

## A micro-business dominated economy...

Norfolk is home to around 33,150 businesses. Of which 88% are classified as micro-businesses.. Despite this apparent domination of the local economy, this is marginally lower than the East of England (90%) and England (90%). Norwich stands out as Norfolk's major urban centre with a tendency towards larger businesses.

**NB** business size is largely defined according to number of employees. A micro business is defined as having fewer than 10 people employed, Small (fewer than 50 employees), medium (fewer than 250 employees) and large (above 250 employees).

Proportion of businesses by size, 2021





## Norfolk's business base (2)

### Home to a unique sectoral mix of businesses...

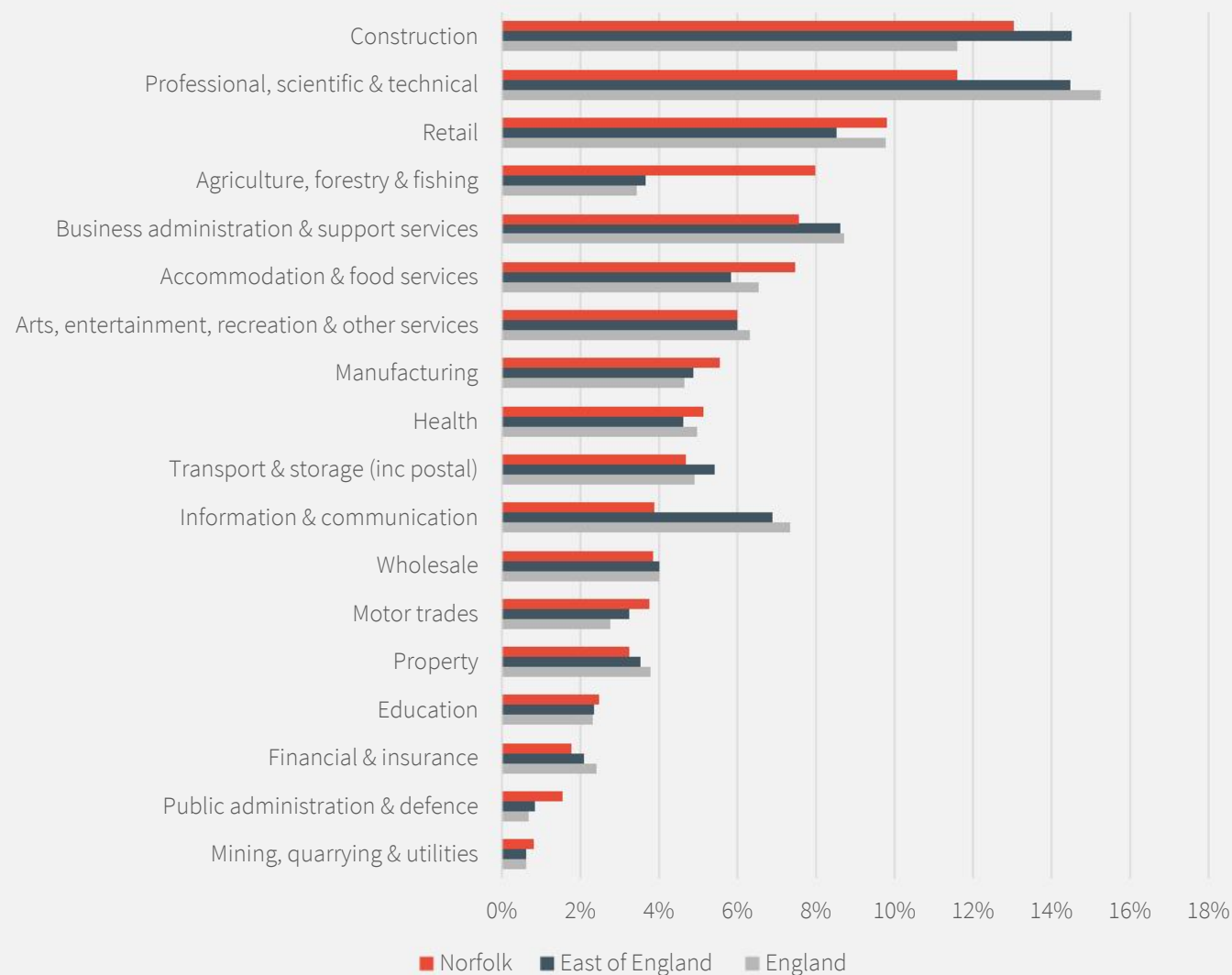
The sectors accounting for the largest shares of Norfolk's businesses are construction (13%), professional, scientific and technical (12%) and retail (10%).

While the retail split is in line with the national average (10%), construction businesses make up a larger proportion of the economy than they do nationwide (12%) and professional, scientific and technical businesses are much less well represented than across England as a whole (15%).

This is also the case for smaller but increasingly important knowledge economy sectors like Information and Communication. These firms represent about 7% of the East of England and national business base compared to just 4% of businesses in Norfolk.

Agriculture, forestry and fishing on the other hand represents a clear specialism in the Norfolk economy. Although this sector makes up a relatively small part of the national business base (3%) it is the fourth largest sector (by count of businesses) in Norfolk – accounting for 8% of all businesses.

Proportion of businesses by sector, 2021



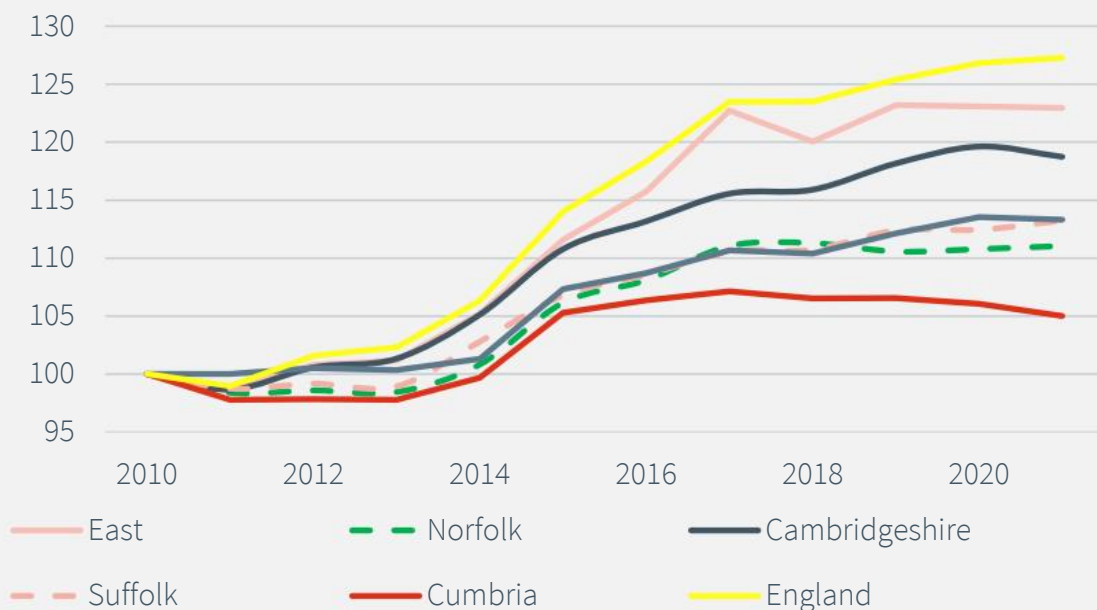
# Norfolk's growing business base

## Norfolk's business base has experienced slow growth over the past decade...

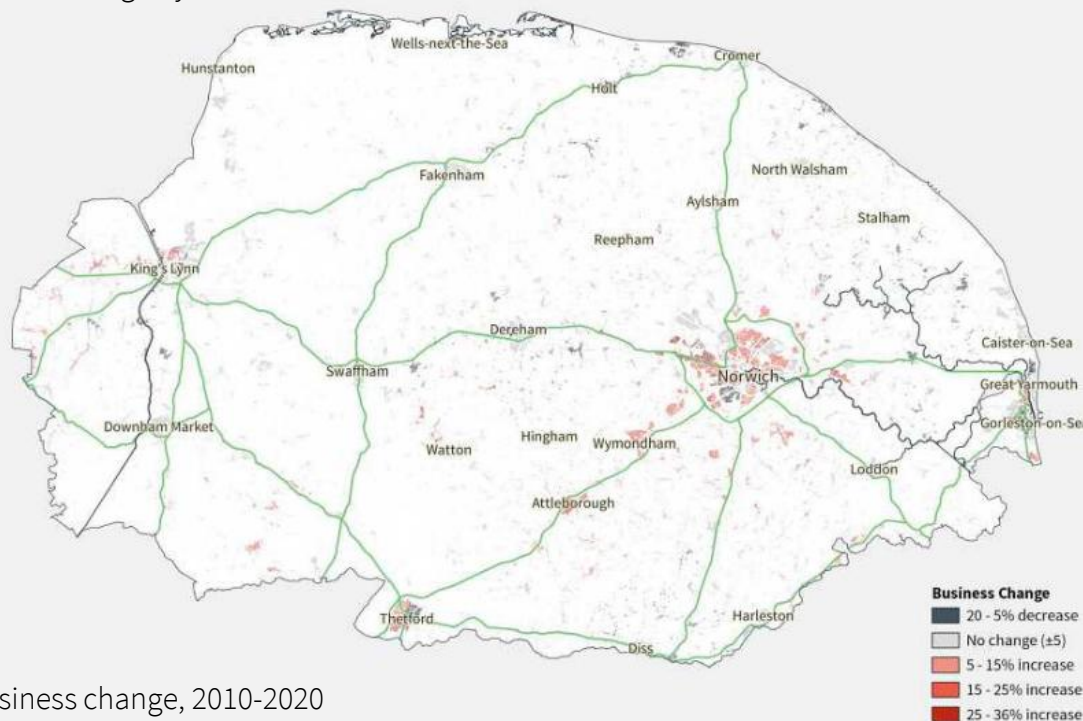
Norfolk's business base has increased by 11% since 2010, compared to the English growth rate of 27%.

Growth in the business base has been concentrated in South Norfolk (18%) and Norwich (16%) meanwhile North Norfolk (4%) and Great Yarmouth (4%) have experienced significantly lower growth rates.

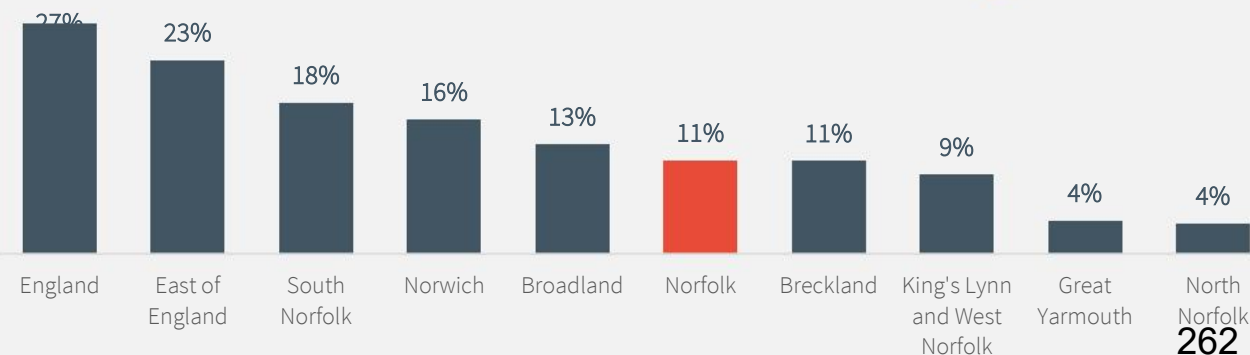
Business change, 2010-2020 (Index 100 = 2010)



Business change by MSOA, 2016-2020



Business change, 2010-2020



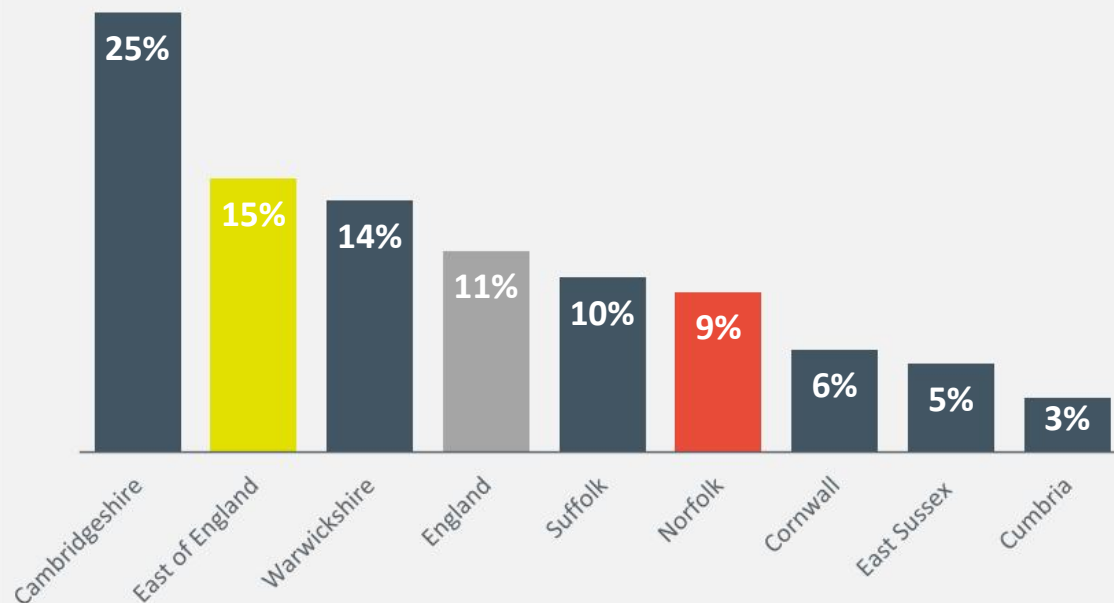
# Scale of Norfolk's **employment base**

## Health, retail and manufacturing are key employment sectors in Norfolk...

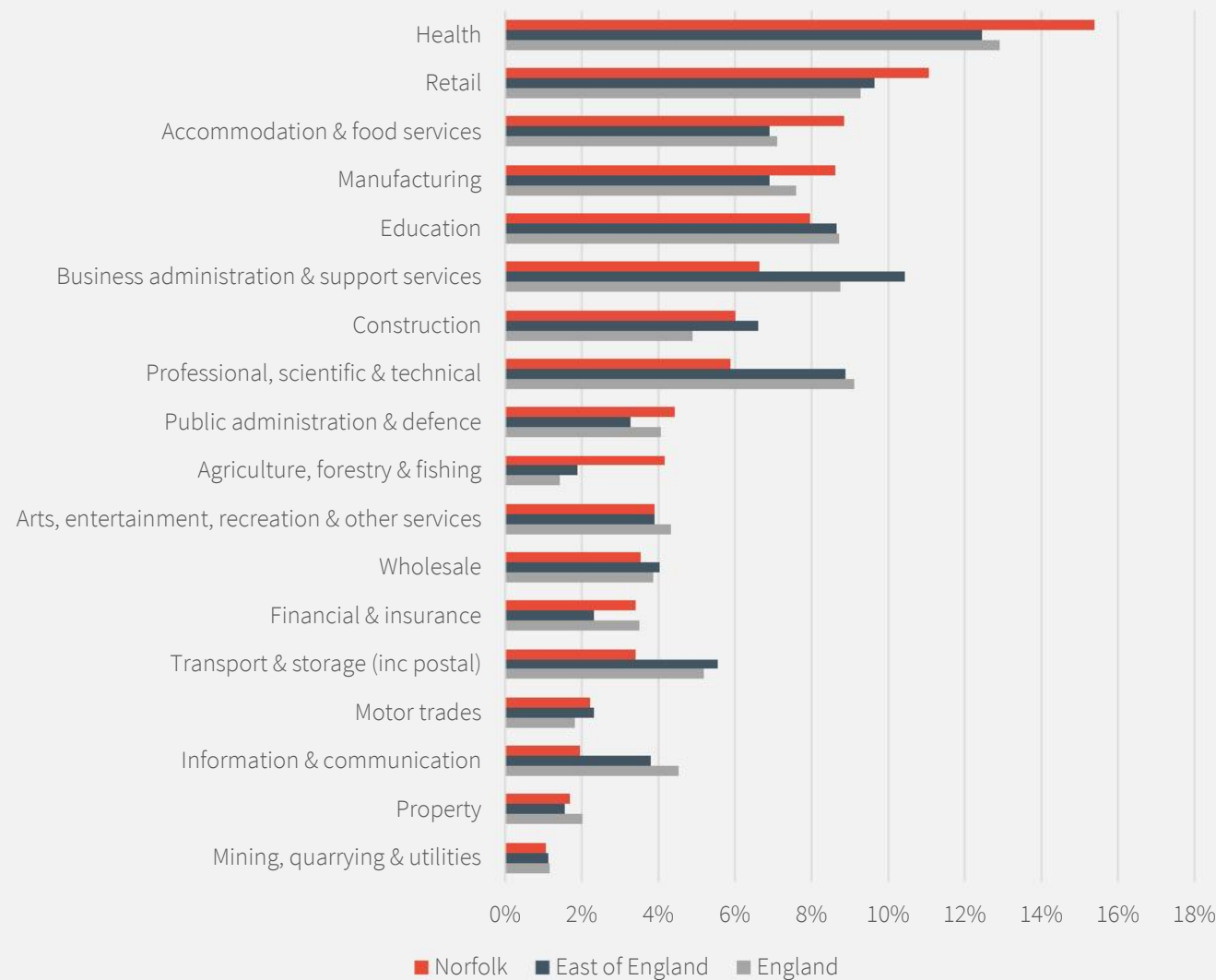
Health, retail and manufacturing account for 35% of total employment in Norfolk and each account for higher proportions of the employment base than is seen at the East of England and England level.

The number of employees in Norfolk has grown by 9% since 2010 equivalent to 31,500 jobs. This is lower than the scale of change seen across the East of England (15%) and England (11%).

Employment Change 2010-2020



Employment by sector, 2020



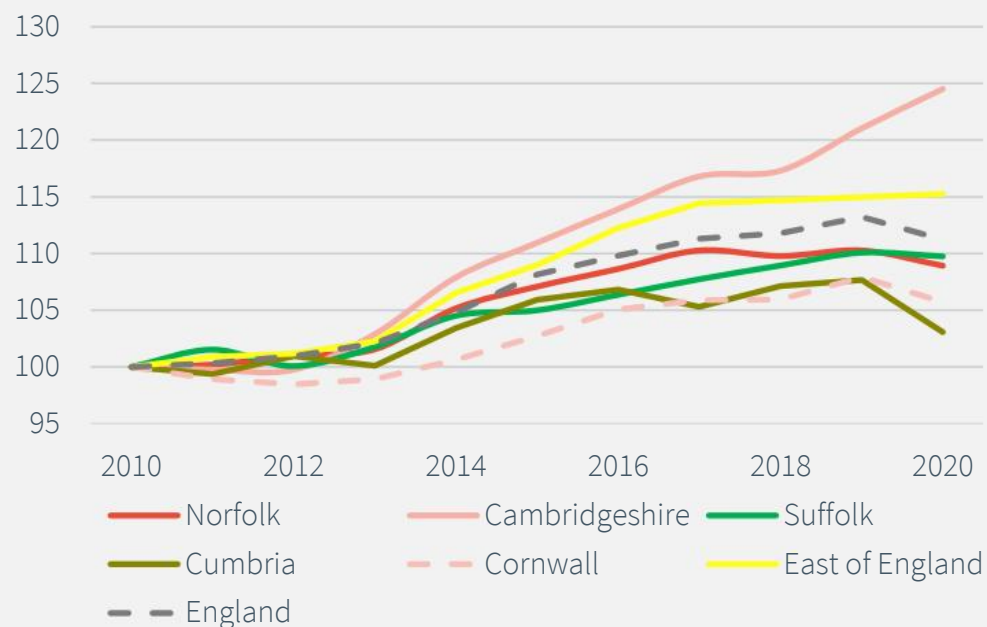
# Nature of Norfolk's employment change

## Employment growth has been uneven across Norfolk...

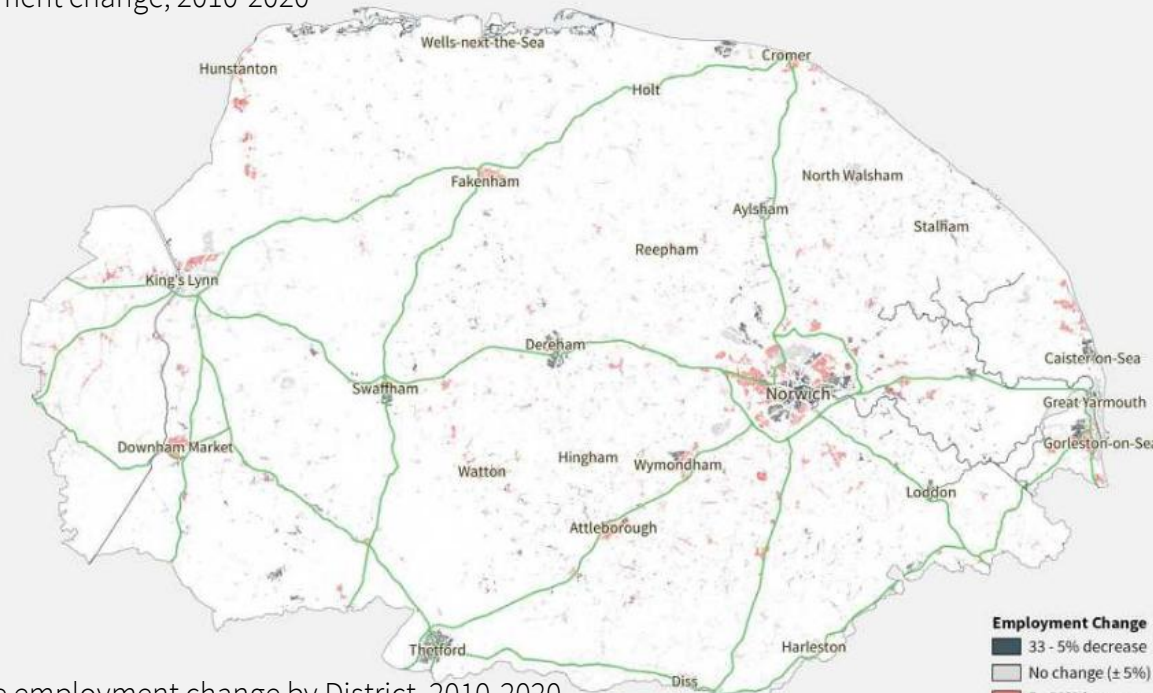
There have been dips in employment across Norfolk's coastal towns including Wells-next-the-Sea and Great Yarmouth, with pockets of losses in Norwich and Thetford.

Within Norfolk, since 2010, South Norfolk has experienced the strongest employment growth (additional 9,300 jobs or 19%) followed by Breckland (additional 7,800 jobs or 18%). Great Yarmouth is the only district to have experienced a net decline in employment over the period of 800 jobs, a 2% loss.

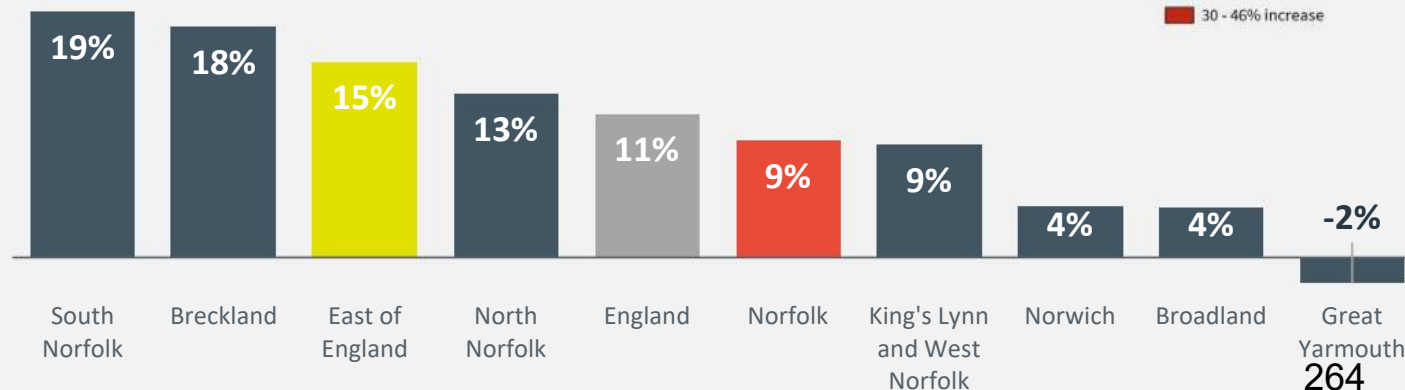
Changes to number of jobs between, 2010-2020 (Index 100 = 2010)



Employment change, 2010-2020



Percentage employment change by District, 2010-2020



# Norfolk's economic output

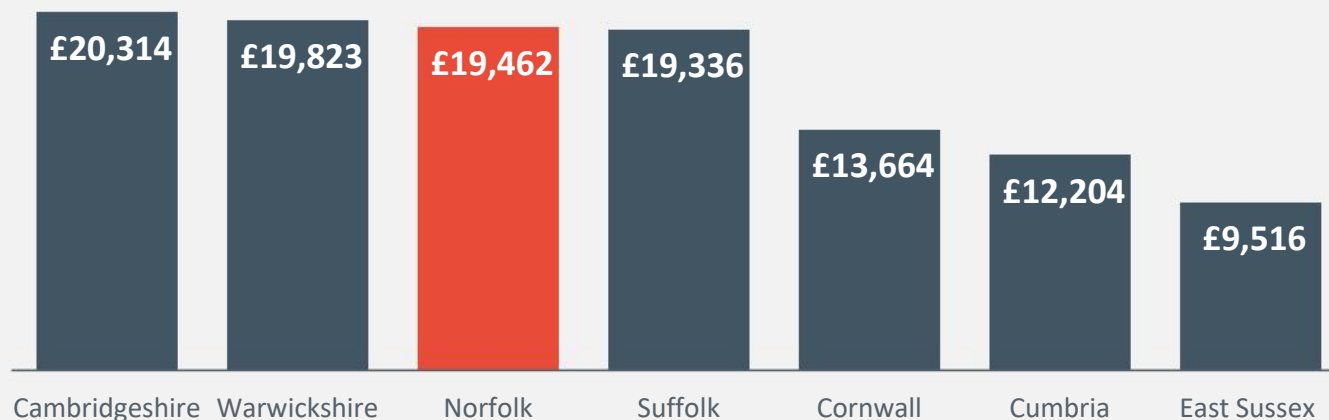
**Despite low productivity, Norfolk's size means it is a place of significant economic output...**

Norfolk contributed £19.5 billion in GVA during 2019.

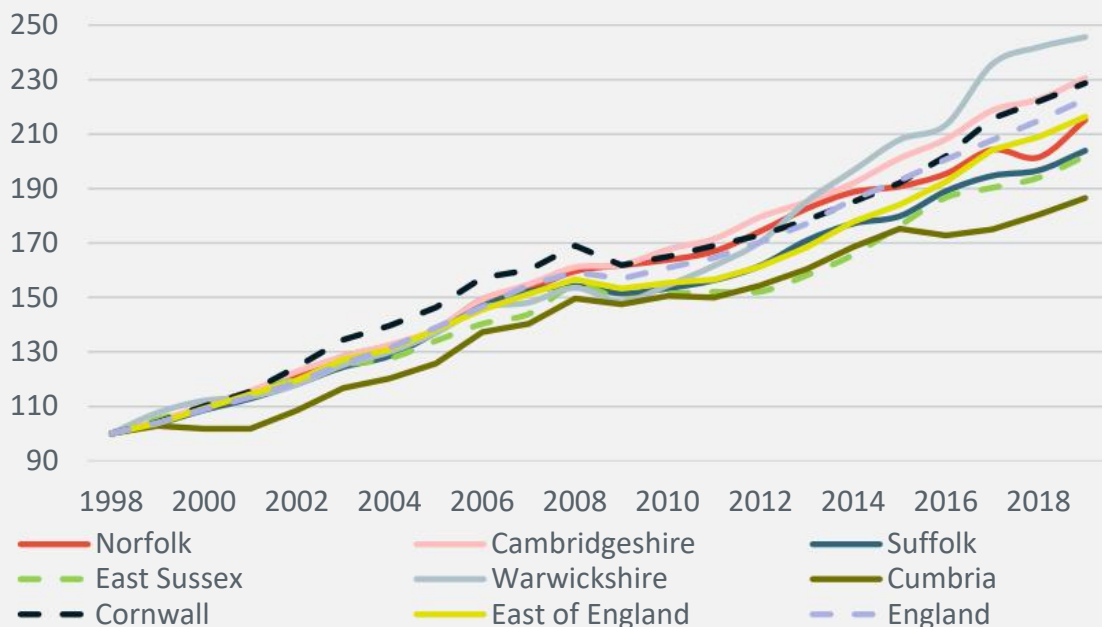
Since 1998, Norfolk has experienced GVA growth of 215% which is below the East of England (216%) and England (223%) averages.

In 2019, Norwich contributed the largest share of Norfolk's GVA (£4.2 bn) followed by Broadland (£3.5 bn) and King's Lynn and West Norfolk (£3.1 bn).

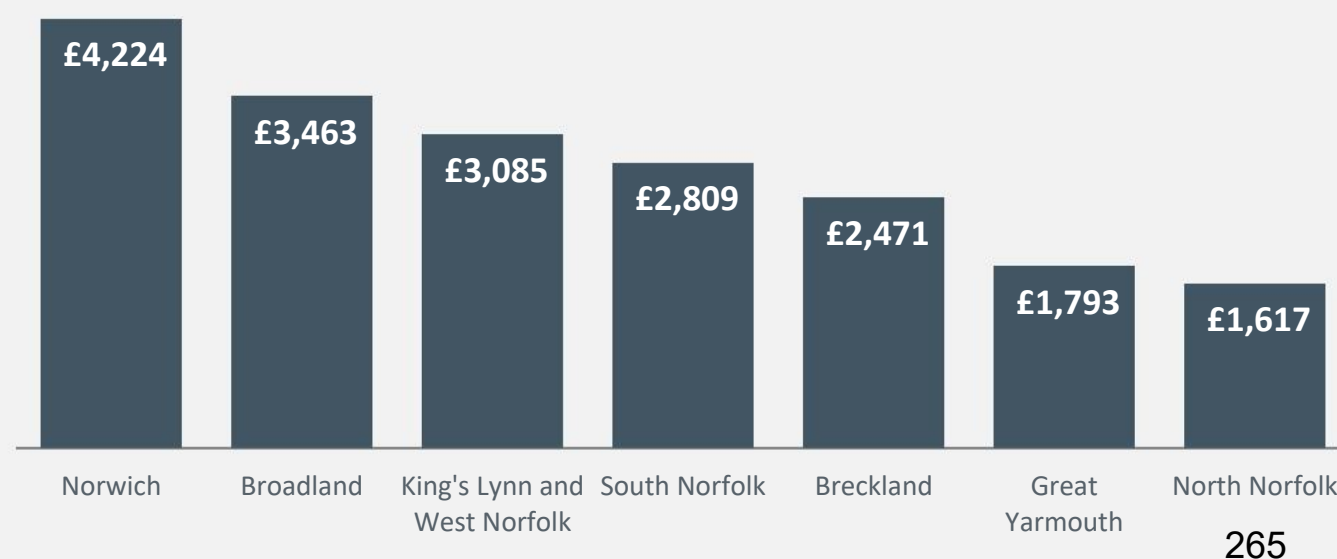
GVA (£m), 2019



GVA change, 1998-2019 (Index 100=1998)



GVA (£m), 2019





# Norfolk's productivity

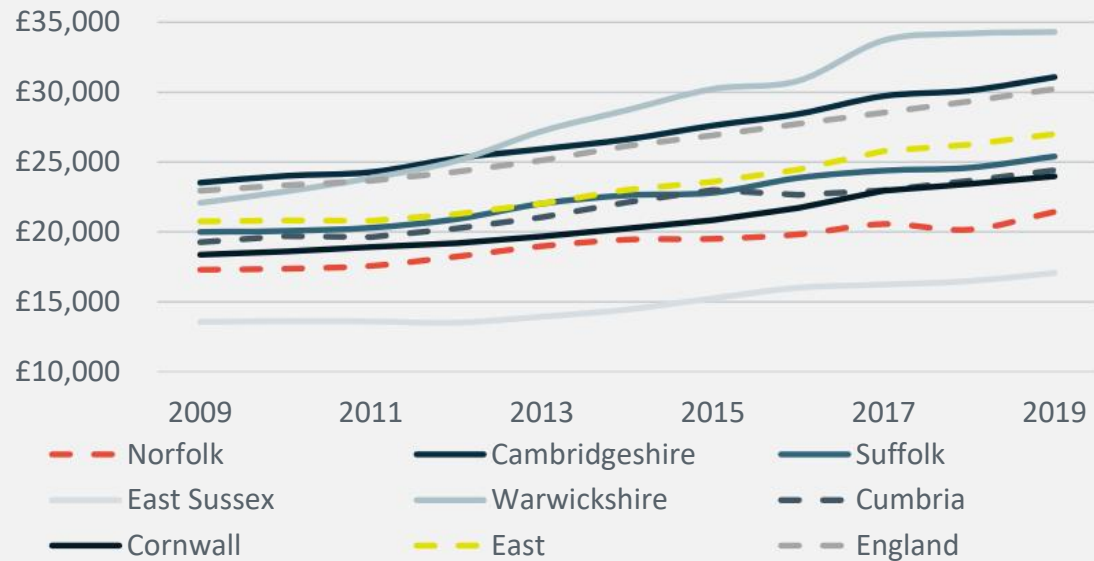
30

## Output per capita trails behind other areas...

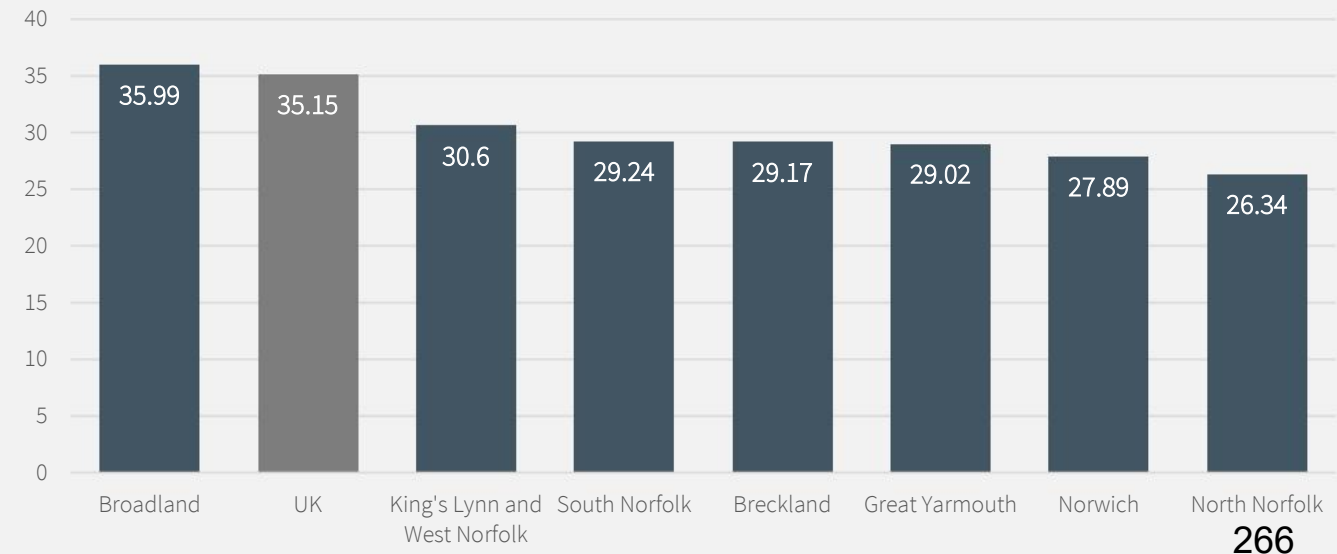
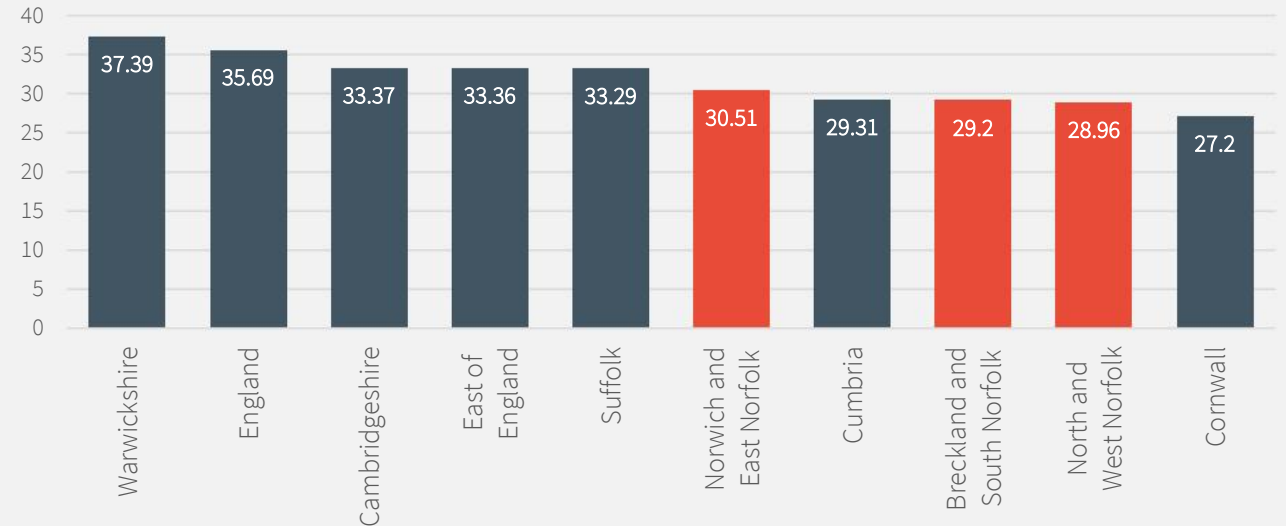
Gross Value Added (GVA) per hour worked was £29.75 in Norfolk, based on a simple average across the seven local authority districts. Broadland had the highest GVA per hour of £35.99 and North Norfolk had the lowest of £26.34. Norwich is one of the weaker districts on this measure.

When productivity is measured by economic output per person the results look quite different. Output per capita in Norfolk was £21,440 which is lower than the national average of £30,239 and East of England average at £27,015. However, Norwich has the highest average output per head of all districts (£30,048) on this measure and is the only district to exceed the East of England average (£27,015). This suggests that in commuting to Norwich causes high output per (resident) person which somewhat masks lower per hour productivity.

GVA per head, 2009-2019



GVA per hour worked, £ 2019



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# Focus On: Norfolk's Sectors

## Norfolk has a broad and diverse economy...






The following pages provide a deep dive into the County's sectors and identify which should be (a) supported to grow, (b) retained and/or (c) attracted to the county as per the diagram on the right. The analysis primarily focuses on the 'standard' sectors in red below which are pre-defined by the Office for National Statistics using Standard Industrial Classification (SIC) codes – they capture all employment and business activity in the county. Analysis also considers the five non-standard cross-cutting sectors in blue, which are identified in regional policy as local specialisms. This draws on other Government and best practice definitions which utilise a range of SIC codes from across the different standard sectors. The employment and business numbers reported for the cross-cutting sectors are therefore not 'additional' to those in the standard sectors.

### Standard Sectors

|   |  |   |   |  |   |
|---|--|---|---|--|---|
| <br>Business administration & support services | <br>Accommodation & food services | <br>Wholesale                              | <br>Arts, entertainment, recreation and other services | <br>Mining, quarrying and utilities | <br>Health                       |
| <br>Property                                   | <br>Manufacturing                | <br>Agriculture, forestry and fishing     | <br>Public administration & defence                   | <br>Financial & insurance          | <br>Information & communication |
| <br>Motor trades                              | <br>Education                   | <br>Professional, scientific & technical | <br>Transport & storage                              | <br>Construction                  | <br>Retail                     |

|   |  |
|---|--|
|  | <b>Grow</b><br>Higher value sectors that are growing and could define a future local economy                                 |
|  | <b>Retain</b><br>Specialised sectors that make an important economic contribution  |
|  | <b>Attract</b><br>Sectors that do not have a strong local presence but are expected to drive future national economic growth |

### Cross-Cutting Sectors

|   |   |  |
|---|---|--|
| <br>Clean Energy | <br>Knowledge Economy    | <br>Life Sciences |
| <br>Agri-Food  | <br>Digital / Creative |  |

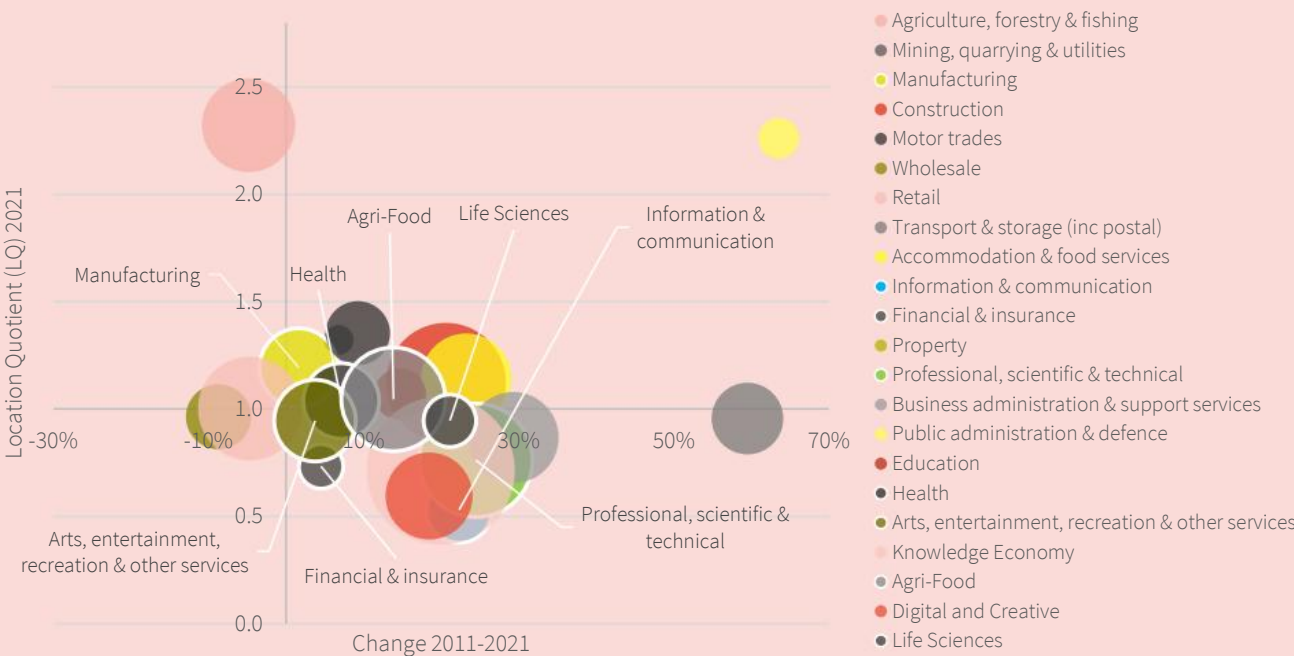


# Norfolk's Sectors: **Business** Sectors

## Some of Norfolk's largest business sectors are its fastest growing...

Professional, scientific & technical and business administration & support services are some of Norfolk's largest and fastest growing business sectors.

Business Sector Size, Specialisation and Growth



### Largest Sectors

- + Construction (5,100 businesses)
- + Professional, scientific & technical (4,600 businesses)
- + Retail (3,900 businesses)
- + Agriculture, forestry & fishing (3,100 businesses)
- + Business administration & support services (3,000 businesses)

### Highest Growth

- + Public administration & defence (64% growth since 2011)
- + Transport & storage (59% growth since 2011)
- + Business administration & support services (29% growth since 2011)
- + Professional, scientific & technical (25% growth since 2011)

### Largest Fall

- + Wholesale (9% fall since 2011)
- + Agriculture, forestry & fishing (5% fall since 2011)

### Most Specialised

- + Agriculture, forestry & fishing (LQ of 2.3)
- + Public administration & defence (LQ of 2.3)
- + Motor trades (LQ of 1.4)
- + Mining, quarrying & utilities (LQ of 1.3)

### Most Valuable

- + Real estate activities (£2.7bn to GVA PA)
- + Manufacturing (£2.2bn to GVA PA)
- + Wholesale and retail trade (£2.2bn to GVA PA)
- + Human health and social work (£1.9bn to GVA PA)
- + Education (£1.5bn to GVA PA)
- + Financial and insurance activities (£1.5bn to GVA PA)

GVA Contributions By Sector, 2019



Source: UK Business Count, ONS (2021); ONS, Regional Gross Value Added (2019). Note: the size of the bubble is proportional to the size of the business sector in 2021.



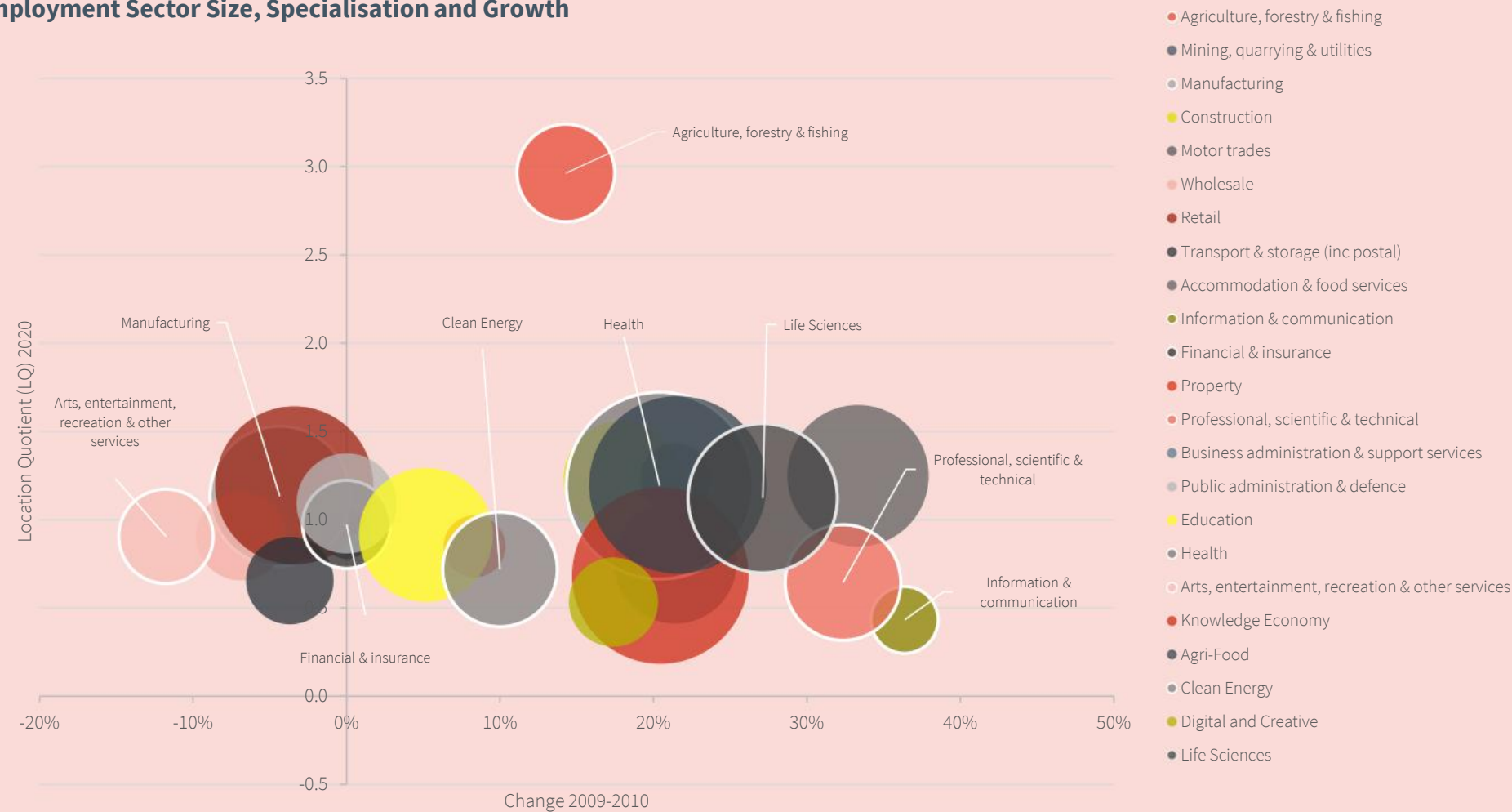


# Norfolk's Sectors: **Employment** Sectors

## Some of Norfolk's fastest growing employment sectors are high value...

Health, retail and accommodation and food services are Norfolk's largest employment sectors, whilst growth is concentrated in information and communication, accommodation and food services, and professional, scientific and technical sectors. Real estate, financial and insurance activities, and construction are Norfolk's most productive sectors.

### Employment Sector Size, Specialisation and Growth



### Largest Fall

- + Property (13% fall since 2010)
- + Arts, entertainment, recreation & other services (12% fall since 2010)
- + Wholesale (7% fall since 2010)
- + Manufacturing (4% fall since 2010)
- + Transport & storage (4% fall since 2010)

### Highest Growth

- + Information & communication (36% growth since 2010)
- + Accommodation & food services (33% growth since 2010)
- + Professional, scientific & technical (32% growth since 2010)
- + Life sciences (27% growth since 2010)
- + Agri-Food (22% growth since 2010)

### Largest Sectors

- + Health (59,000 employees)
- + Retail (42,500 employees)
- + Accommodation & food services (34,000 employees)
- + Manufacturing (33,000 employees)
- + Education (30,500 employees)
- + Business administration & support services (25,500 employees)

Source: ONS, Business Register and Employment Survey (2020); ONS, Regional Gross Value Added (2019). Note: the size of the bubble is proportional to the size of the employment sector in 2020.

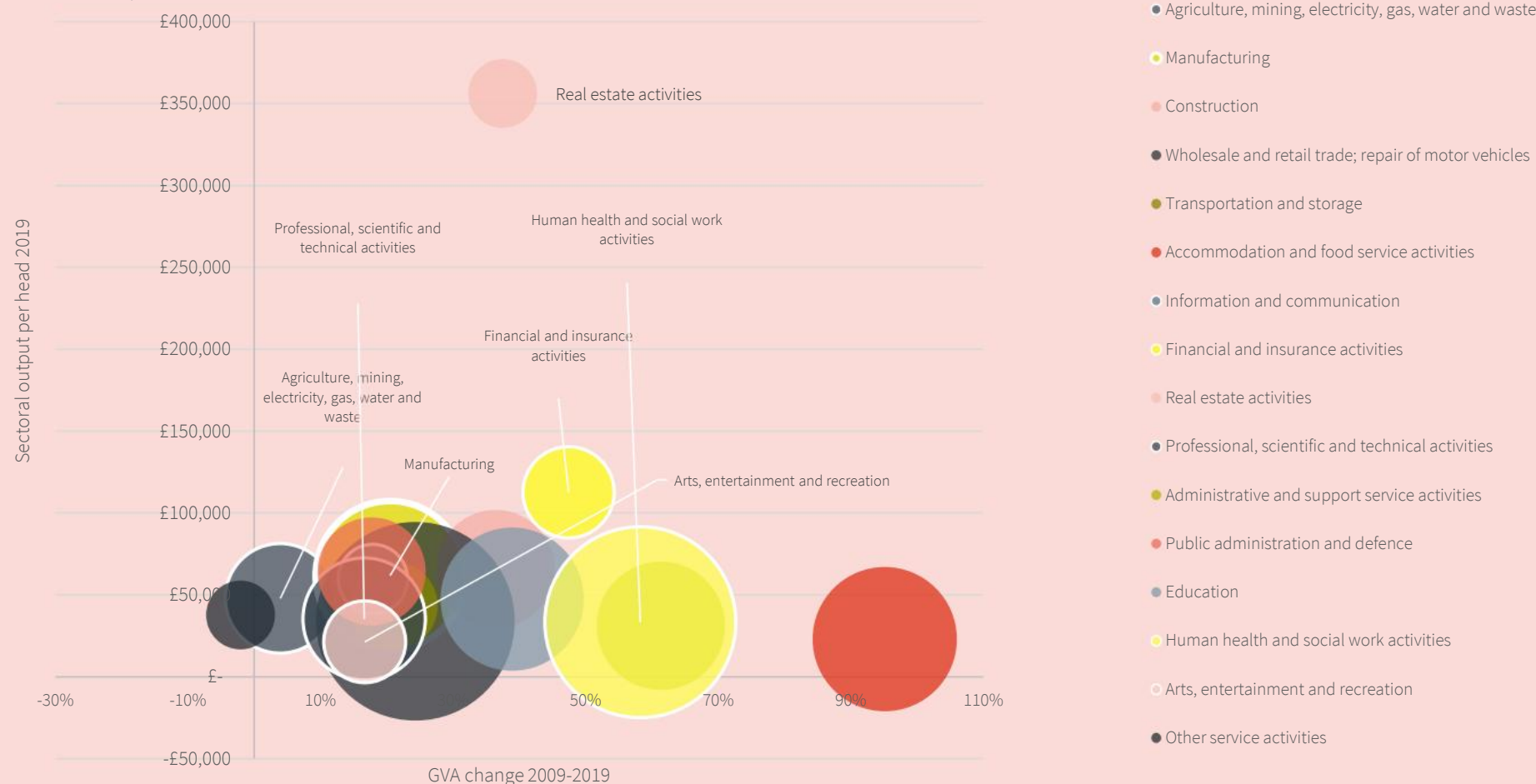


# Norfolk's Sectors: **Employment** Sectors

## Some of Norfolk's fastest growing employment sectors are high value...

Health, retail and accommodation and food services are Norfolk's largest employment sectors, whilst growth is concentrated in information and communication, accommodation and food services, and professional, scientific and technical sectors. Real estate, financial and insurance activities, and construction are Norfolk's most productive sectors.

Sector Size, Output per head and GVA Growth



Source: ONS, Business Register and Employment Survey (2020); ONS, Regional Gross Value Added (2019). Note: the size of the bubble is proportional to the size of the employment sector in 2020.

### Most Specialised

- + Agriculture, forestry & fishing (LQ of 3.0)
- + Accommodation & food services (LQ of 1.2)
- + Motor trades (LQ of 1.2)
- + Construction (LQ of 1.2)
- + Agri-Food (LQ of 1.2)
- + Retail (LQ of 1.2)

### High Value/High Growth

- + Real estate activities
- + Financial and insurance

### High Value/Highly Specialised

- + Construction



# Norfolk's Sectors: Employment Projections

## Administration, arts and health are expected to drive employment growth over the next two decades...

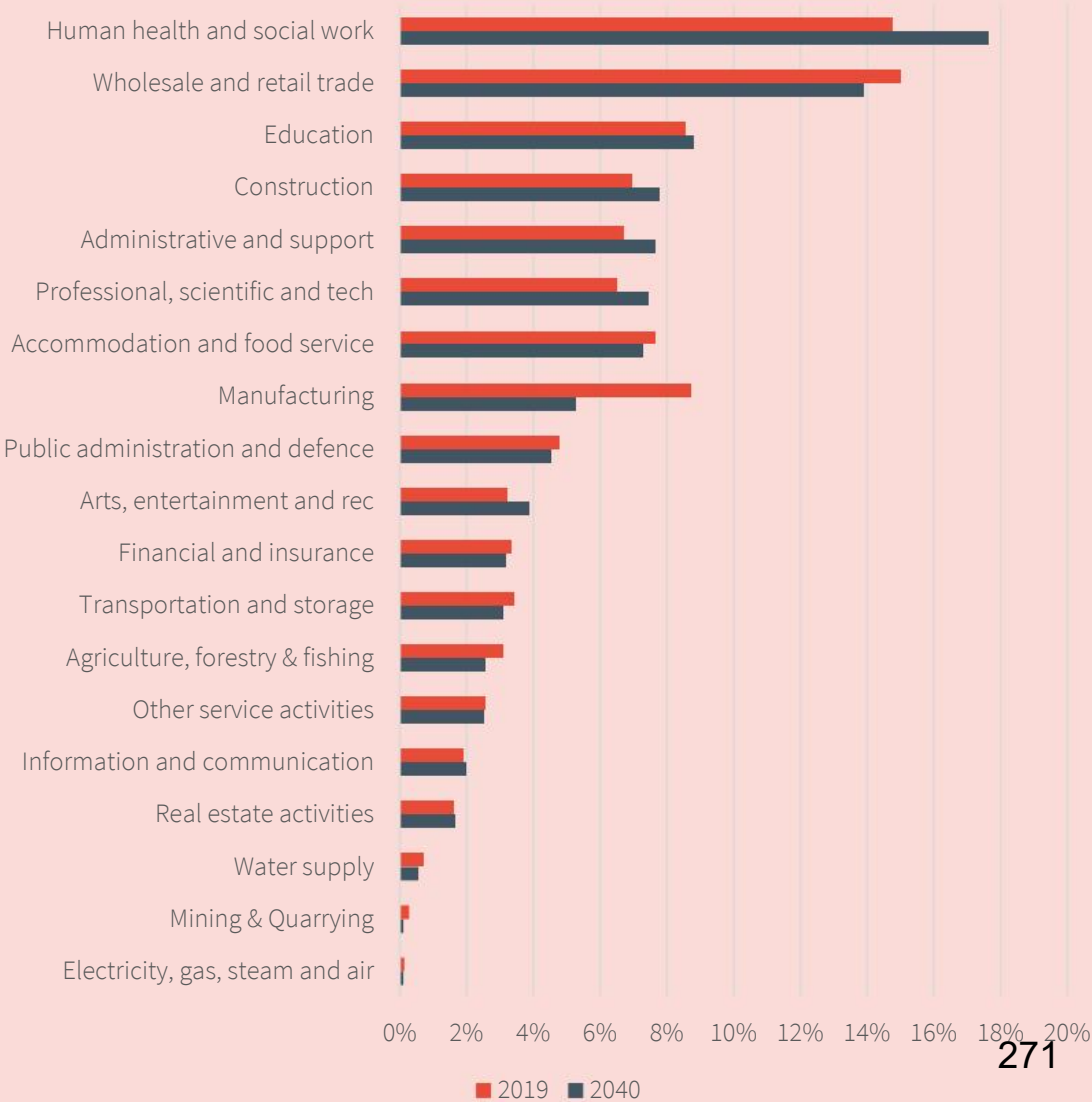
The Oxford Economics Local Forecasting Service suggests a large fall across some of Norfolk's current employment specialisms. Some of the largest declines in jobs by 2040 are expected in:


- + Manufacturing (14,200 jobs)
- + Wholesale and retail (2,700 jobs)
- + Agriculture, forestry and fishing (2,000 jobs)

Simultaneously, there is forecast to be significant employment gains in Norfolk over this same period. Sectors with the largest absolute jobs growth include:

- + Human health and social work (15,200 jobs)
- + Professional, scientific and technical (5,300 jobs)
- + Administrative and support (5,300 jobs)


Projected Employment Growth by Sector






**Growth**


**+26%** Administration and support vs +25% in the UK



**+25%** Arts, entertainment and recreation vs +18% in the UK




**+25%** Human health and social work vs +23% in the UK




**Decline**

**-58%** Mining & quarrying vs -54% in the UK



**-35%** Manufacturing vs -38% in the UK



**-22%** Electricity, gas, steam and air vs -14% in the UK

Source: Oxford Economics, Broad Employment Sector Projections (2021). <https://www.oxfordeconomics.com/uk-local-forecasts>



# Norfolk's Sectors: Output **Projections**

## Knowledge-intensive and health sectors are forecast to drive GVA growth over the next two decades...

The Oxford Economics Local Forecasting Service also assess potential changes in GVA at the local level. This shows a significant reprofiling of the Norfolk economy over the next two decades away from elementary occupations into knowledge-intensive sectors.

The following sectors are forecast to experience the largest absolute growth in terms of economic output:

- + Human health and social work (+£989m)
- + Real estate activities (+£896m)
- + Wholesale and retail trade (+£697m)

The sectors experiencing the largest decline in economic output include:

- + Agriculture, forestry and fishing (-£26m)
- + Mining and quarrying (-£18m)



### Growth

**+59%** Information and communication  
vs +66% in the UK



**+59%** Professional, scientific and technical  
vs +68% in the UK



**+53%** Human health and social work  
vs +51% in the UK



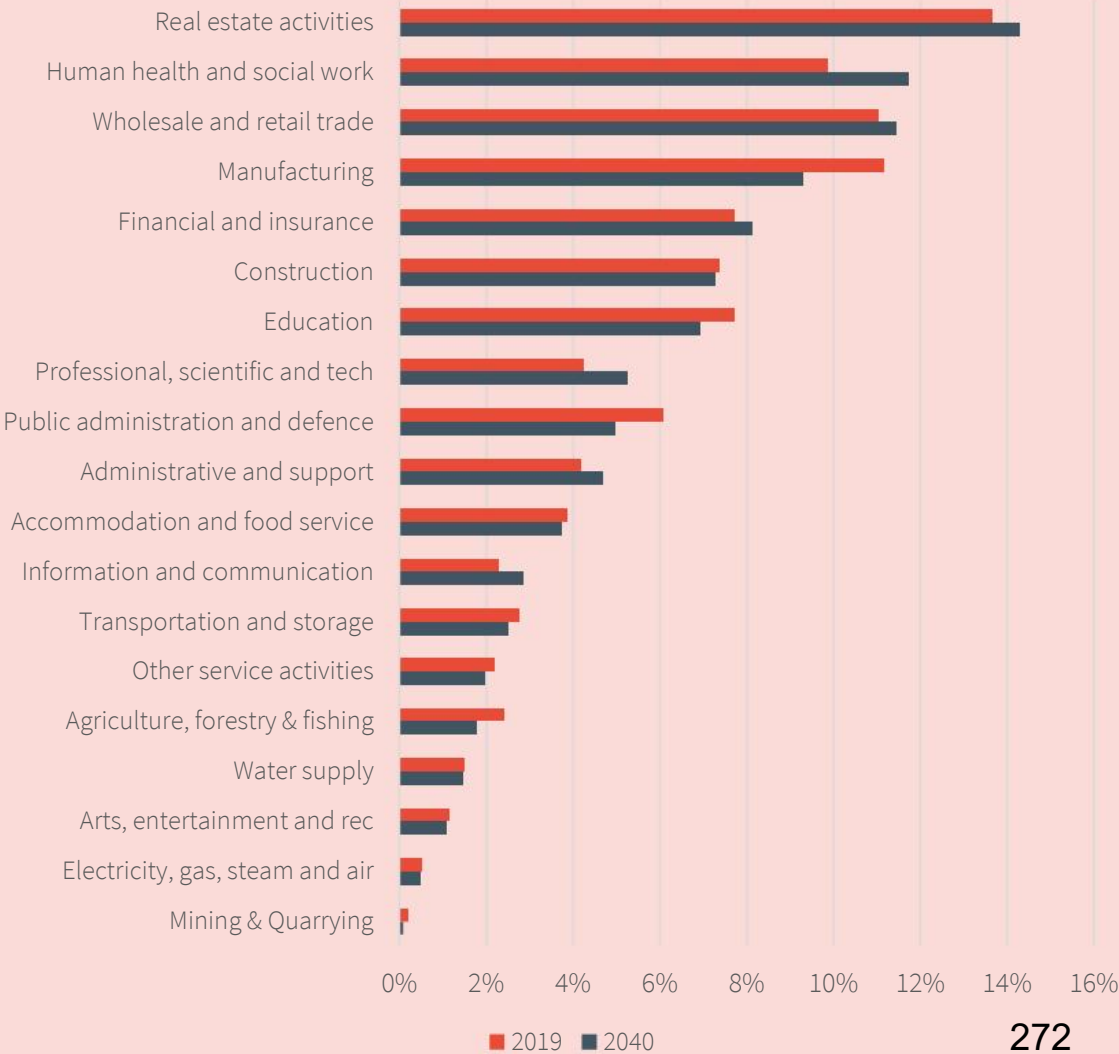
### Decline

**-46%** Mining & quarrying vs -45% in the UK



**-6%** Agriculture, forestry and fishing  
vs -8% in the UK




Forecast % of total GVA output: 2019 vs 2040





# Norfolk's Sectors: **Prioritising** Sectors

The table below outlines Norfolk's priority sectors in terms of those that should be (a) supported to grow, (b) retained and/or (c) attracted to the county. The evidence to justify these sectors is outlined alongside the relevant policy alignment, as discussed in more detail on previous pages.

| Category  | Sector                                 | Justification   | Policy Alignment  |
|---|--|---|---|
| GROW<br>      | Life sciences                          | 37,500 people are employed in this sector with 27% employment growth since 2010 and around 1,000 businesses.  | Norfolk and Suffolk Economic Strategy; Norfolk and Suffolk Cross-Cutting Skills Report  |
|   | Professional, scientific and technical | 32% employment growth since 2010 with 25% business growth since 2011 contributes 8% to Norfolk's GVA with this expected to grow 59% by 2040.  | Economic Strategy for the East of England; Norfolk and Suffolk Cross-Cutting Skills Report  |
|   | Clean energy                           | Norfolk's utilities sector (electricity, gas, steam, and air) is forecast to experience 22% employment decline by 2040. Meanwhile, clean energy employment in Norfolk has grown by 10% since 2010.  | Together for Norfolk; Economic Strategy for the East of England; Norfolk and Suffolk Local Industrial Strategy; Norfolk and Suffolk Cross-Cutting Skills Report |
| RETAIN<br>   | Human health and social work           | Norfolk's largest employment sector in 2019 (59,000 jobs), this sector is forecast to experience significant employment growth of 15,200 jobs by 2040 and already is Norfolk's largest sector (59,000 employees). Projected to experience 53% GVA growth over this same period. | Economic Strategy for the East of England; LEP Skills Advisory Panel's Local Skills Report  |
|   | Finance & insurance activities         | Equivalent £1.5 bn to GVA. High value jobs in Norfolk are relatively scarce other than finance and insurance. Aviva and Marsh are two of Norwich's largest employers. Largest insurance cluster outside of London.  | Norfolk and Suffolk Economic Strategy (2022)  |
|   | Agriculture, forestry and fishing      | A specialised employment sector (LQ 3.0) this sector is forecast to lose 2,000 jobs by 2040. This sits alongside recent employment growth of agri-food sector by 22% since 2010.  | Norfolk and Suffolk Economic Strategy; Norfolk and Suffolk Local Industrial Strategy; Norfolk Rural Economic Strategy   |
|   | Manufacturing                          | Contributes £2.2bn (or 11%) to Norfolk's GVA and employs 33,000 people at present. This sector is forecast to lose 14,200 jobs by 2040. However, the data currently does not capture emerging sectors like Aerospace or MedTech.  | LEP Skills Advisory Panel's Local Skills Report   |
| ATTRACT<br> | Information and communication          | This sector employs 7,500 people at present representing 35% employment growth since 2010.  | Norfolk and Suffolk's Emerging Renewal Plan; Norfolk and Suffolk Local Industrial Strategy  |
|   | Arts and entertainment                 | This sector has experienced a 12% fall in employment since 2010. Despite this, the sector employs 15,000 people and is forecast to grow by 25% by 2040.   | Together for Norfolk; Norfolk and Suffolk Local Industrial Strategy   |



# Norfolk's **high growth** businesses

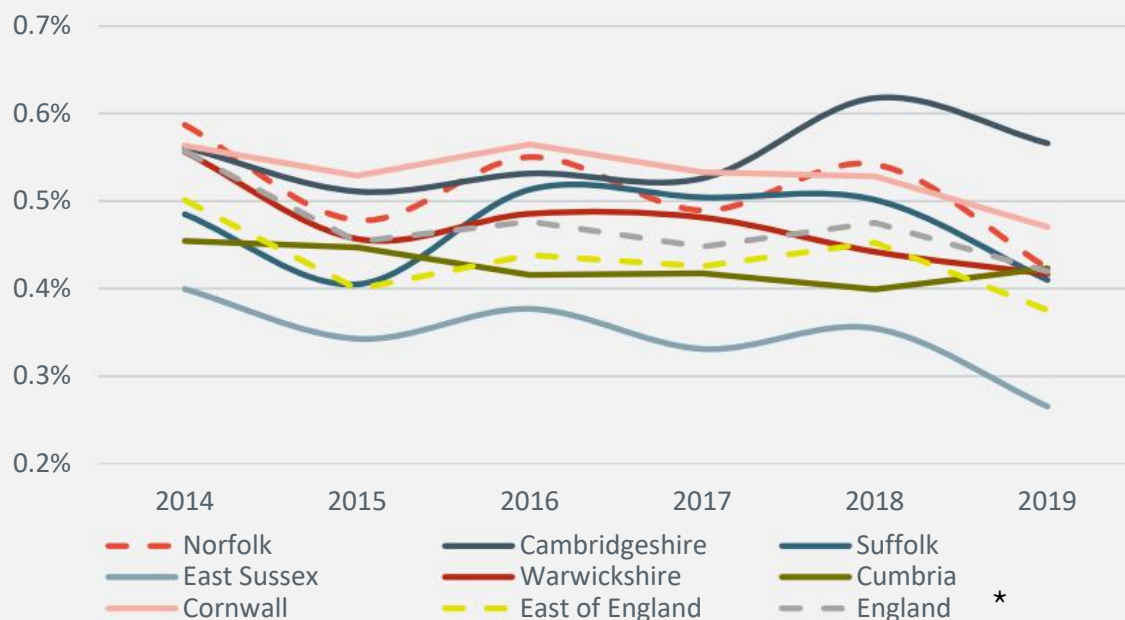
## High growth businesses form an important proportion of the Norfolk business landscape...

High growth businesses are measured by the number of businesses with 10 or more employees that experienced an average growth in employment of greater than 20% per year between 2016 to 2019. The high growth rates are calculated as a proportion of the 2019 active businesses with 10 or more employees.

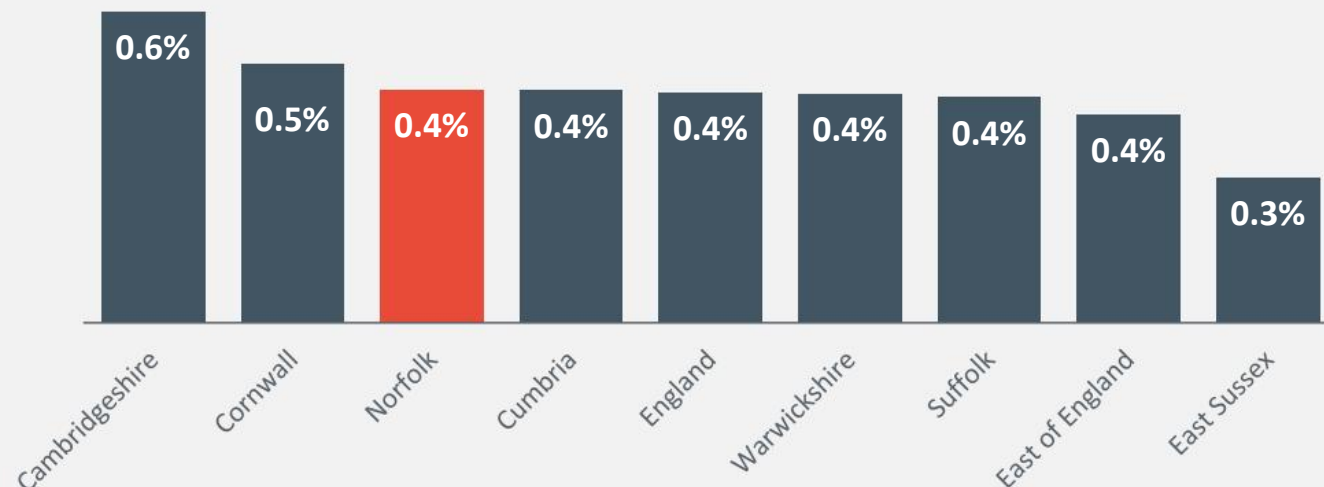
High growth businesses represented 0.4% of active businesses in Norfolk in 2019 which is in line with the East of England (0.4%) and England (0.4%) averages.

Breckland (0.7%) and Norwich (0.6%) have larger shares of high growth enterprises than the Norfolk average (0.4%).

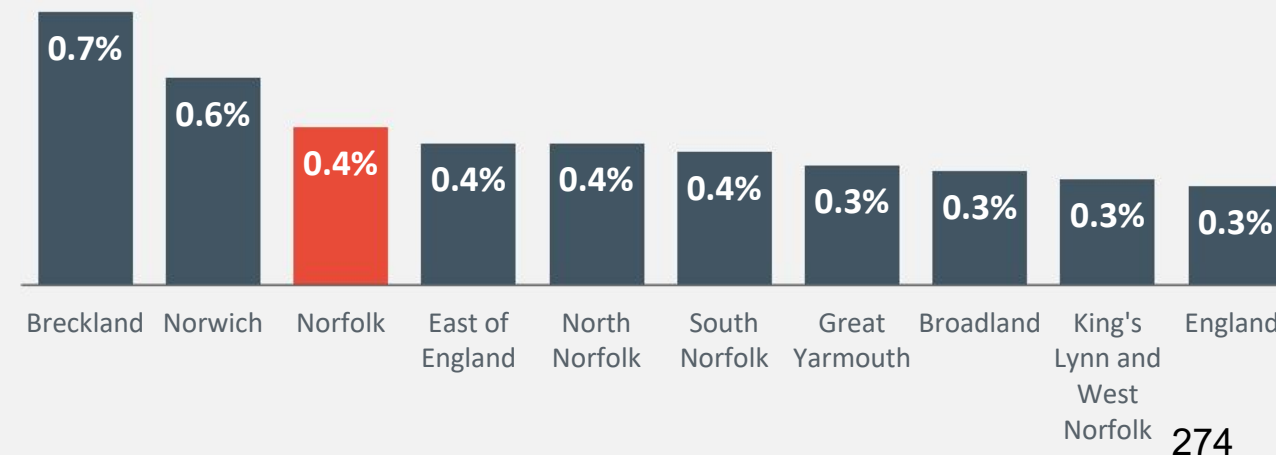
High growth enterprises as a proportion of the total business base, 2014-2019



High growth businesses as a proportion of the total business base, 2019



High growth businesses as a proportion of the total business base, 2019



# Norfolk's R&D expenditure

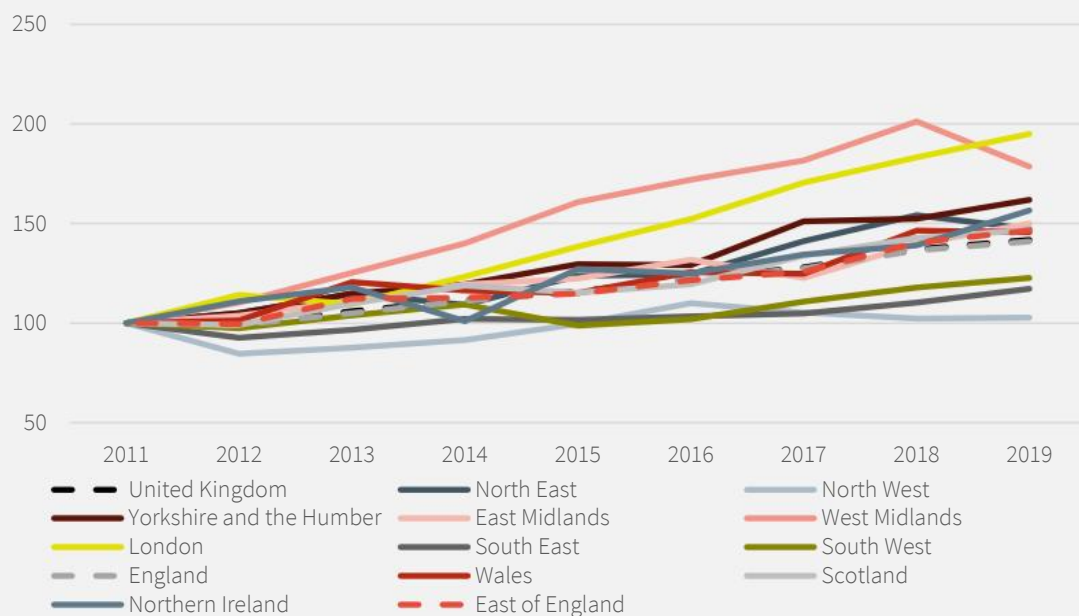
## The East of England is the second largest recipient of R&D expenditure in the UK, but Norfolk lags behind...

In 2019, the East of England received £6.9 bn total R&D expenditure equivalent to 18% of all R&D expenditure in the UK. Business expenditure (£5.4 bn) accounted for the largest share of this, equivalent to 18% of total business R&D expenditure received by the UK.

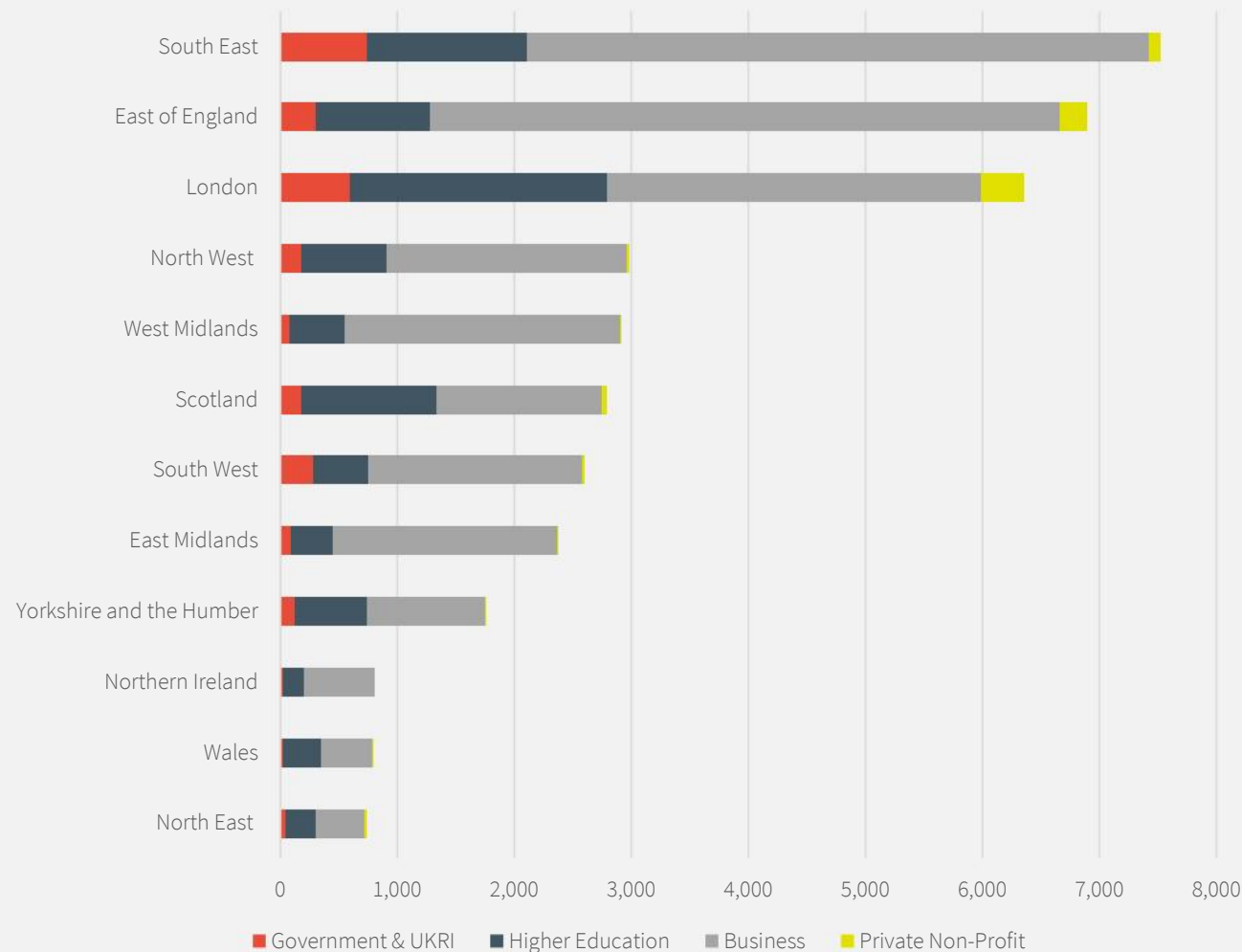
R&D expenditure in the East of England has increased by 46% since 2011, which is slightly above the average for England (41%) and the UK (42%) over this period.

Innovate UK data shows Norfolk had received 0.4% of funds since 2004, significantly lower than other areas in the East of England. R&D expenditure does not benefit Norfolk in the same way it does the East of England and the UK.

Gross domestic R&D expenditure by region, 2011-2019 (Index 100=2011)



Gross domestic R&D expenditure by region, 2019 (£m)



# Norfolk's innovation landscape

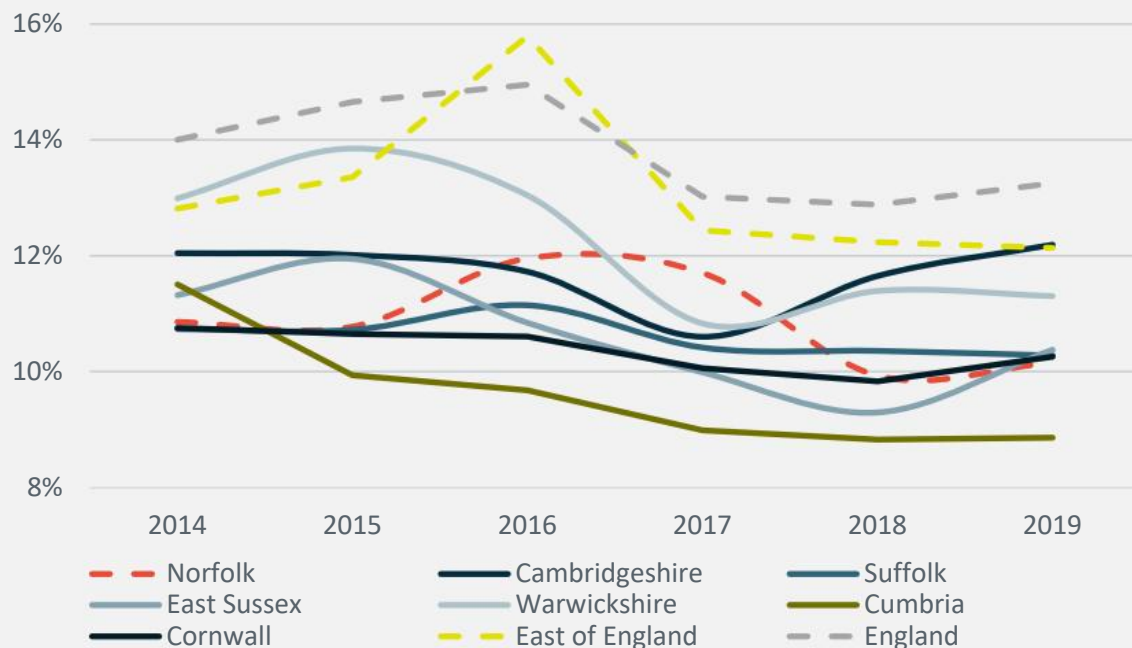
## Start up levels in Norfolk are low but businesses have a higher rate of survival...

In 2019, 10% of all businesses in Norfolk were in their first year of start up. This is below both the East of England (12%) and England average (13%).

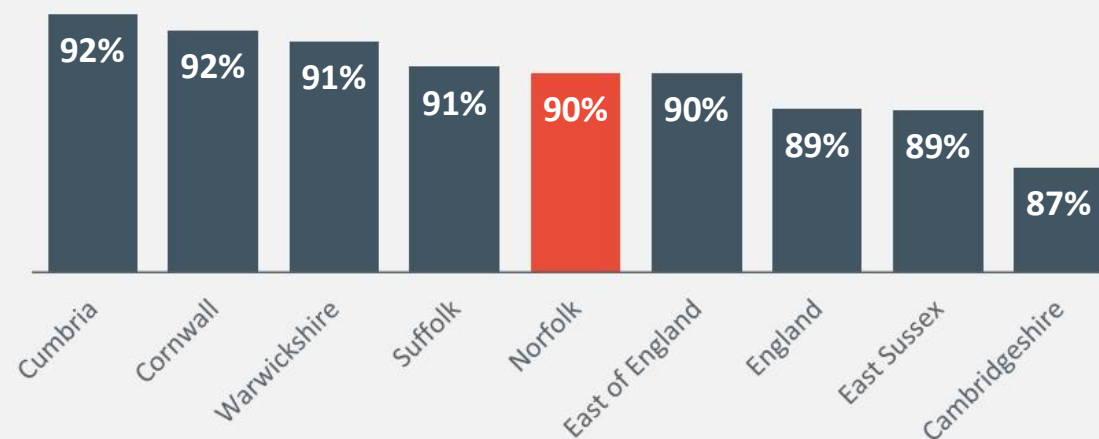
One year business survival rates in Norfolk (90%) are in line with the East of England (90%) and slightly higher than the average for England (89%).

Five year business survival rates are strong in Norfolk with 46% of businesses still operating after 5 years compared to 45% in the East of England and 42% in England.

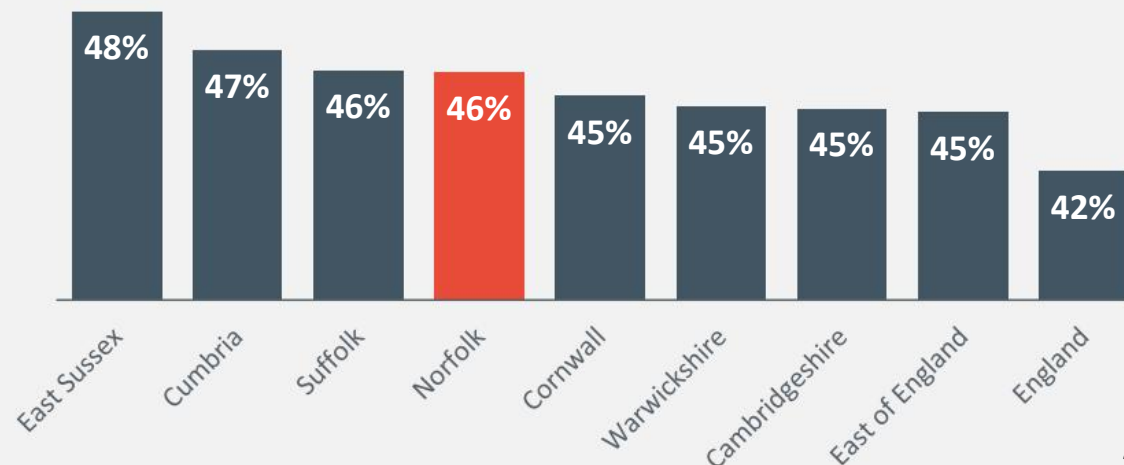
Start up rates as a proportion of the total business base, 2014-2019



1-year business survival rates (businesses established in 2018)



5-year business survival rates (businesses established in 2014)





# Access to finance for SMEs

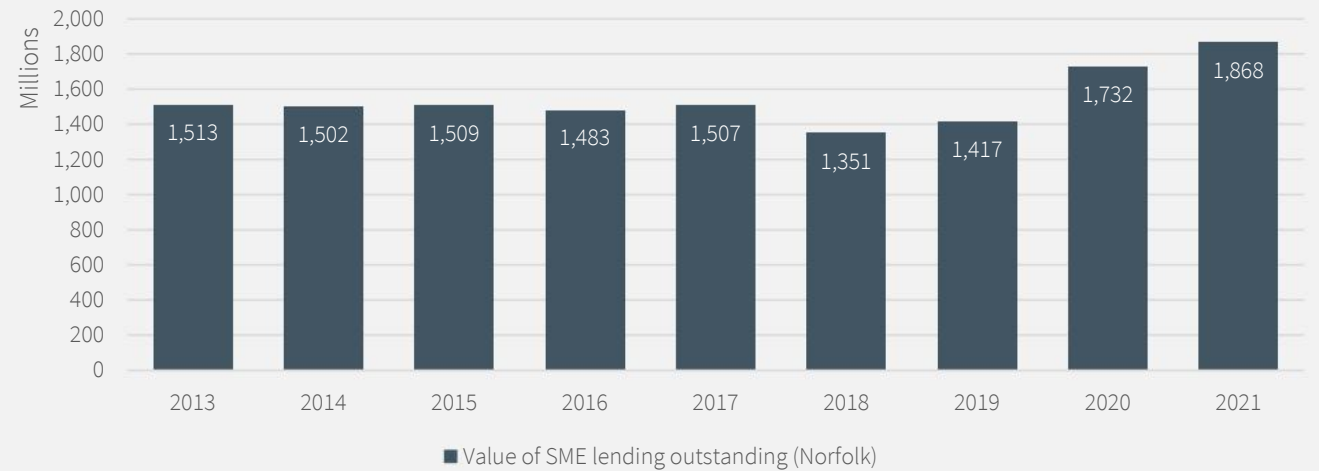
| Grant / Funding   | Amount Available + Dates   | Details / conditions / requirements   |
|---|--|---|
| Omicron Hospitality and Leisure Grant                         | Up to £6,000<br>20 <sup>th</sup> Dec 2021 – 31 <sup>st</sup> Jan 2022            | Grants are available to hospitality, leisure and travel businesses (with fewer than 250 employees) that have been impacted by the introduction of plan B restrictions due to the omicron variant of Covid-19.   |
| Supply Chain Innovation for Offshore Renewable Energy (SCORE) | 40% of eligible costs, or £50,000 with a minimum grant of £2,500                 | Grants are available for SMEs across England to develop new products, processes and ideas in offshore renewable energy. 12 hours of subsidised business support to help grow and develop businesses within the offshore renewables sector are also available.   |
| Internationalisation Fund                                     | Match-funded grants of £1,000 - £9,000<br>Currently open (started Dec 2020)      | Grants are available for English SMEs with up to 250 employees to use for future business activities, aimed at helping these businesses grow into new international markets. Funds can be used to support areas including (but not limited to) market research, IP advice, translation services, or international social media. |
| Small Grant Fund  | £1,000 - £25,000 (20% of the total cost of the proposed project). Currently open | Designed to provide funding for UK based growing SMEs. Grants can help towards the purchase of significant capital items, IP costs, development of new products or services, consultancy support, and trade fairs.  |
| Go Digital Funding Programme                                  | £500 and free expert advice<br>Currently open                                    | Free digital business support available for small and medium sized businesses in Norfolk to learn how to better use digital tools to identify business opportunities and help grow businesses. A grant of up to £500 can be applied for to help implement a digital action plan.  |
| BEE Anglia Energy Efficiency Grants                           | 40% of total project cost (or up to £20,000)<br>Currently open                   | Specialist advice and grants to support businesses in Norfolk and Suffolk to reduce their carbon footprint. Grants are available for any upgrade or improvement that achieves an adequate energy saving.  |
| Business Growth Grant   | £500-£10,000<br>15 <sup>th</sup> Oct 2021 – 31 <sup>st</sup> Jan 2022            | Grants are available to Norwich-based MSMEs (with fewer than 250 employees) for projects which support business growth. The grants will provide funding of up to 50% of the cost of improvement projects such as premises refurbishment or improving IT like card payment facilities or WiFi.                                   |
| Start-up Grants   | £1,000<br>Currently open   | Grants to support the start-up and development of new businesses that are less than six months old. The business must be based in the South Norfolk or Broadland District Council area and operate for a minimum of 16 hours per week.  |
| Delivering Rural Investment for Vital Employment (DRIVE)      | A grant between £5,000 and £30,000 (up to 40% of total project costs)            | DRIVE provides local businesses with access to a capital grant to invest in new business development that leads to job creation.  |

# Access to finance for SMEs (2)

## SME borrowing has accelerated since 2020 and the onset of the COVID19 pandemic...

- UK Finance data indicates the level of SME lending by postcode sector. This data covers all outstanding borrowing based on the primary trading location of the business and includes loans and overdrafts to businesses.
- The total value of borrowing will be driven by the size of the SME sector, the price level and the financial position of its constituent businesses. In cash terms, this remained relatively flat at approximately £1.5 billion between 2013 and 2017 before a 2018 dip.
- Outstanding lending to SMEs has accelerated since 2020 and the onset of the covid-19 pandemic and reached £1.8 billion in 2021.
- After adjusting for the growth in prices and the changing numbers of SME businesses in Norfolk indicates the average level of **real** outstanding borrowing per SME.
- In real terms, the level of borrowing per SME fell year on year from approximately £60,000 in 2013 to £43,000 in 2018. this jumped to £54,000 in 2020 and rose again to £56,600 in 2021.

Total outstanding lending to SMEs



Outstanding lending per SME (£, 2021 prices)



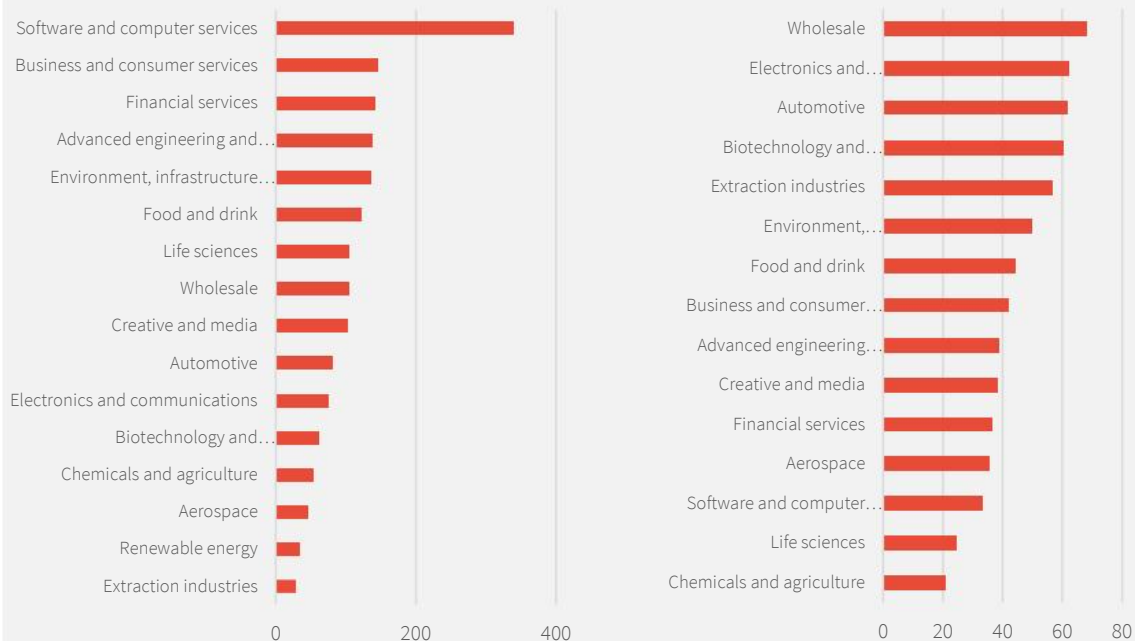
# FDI and venture capital in Norfolk

## The East of England performs well for average jobs created and safeguarded by each FDI project...

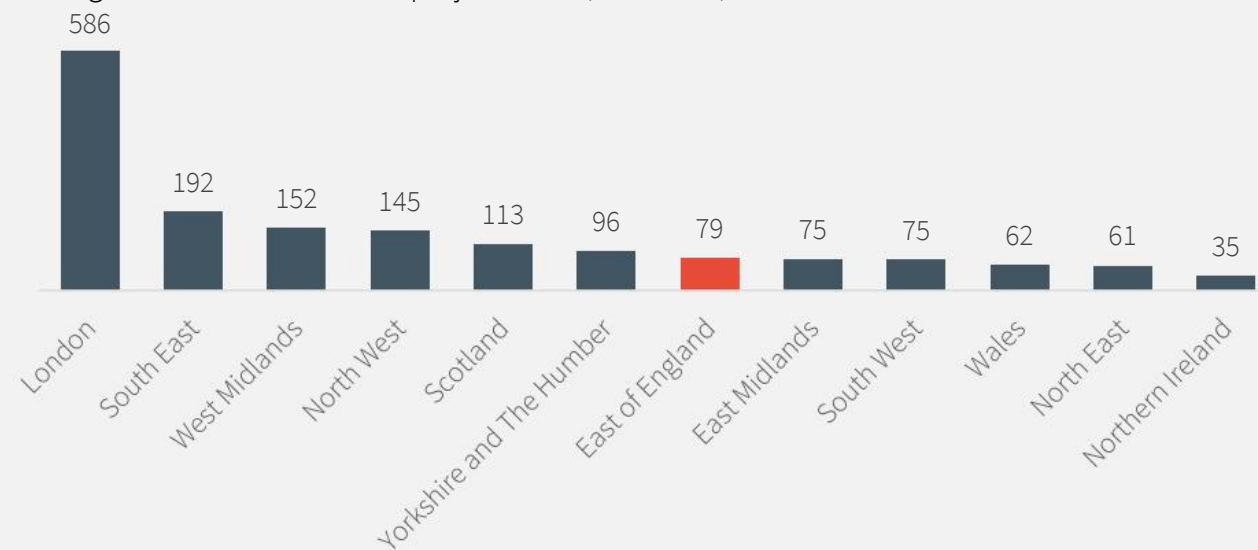
An average of 79 foreign direct investment (FDI) projects were created in the East of England each year between 2017 and 2021. For every FDI project in the East of England, an average of 38 jobs were created between 2017/18 and 2020/21. This is broadly in line with the UK average (39 jobs per project) and outperforms many regional comparators including London (24) and the South West (30).

FDI jobs data by sector is only available at the UK level. This data suggests that the largest share of projects by sector have in software and computer services, business and consumer services and financial services. Sectors creating and safeguarding the largest number of jobs per project are wholesale, electronics and communications and automotive.

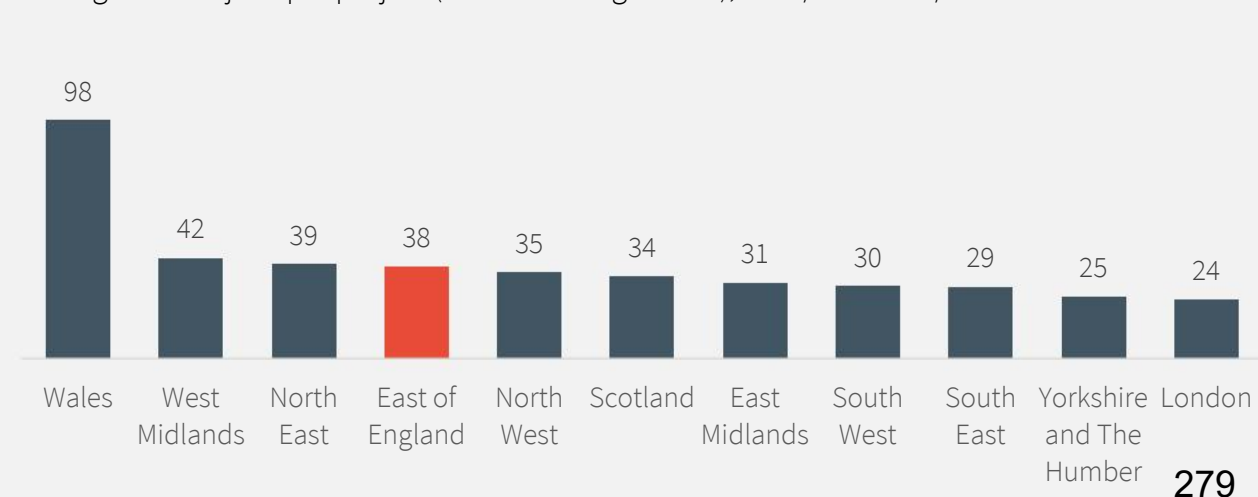
Average number of projects by sector (UK)    Average number of jobs by sector (UK)



Average annual number of FDI projects, 2017/18 – 2020/21



Average annual jobs per project (new and safeguarded), 2017/18 – 2020/21



# Norfolk's trade activity

## Norfolk's trade activity reflects its regional economic specialisms...

In 2020, the East of England was home to more than 116,000 exporting businesses. 57% of total exporting businesses in the East of England exported to countries in the EU which is slightly lower than the average for the United Kingdom (59%).

The most granular level data on trade activity is available at the port level. In 2021, Great Yarmouth exported £9.3m worth of goods in 2021 whilst King's Lynn exported £30.7m. Exports to the EU accounted for 81% of goods by value at Great Yarmouth and 83% at King's Lynn.

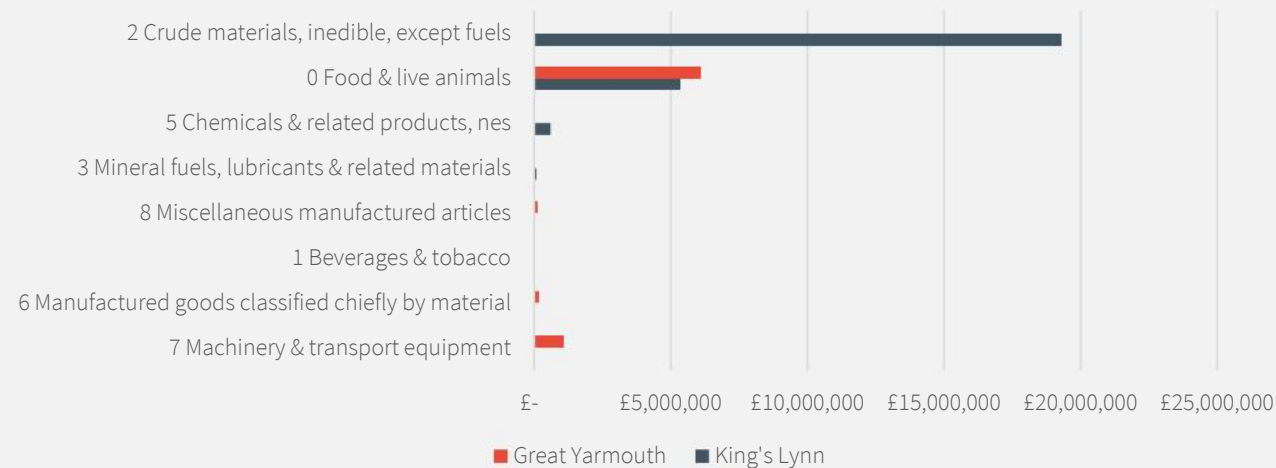
Breakdown by sector shows that the majority of goods exported at King's Lynn were crude materials (inedible, except fuels) which totalled £19.3m in value followed by food & live animals (£5.3m). At Great Yarmouth, the most significant export categories included food & live animals (£6.1m) and machinery & transport equipment (£1.1m).

In 2021, non-EU imports to Great Yarmouth totalled £7.3m worth of goods whilst King's Lynn imported £0.8m in goods.

Trade activity by port, 2021



EU Exports by Sector, 2021



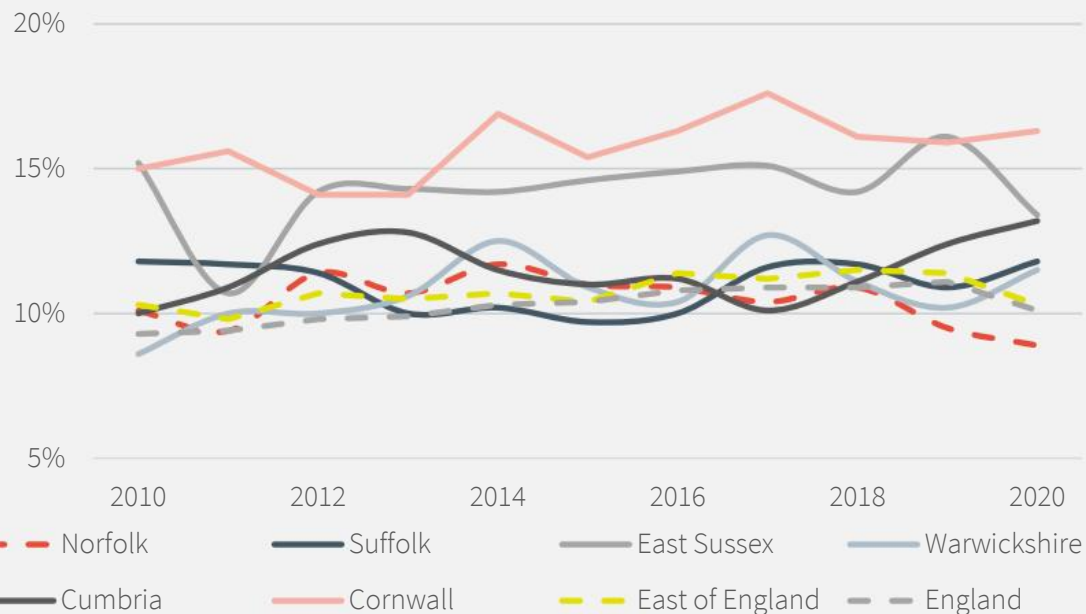
# Self-employment across Norfolk

## Self-employment in Norfolk is low but with significant variations across the county...

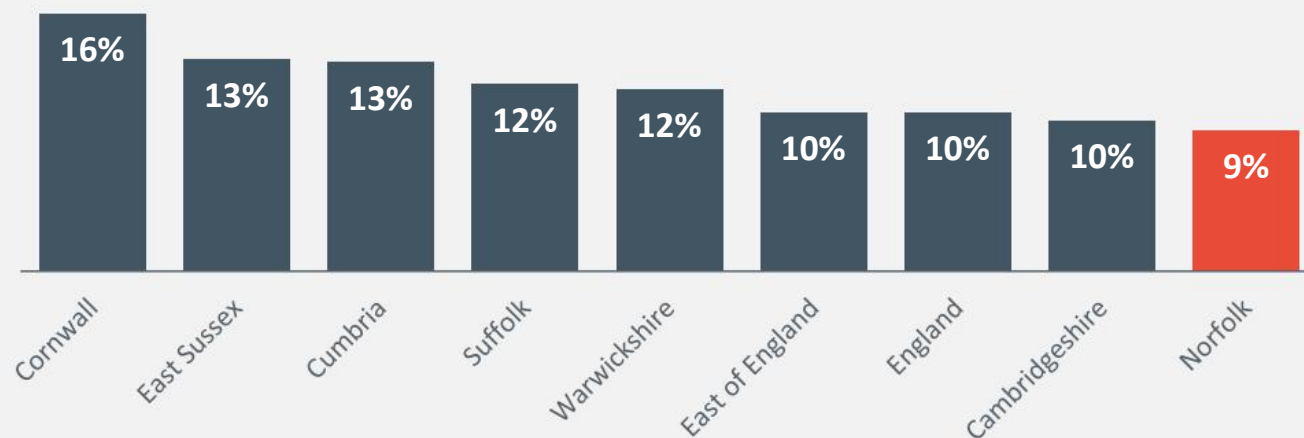
9% of working age residents (aged 16-64) in Norfolk are self-employed which is slightly lower than the East of England (10%) and England (10%).

Levels of self-employment vary significantly across Norfolk. The highest levels of self-employment are seen in North Norfolk (17%) whilst the lowest levels are seen in Norwich (5%).

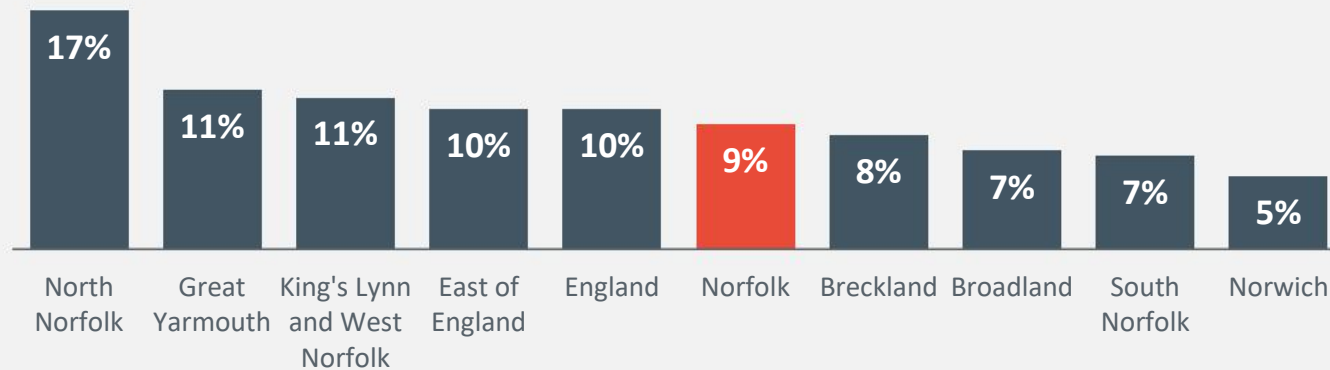
Percentage aged 16-64 who are self employed, 2010-2020



Percentage aged 16-64 who are self employed, 2020



Percentage aged 16-64 who are self employed, 2020



# Sole proprietors across Norfolk

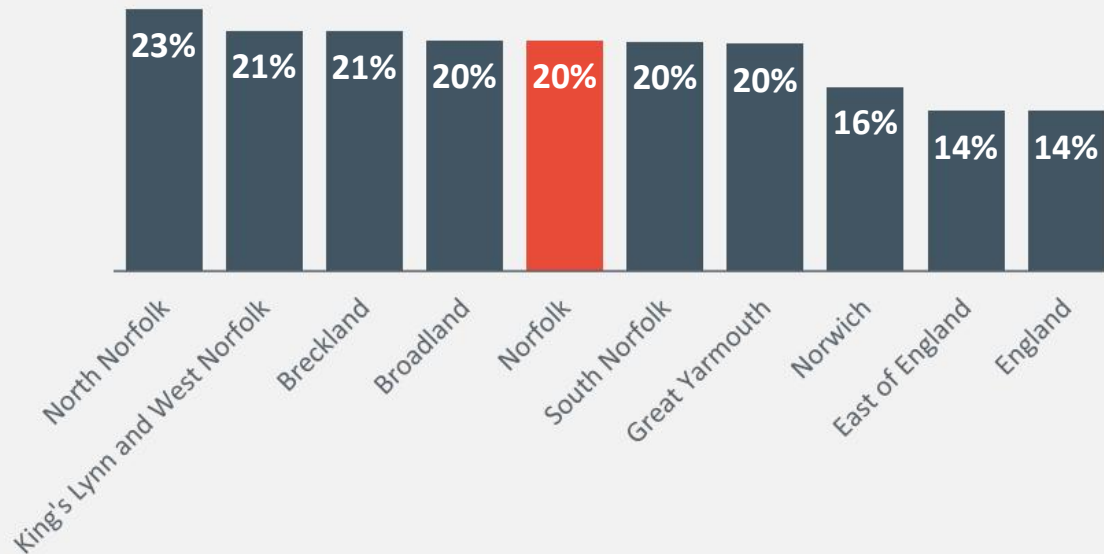
## High levels of sole proprietor businesses in Norfolk...

Sole proprietor businesses can be used as an indicator for the level of entrepreneurship in a local economy. In Norfolk, sole proprietor businesses account for 20% of the business base. This is notably higher than the average for the East of England (14%) and England (14%).

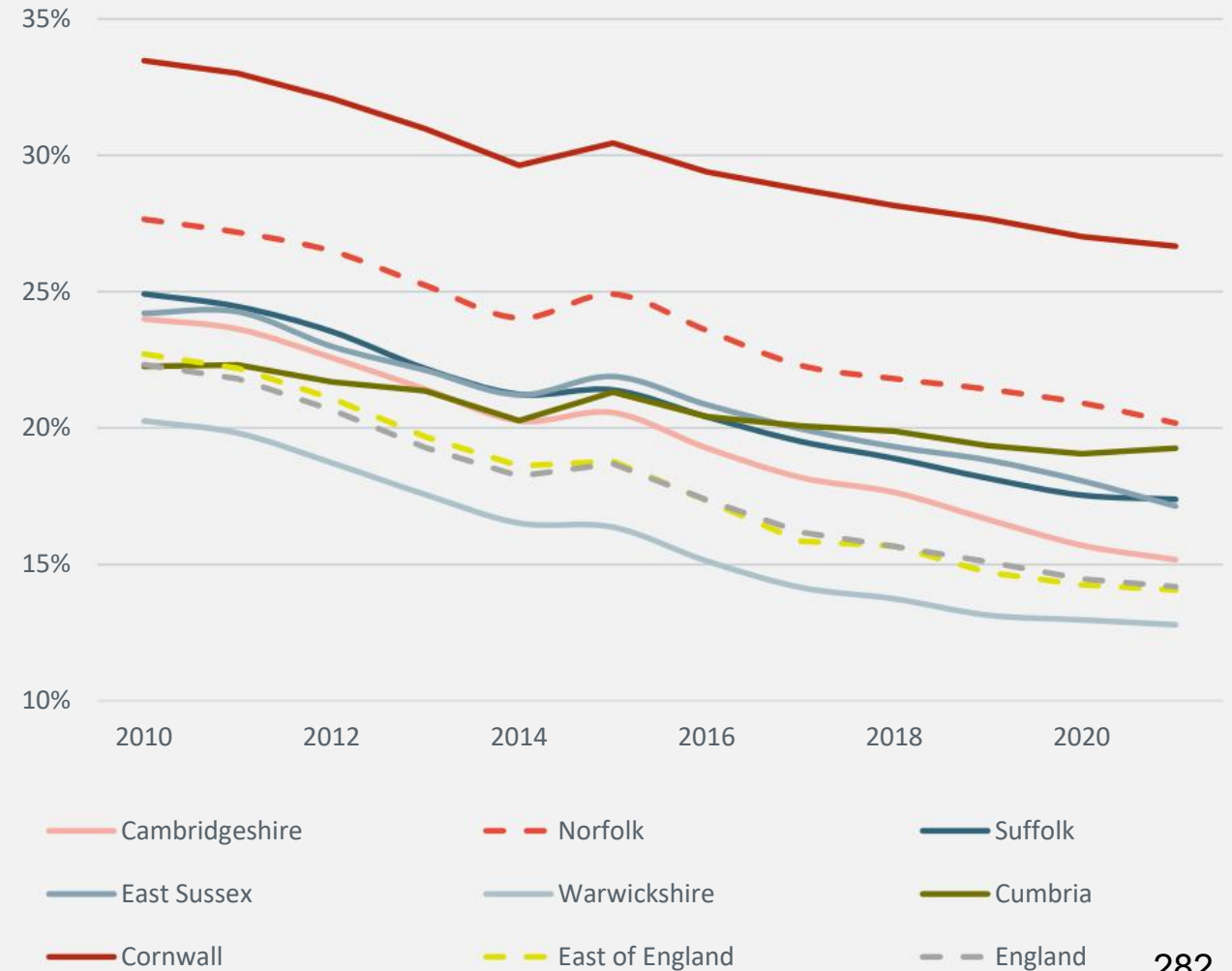
Levels of sole proprietor ownership have fallen in all areas over the past decade. In Norfolk, sole proprietor ownership has fallen from 28% in 2010 to 20% in 2021.

Within the county sole proprietor ownership as a proportion of the business base is higher than both the East of England and England averages in all districts. The level of sole proprietor ownership is greatest in North Norfolk (23%) and lowest in Norwich (16%).

Sole proprietors as a proportion of the business base, 2021



Sole proprietors as a proportion of the business base, 2021





# COVID-19 impact: **economic output**

## Norfolk's Gross Value Added reduced by an estimated 11% due to the impacts of COVID-19...

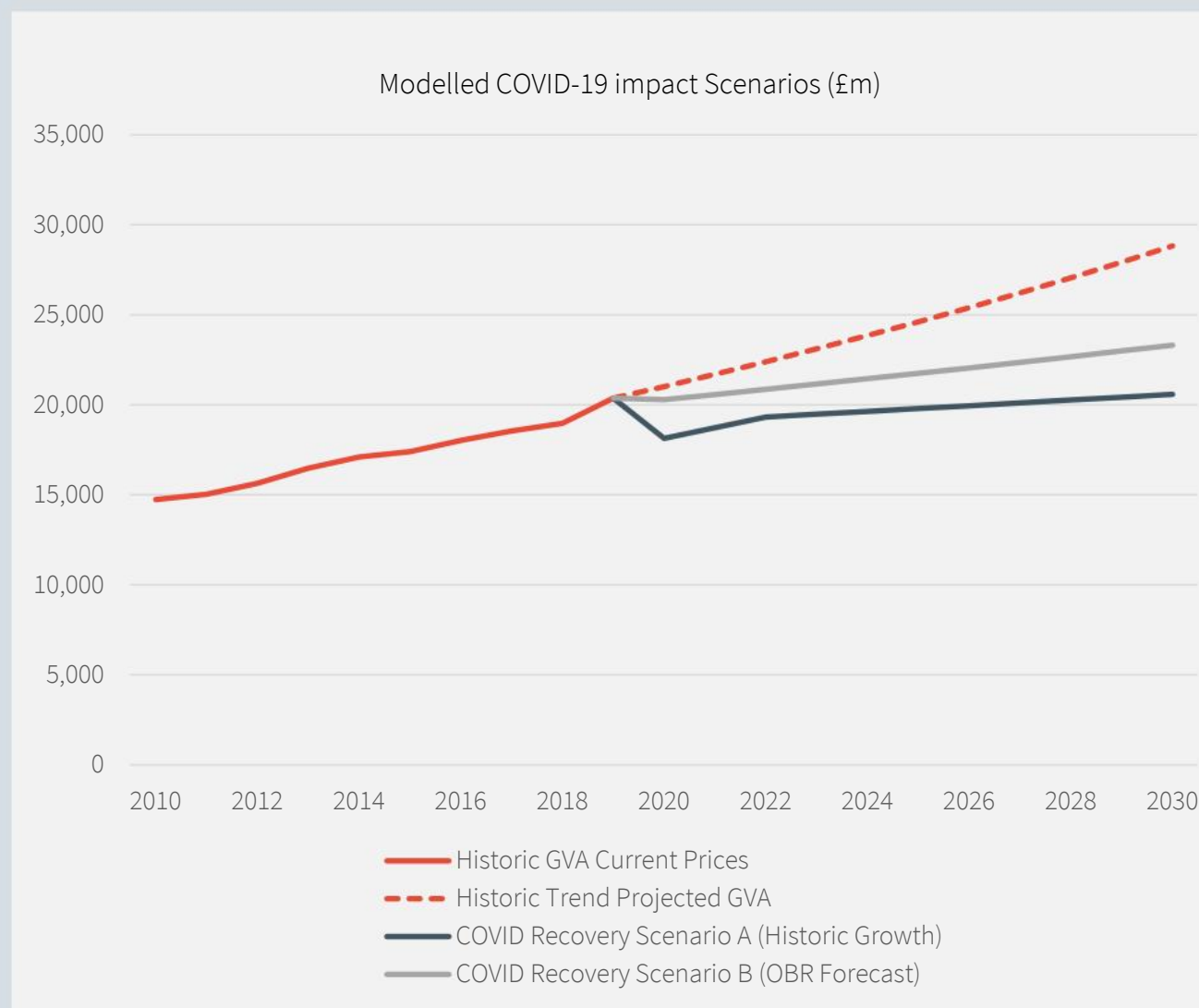
The latest Office for Budget Responsibility (OBR) sectoral impact estimates have been used to calculate the impacts of COVID-19 on Norfolk's economy.

It is estimated that Norfolk's Gross Value Added (GVA) was £20.4bn in 2019 and that there was a £2.2bn, or 11%, drop during 2020 which is slightly higher than for the national economy.

The chart on the right shows two scenarios for recovery in Norfolk:

- **Scenario A** is based on a historic 3.2% real growth rate per annum going forward.
- **Scenario B** is based on OBR's March 2021 growth forecast for the national economy. The OBR forecasts growth to be about 4% in 2021, 7% in 2022 and then around 1.7% thereafter.

As the graph illustrates, Norfolk needs to achieve a growth rate well above its historic rate to get back to its pre-COVID trajectory over the next decade.



# COVID-19 impact: **economic output**

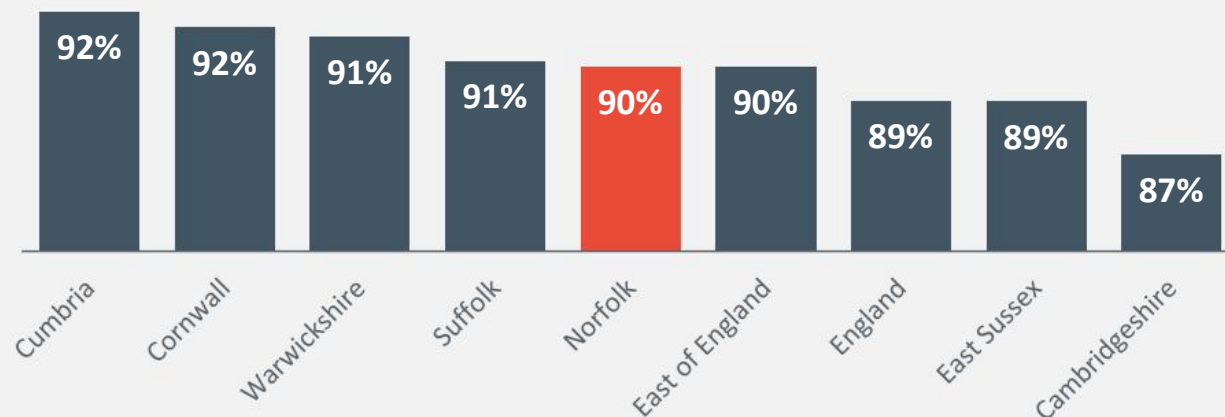
## Losses were greatest for the sectors most affected by social distancing and lockdown restrictions...

The latest Office for Budget Responsibility (OBR) sectoral impact estimates have been used to calculate the impacts of COVID-19 on Norfolk's economy.

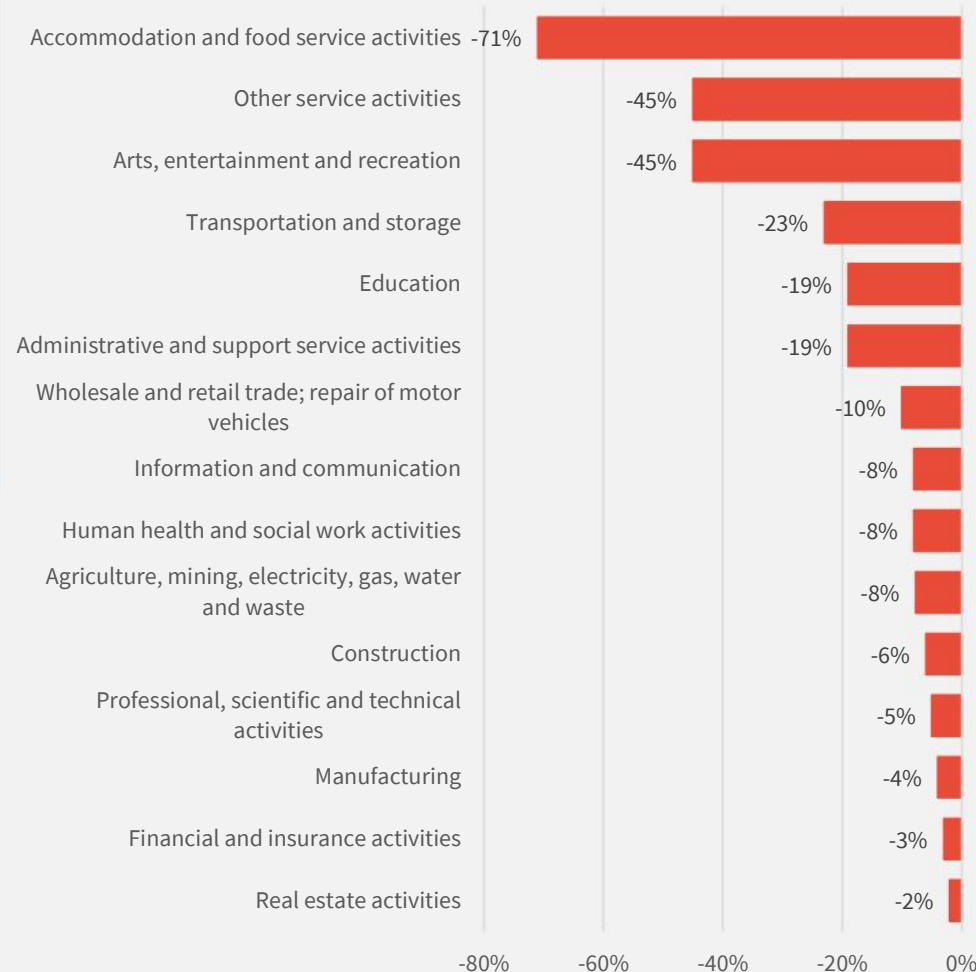
Applying the OBR Reference Scenario to Norfolk's individual sectors shows that Accommodation and Food Services was the worst hit sector in 2020. In 2020, the sector is modelled to have experienced an absolute loss of £536m, followed by Education (£273m) and Wholesale and Retail (£236m). This reflects the significant contribution these sectors make to Norfolk's GVA. Conversely, Public administration and defence experienced an absolute gain of £23m over this same period while other sectors experienced only small absolute losses in 2020 including Information and communication (£37m) and Financial and insurance activities (£38m).

Norfolk performs well in terms of short-term business survival rates. For businesses established in 2018, 90% were still operating one year later.

1-year business survival rates (est. 2018)



Norfolk estimated GVA loss in 2020 by sector (£m), 2020





# COVID-19 impact: **businesses**

## Businesses have been particularly susceptible to closures during lockdown restrictions...

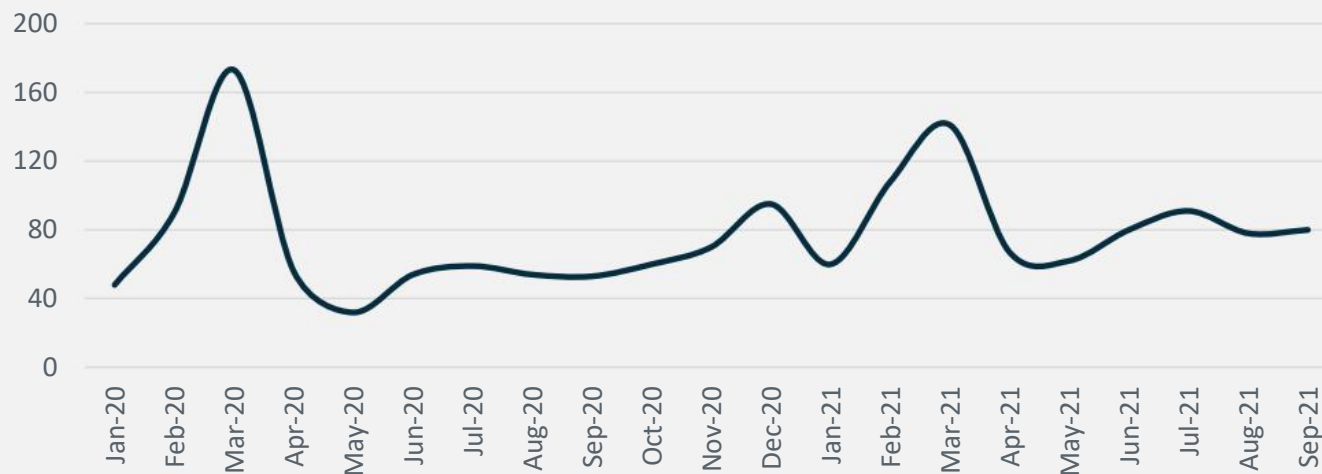
The Business Impact of Coronavirus (COVID-19) Survey (BICS) provides the most up to date picture of business impacts at the regional level. Applying these monthly results to Norfolk's economy allows estimation of the impacts of COVID-19 on the local economy.

Around 1,024 businesses in Norfolk were estimated to have paused or temporarily ceased trading in July 2020. The most affected sectors by number of businesses temporarily closed included wholesale (210), construction (206) and administrative and support services (196).

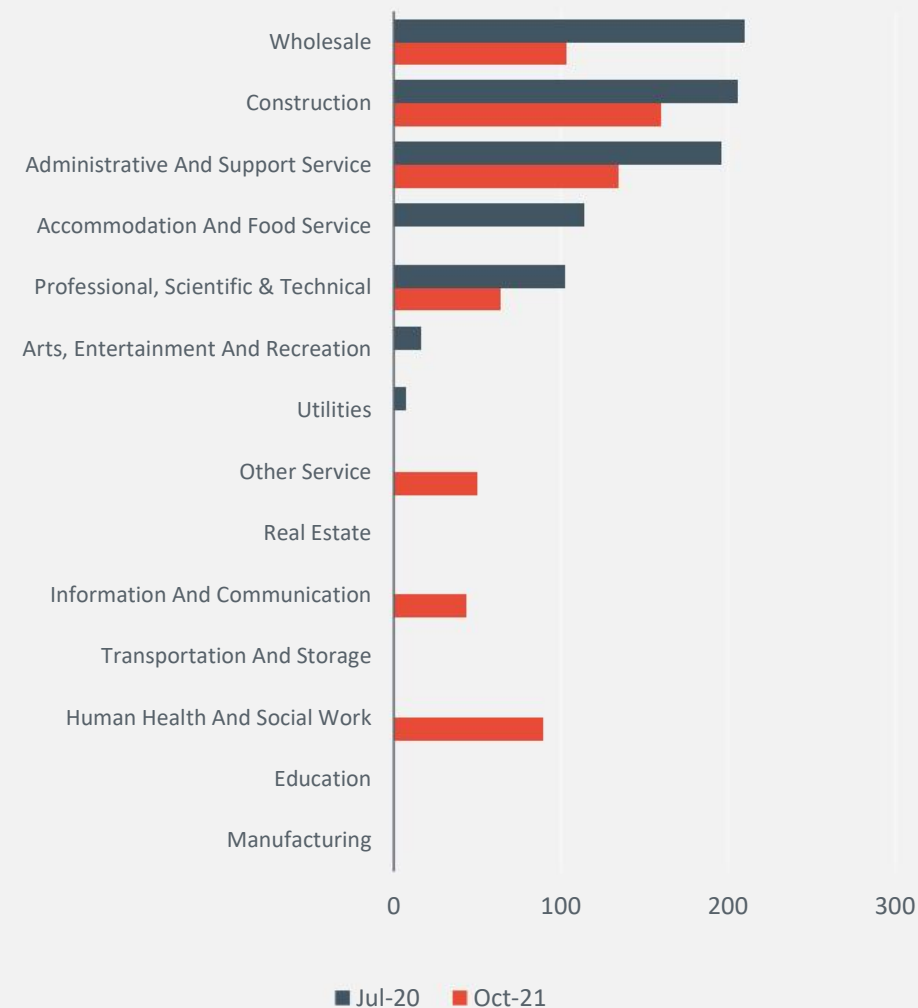
The most recent data from BICS is October 2021. From this data it can be estimated that as of October 2021, around 100 businesses are paused or temporarily closed.

Business insolvencies peaked at 173 in March 2020 followed by 141 in March 2021.

Business insolvencies in the East of England, January 2020 – September 2021



Number of businesses that have stopped trading by sector, July 2020 – October 2021



# COVID-19 impact: employment

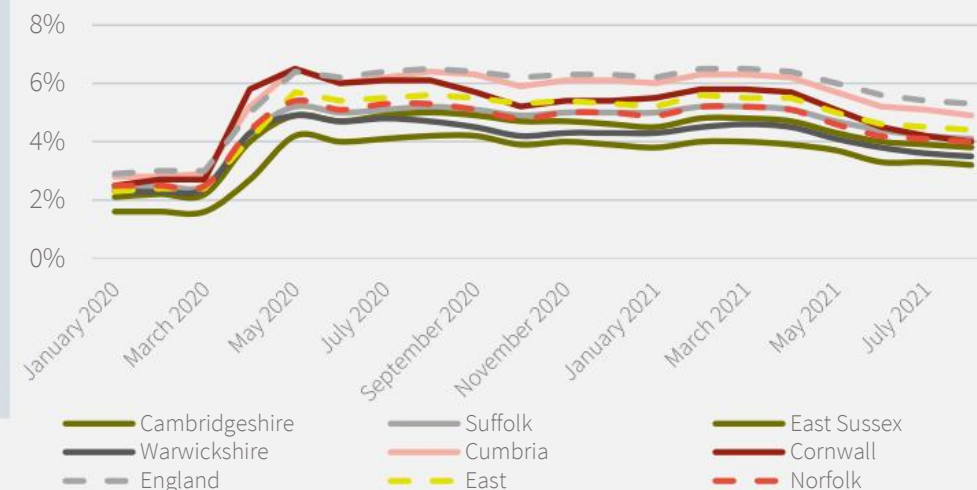
## Claimant levels increased significantly during the pandemic exacerbating existing challenges in employment...

The Claimant Count is a measure of the number of people claiming benefits principally for the reason of being unemployed, based on administrative data from the benefits system. The Claimant Count does not attempt to measure unemployment, which is a concept defined by the International Labour Organisation (ILO) as all those who are out of work, actively seeking work and available to start work. Therefore, Claimant Count data also captures challenges such as underemployment.

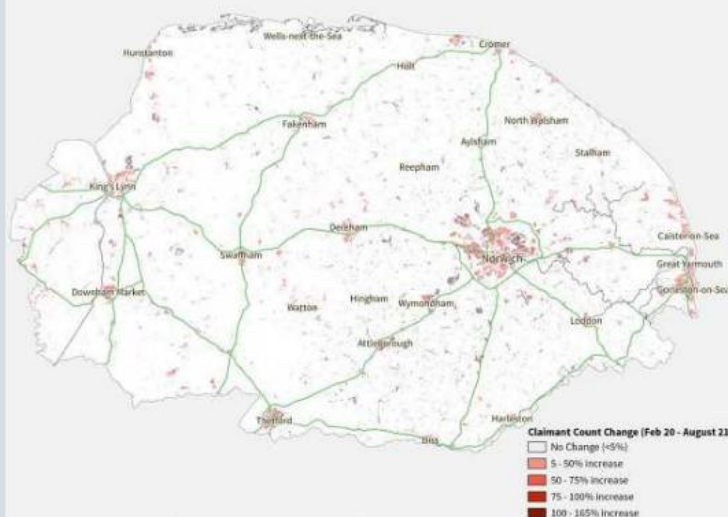
As of August 2021, there were an additional 8,100 claimants in Norfolk compared to January 2020 equivalent to a 61% increase in claimants over this period. This is lower than the proportional increase seen in both the East of England (94%) and England (+85%) and of all comparators with the exception of Cumbria (+50%).

\*No difference in area type between dashed and solid lines.

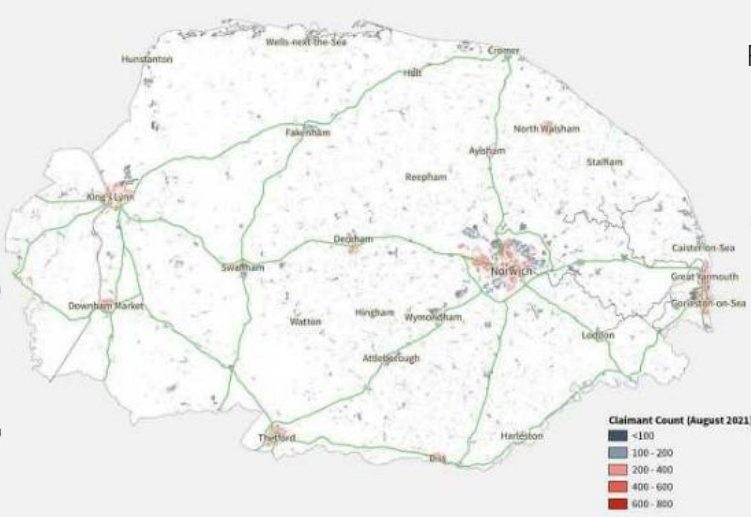
Claimant count, January 2020 – August 2021



Claimant Count Change February 2020 to August 2021



Claimant Count August 2021



Redundancies in the East of England, July 2020 – August 2021



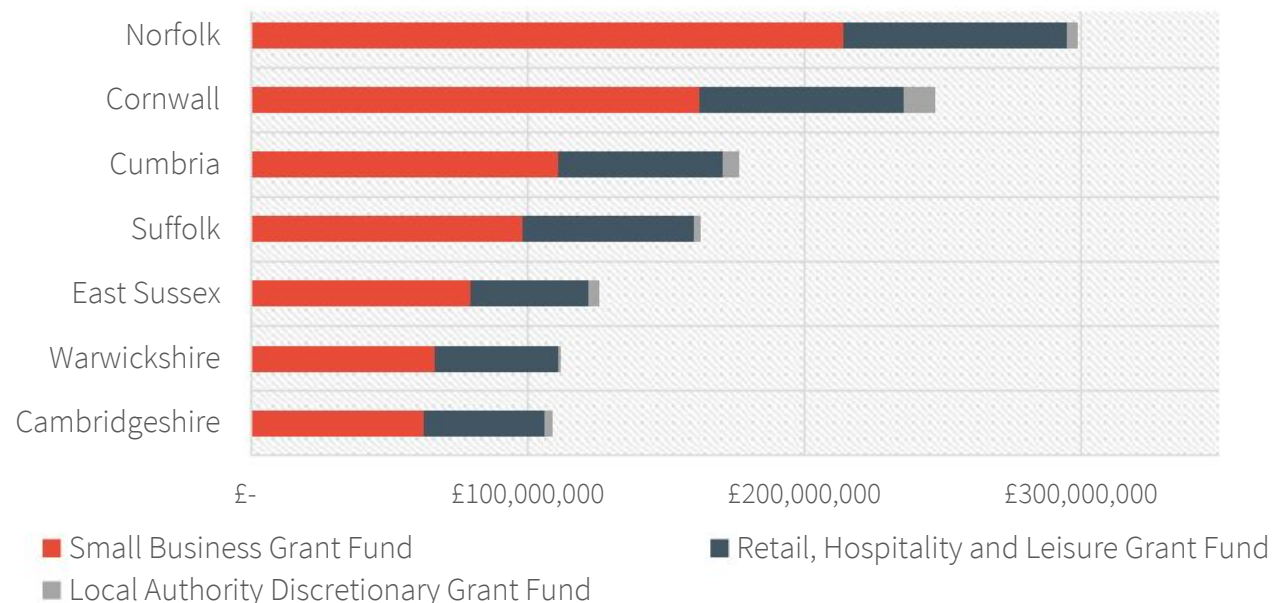
# COVID-19 impact: local economy

**Norfolk's businesses were reliant on financial support throughout the pandemic, although self-employed residents were less dependent than other areas...**

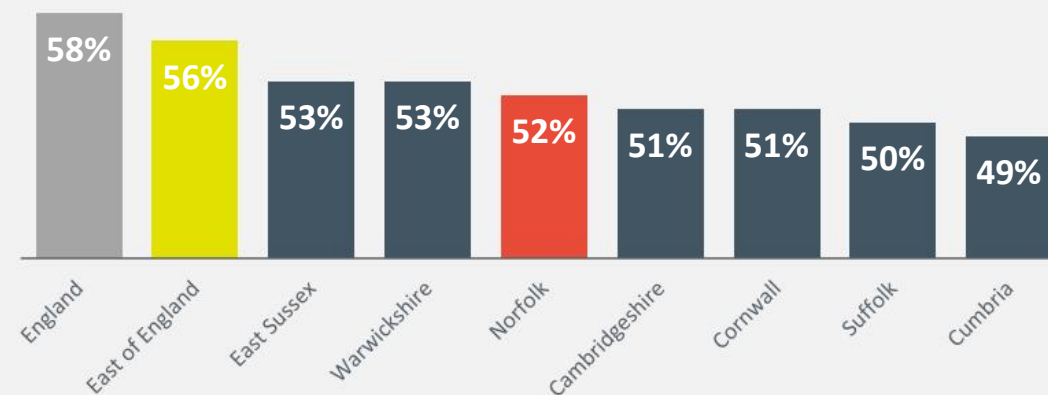
For the period from March 2020 to June 2021 Self Employed Income Support Scheme (SEISS) claims total value £70 million in Norfolk representing 25,300 claimants or a 52% take-up rate amongst those eligible. This take-up rate is lower than both the East of England (56%) and England (58%) level.

Around 20,900 businesses in Norfolk received a combined total of £299 million in business grants of which 72% were Small Business Grant Fund allocations, 27% were Retail, Hospitality and Leisure Grant Fund and 1% were the Local Authority Discretionary Grant Fund. Within Norfolk, North Norfolk received the largest total value of claims (£53 million) followed by King's Lynn and West Norfolk (£38 million) and West Norfolk (£38 million) and Norwich (£38 million).

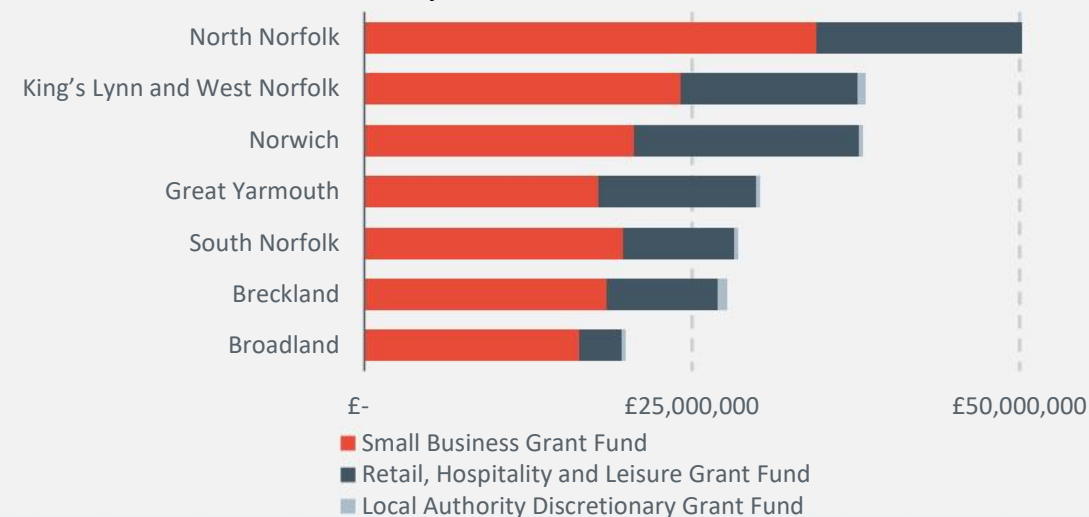
Total value of claims, as of July 2020



SEISS take-up rate made to 06/06/21 (£m)



Total value of claims, as of July 2020





# 1.4

## Norfolk's People



HATCH

# People: Evidence Summary

## A growing population



Population has increased by **+21%** since 1991 (vs 18% nationally) and is expected to grow by another **+14%** by 2043

## An ageing population



**25%** of people are aged 65+ (vs 19% nationally) with future population growth expected to be highest among this age group

## A low-skilled population



Only **35%** of the population has an NVQ4+ qualification (vs 43% nationally) and **7%** have no qualifications at all

## An economically active population



**81%** of working age people are employed or looking for work (vs 79% nationally) but the unemployment rate (6%) is just above the national average

## A lower wage population



Median resident earnings are **£28,571** and median workplace earnings are **£28,421** (vs £32,944 and £31,044 across the East of England)

## A population with deprivation challenges



**14%** of neighbourhoods are within the 20% most deprived in the country. But major pockets of deprivation are found in Great Yarmouth, Norwich, King's Lynn, Thetford and some rural areas

## A relatively homogeneous population



**93%** of residents were born in the UK vs 86% at the national level, with other people being born in Europe (5%), the Middle East and Asia (2%), Africa (1%), and the Americas (1%)

## A relatively healthy population



Life expectancy is above the national average but lower than regional comparators. People generally report positively on their 'Life Satisfaction' and 'Happiness'





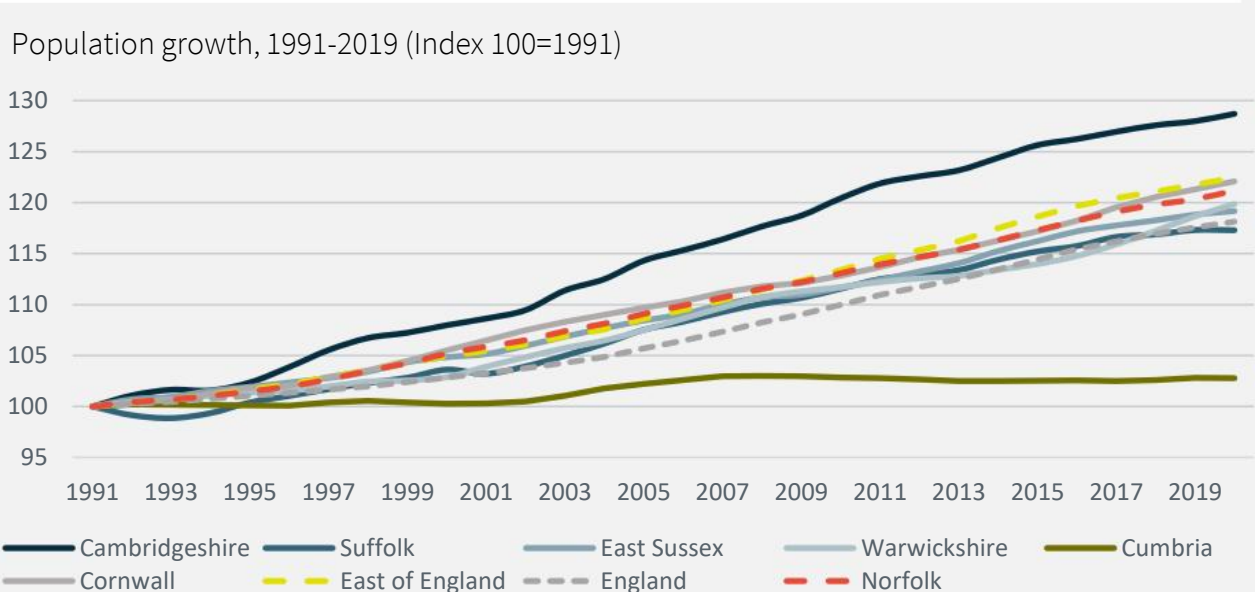
# Norfolk's population (1)

**Norfolk has experienced a higher population growth rate than the national average rate ...**

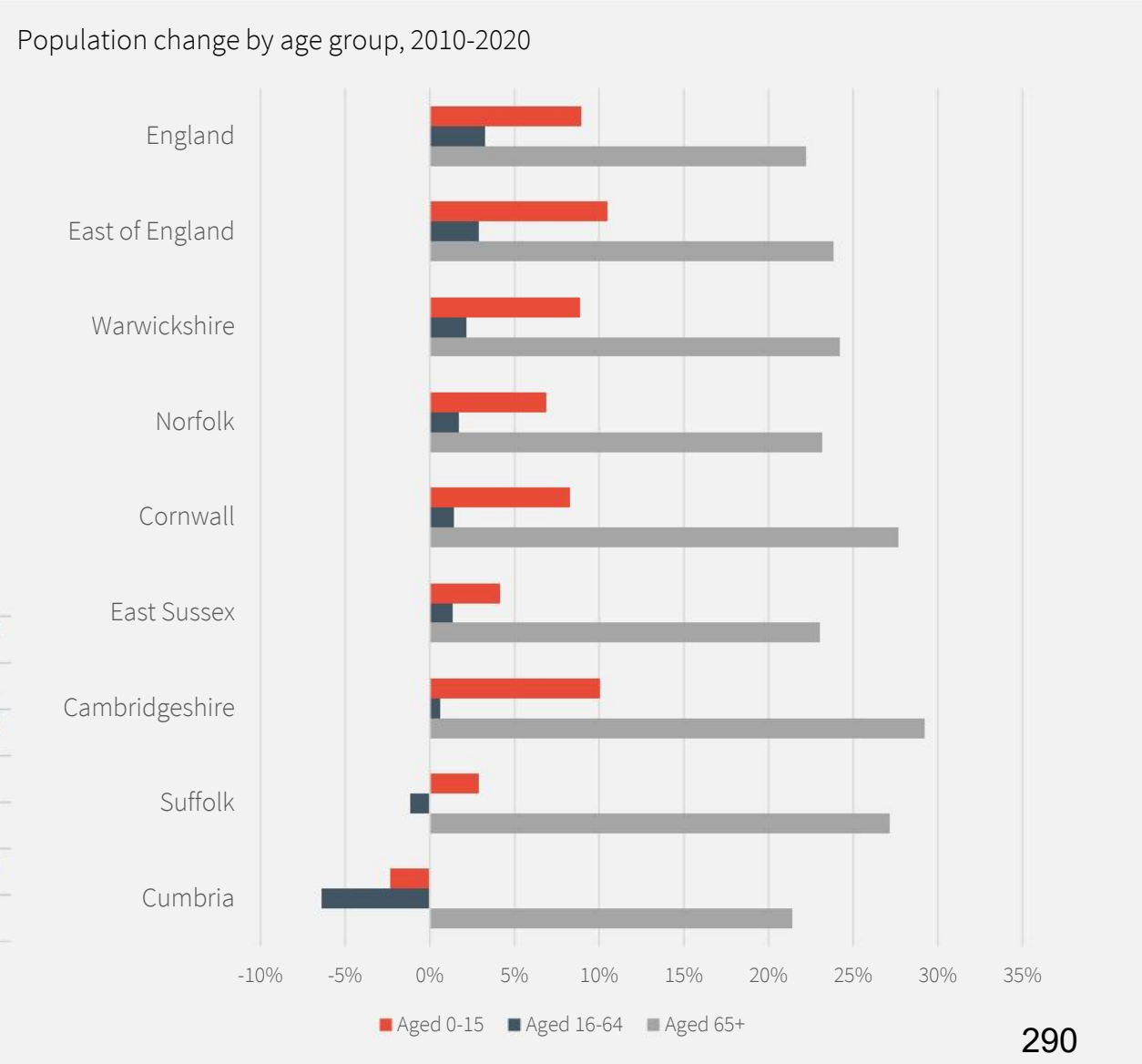
Norfolk is home to 914,000 people. Its population has increased by 21% since 1991, compared to 22% for the East of England and 18% nationally. This is equivalent to 160,000 net additional residents in Norfolk.

Norfolk's population growth has been concentrated in older age groups (aged 65+), with this cohort growing by 23% in the last decade. This compares to 24% in the East of England and 22% nationally.

Norfolk's working age population (aged 16-64) has grown at slower rates than comparators. Over the last decade, the population aged 16-64 grew by 2% in Norfolk compared to 3% in East of England and 3% for England.



Source: Population estimates - local authority based by single year of age, ONS (2019) \*No difference in area type between dashed and solid lines





## Norfolk's population (2)

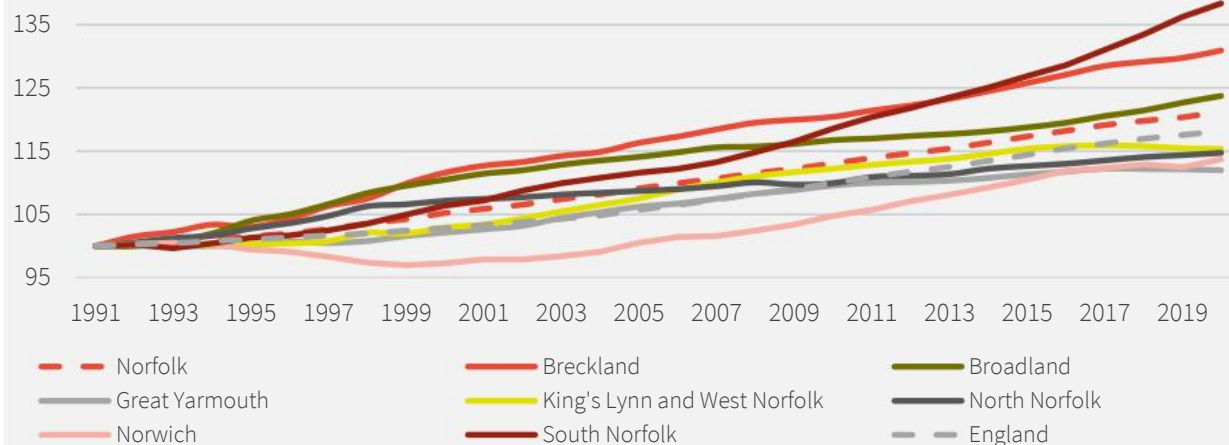
### Norfolk's population growth has been concentrated in its rural districts...

Norfolk's more rural districts have experienced the greatest population growth since 1991. The highest rates of overall growth have occurred in South Norfolk (38%), Breckland (30%) and Broadland (24%) which are all higher than the average for Norfolk (21%), East of England (22%) and England (18%).

Norfolk's population growth since 1991 has been driven by an increase in the population aged 65+ in all districts. The districts with the highest growth in the population aged 65+ include South Norfolk (32%), Breckland (29%) and Broadland (25%).

The change in the working age population (aged 16-64) has been highest in South Norfolk (11%) and Norwich (7%) which are both higher than the levels seen in Norfolk (2%), East of England (3%) and England (3%). Conversely, King's Lynn and West Norfolk (-4%), Great Yarmouth (-4%) and North Norfolk (-3%) have all seen decline in their working age populations.

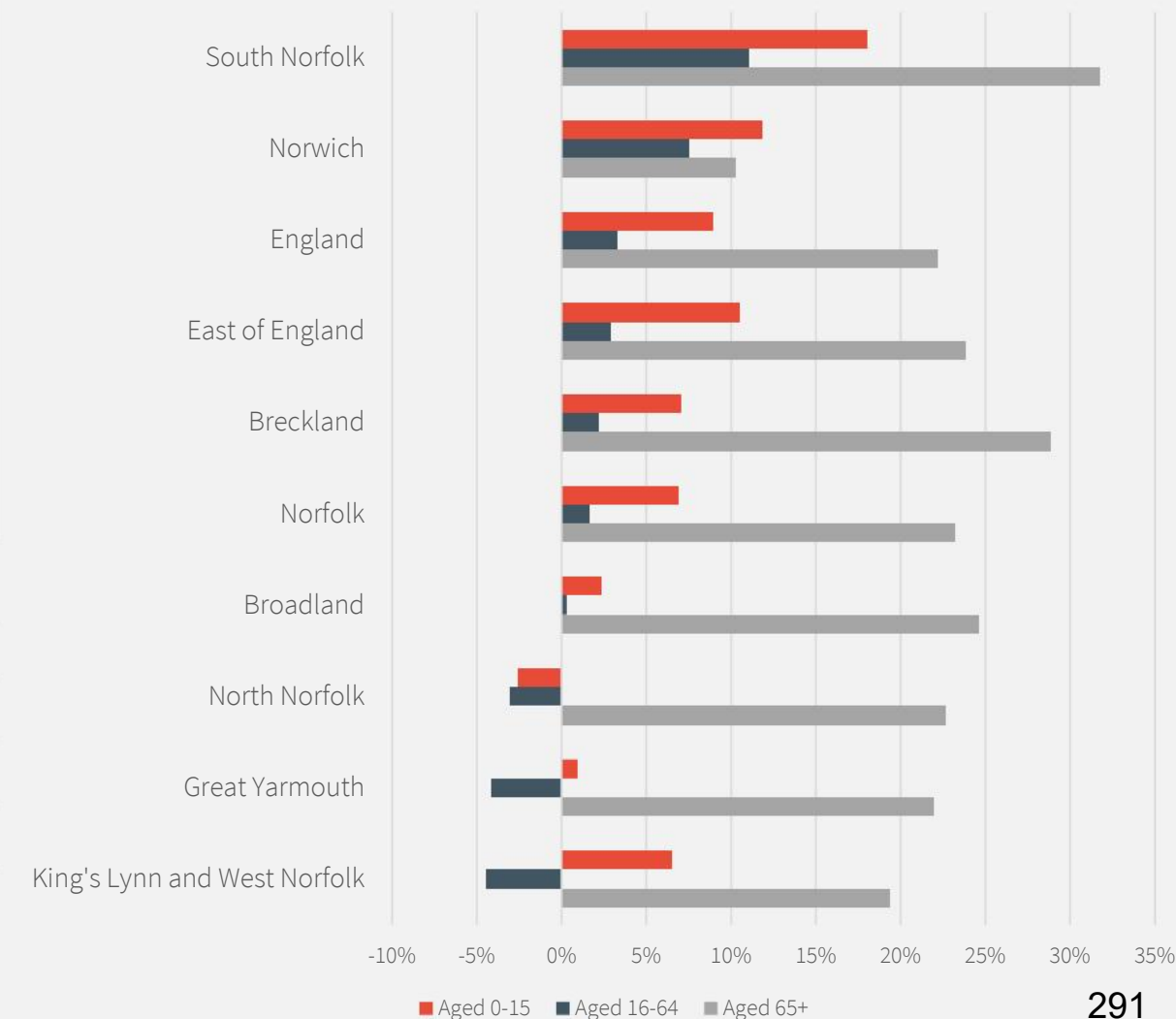
Population growth by district, 1991-2019 (Index 100=1991)



Source: Population estimates - local authority based by single year of age, ONS (2019)

\*No difference in area type between dashed and solid lines

Population change by district and age group, 2010-2020





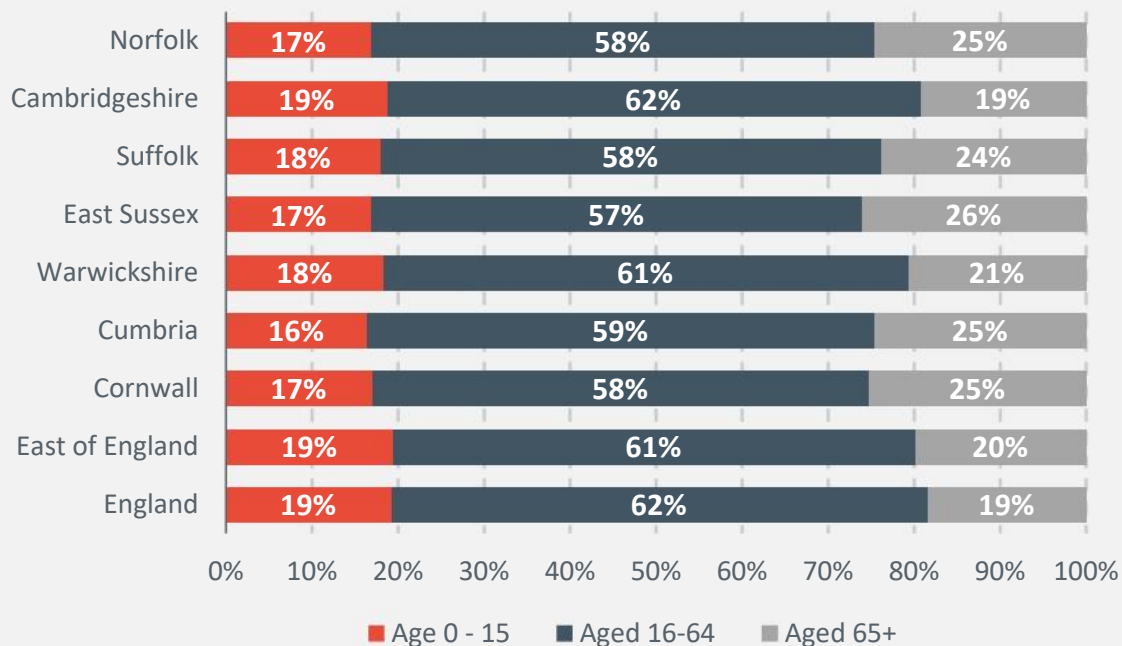
# Norfolk's population profile (1)

## Norfolk is home to an older population...

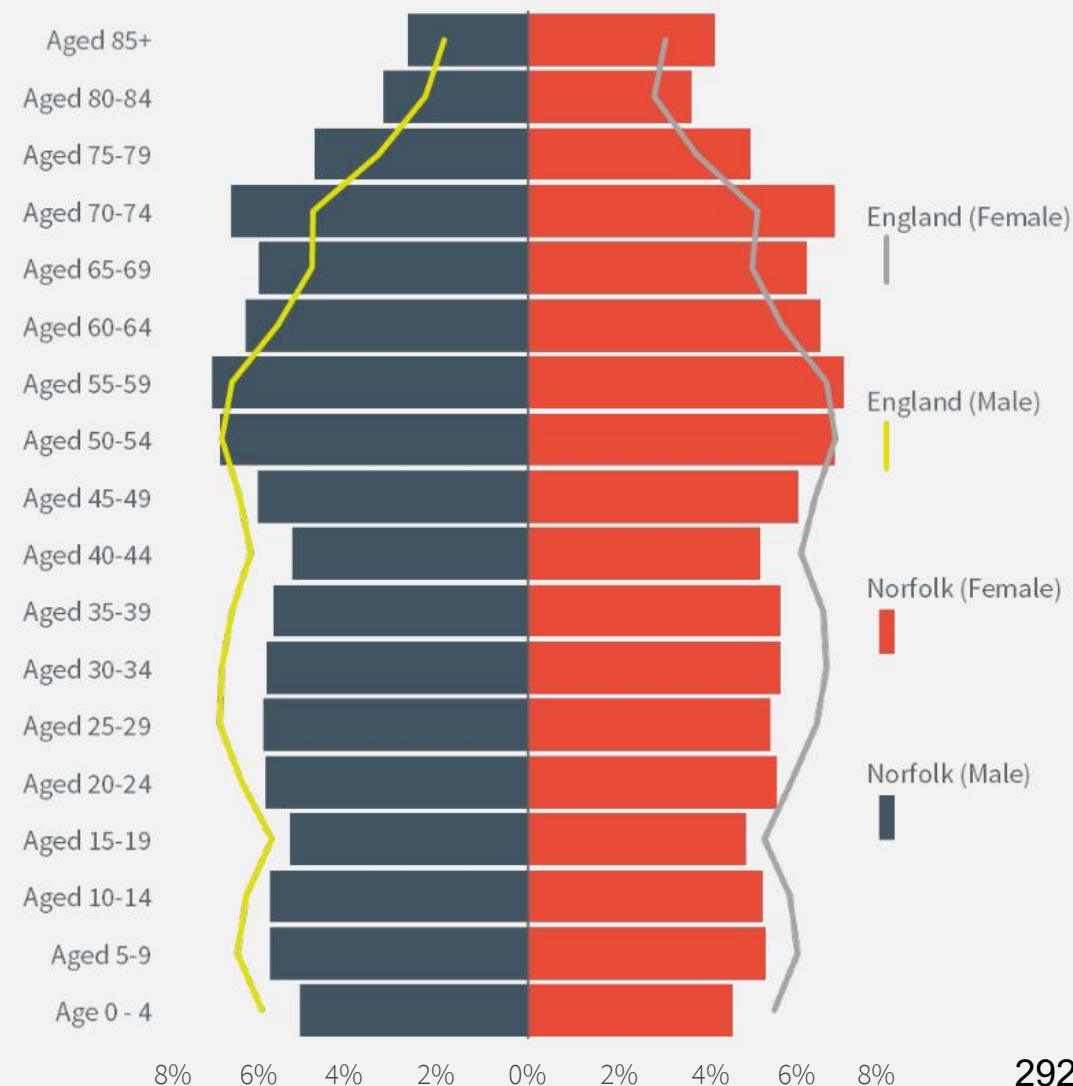
Norfolk's working age population (aged 16-64) accounts for 58% of the total population which is lower than either the East of England (61%) or England (62%).

The population aged 65+, in contrast, accounts for 25% of Norfolk's total population which is higher than both East of England (20%) and England (19%) figures.

Total population, 2020



Norfolk's population structure, 2020







## Norfolk's population profile (2)

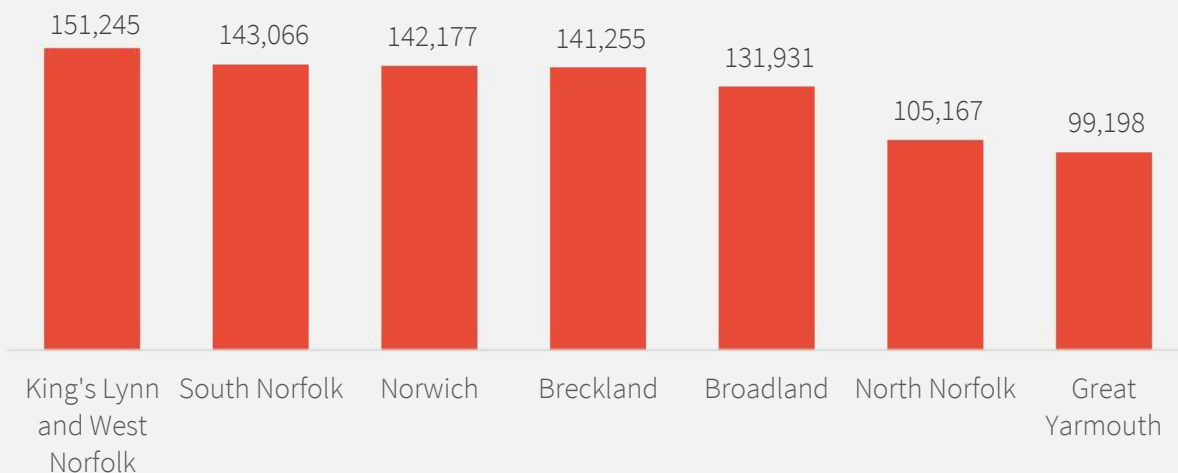
### Norwich is a hub for Norfolk's working age residents...

King's Lynn and West Norfolk has the largest population in Norfolk (151,200 people) followed by South Norfolk (143,000) and Norwich (142,200).

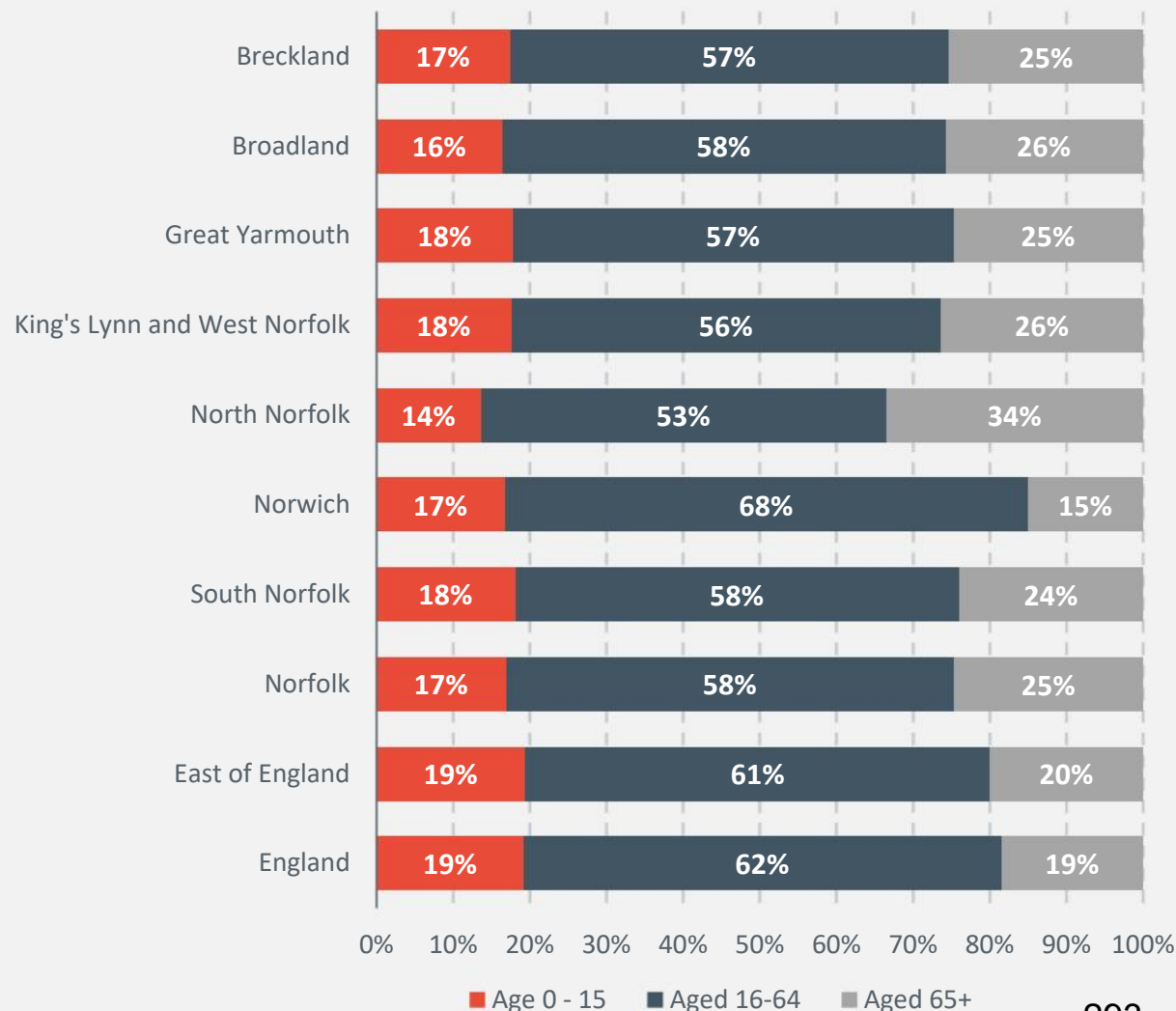
The working age population (aged 16-64) accounts for 68% of the total population in Norwich which is notably higher than the averages in Norfolk (58%), the East of England (61%) and England (62%). At the other end of the scale, the population aged 65+ represents the largest share of residents in North Norfolk (34%) compared to 25%, 20% and 19% at the Norfolk, East of England and England.

The population aged 0 to 15 is greatest in Great Yarmouth (18%), King's Lynn and West Norfolk (18%) and South Norfolk (18%). This is slightly above the average for Norfolk (17%) but lower than averages for both the East of England (19%) and England (19%).

Total population, 2020



Population by age group, 2020



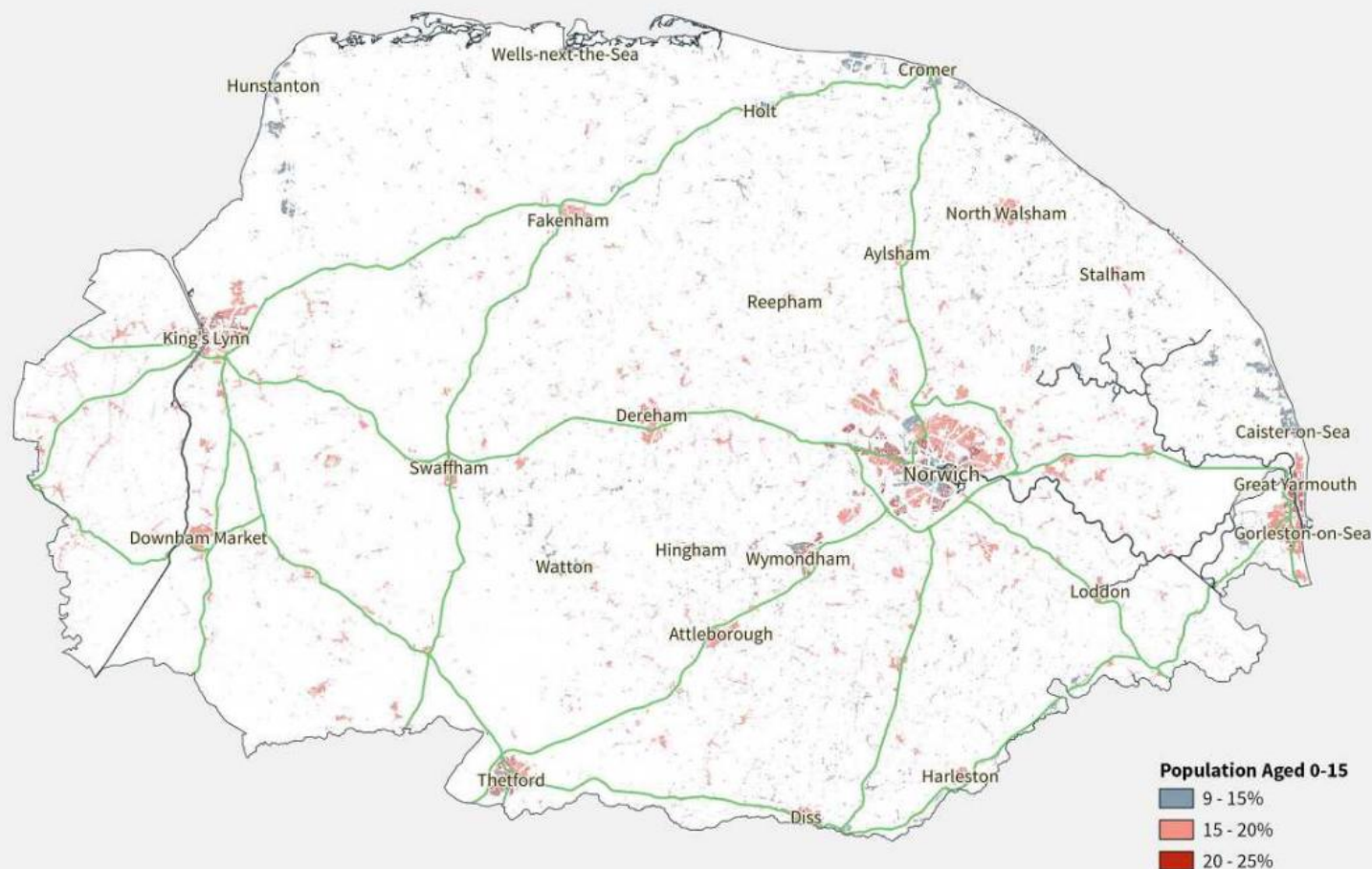


## Norfolk's population profile (3)

### Norfolk's cities and larger towns are hubs for its working age population...

Young people and working age residents are concentrated in Norwich, King's Lynn, Great Yarmouth and some of Norfolk's market towns such as Attleborough, Downham Market and Thetford. Older residents (aged 65+) predominantly reside along Norfolk's coastline, including in places like Hunstanton, Wells-next-the-Sea, Cromer and Caister-on-Sea.

Aged 0-15



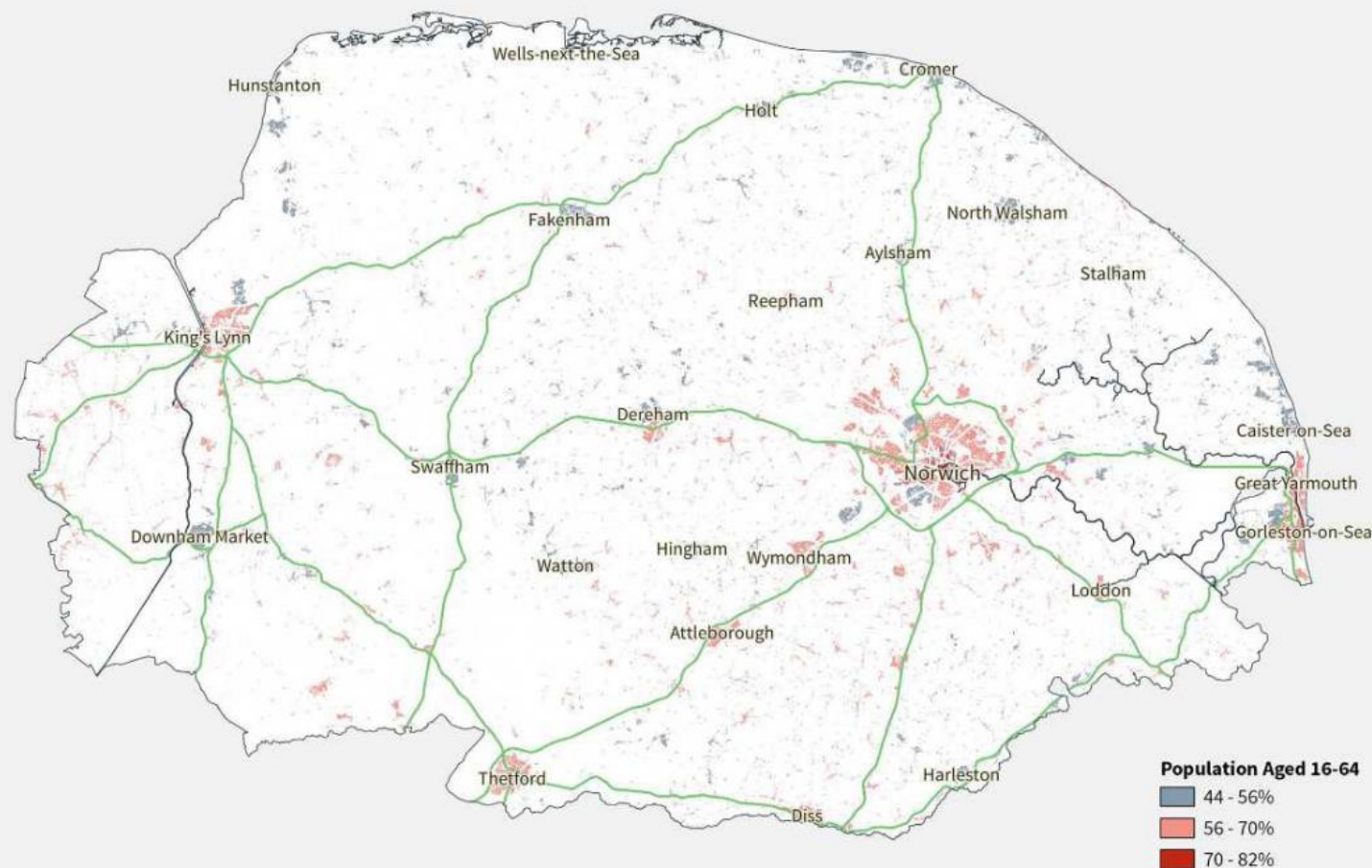
# Norfolk's population profile (4)



59

Norfolk's cities and larger towns are hubs for its working age population...

Aged 16-64



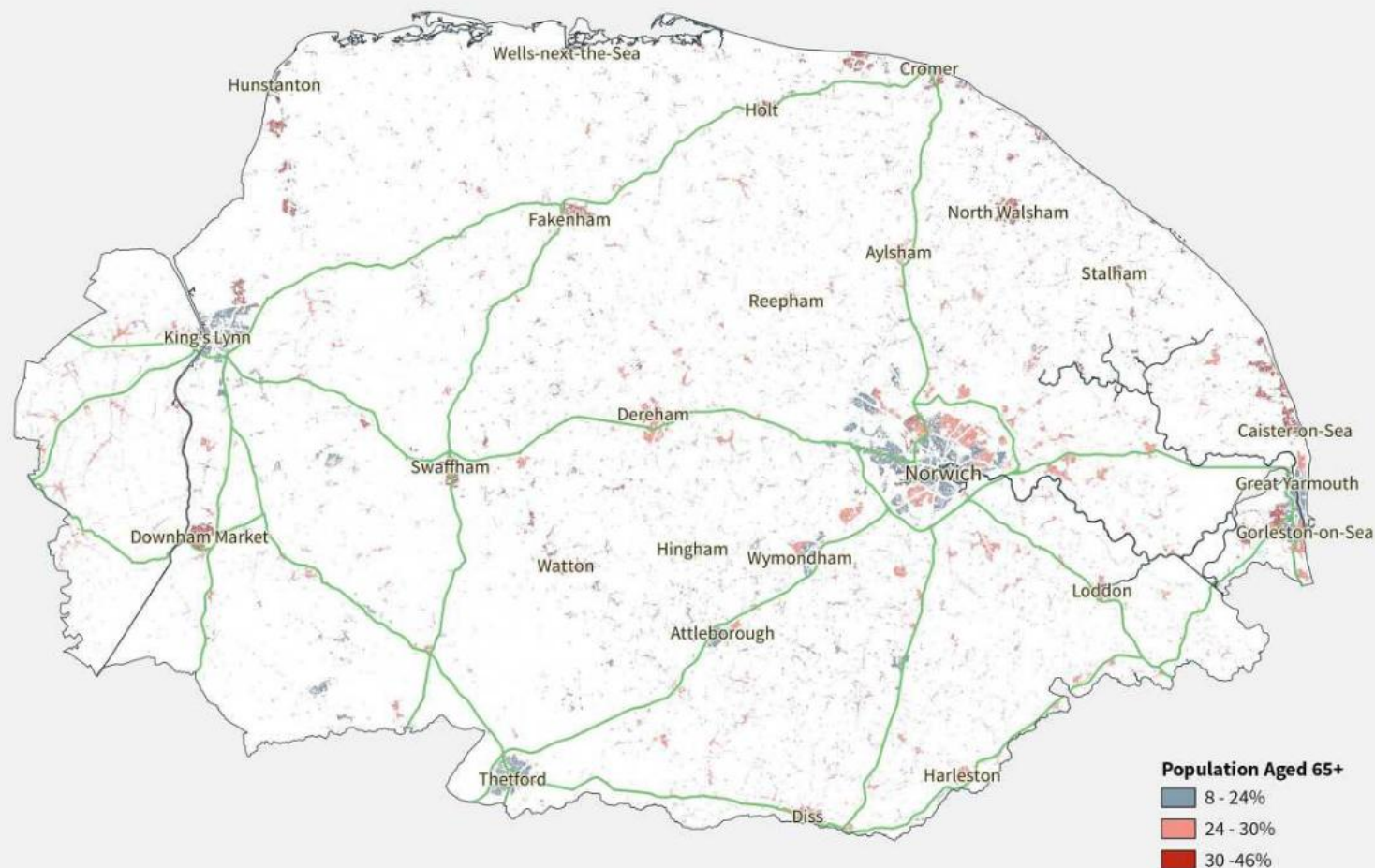
# Norfolk's population profile (5)



60

With coastal and rural areas home to an older population...

Aged 65+







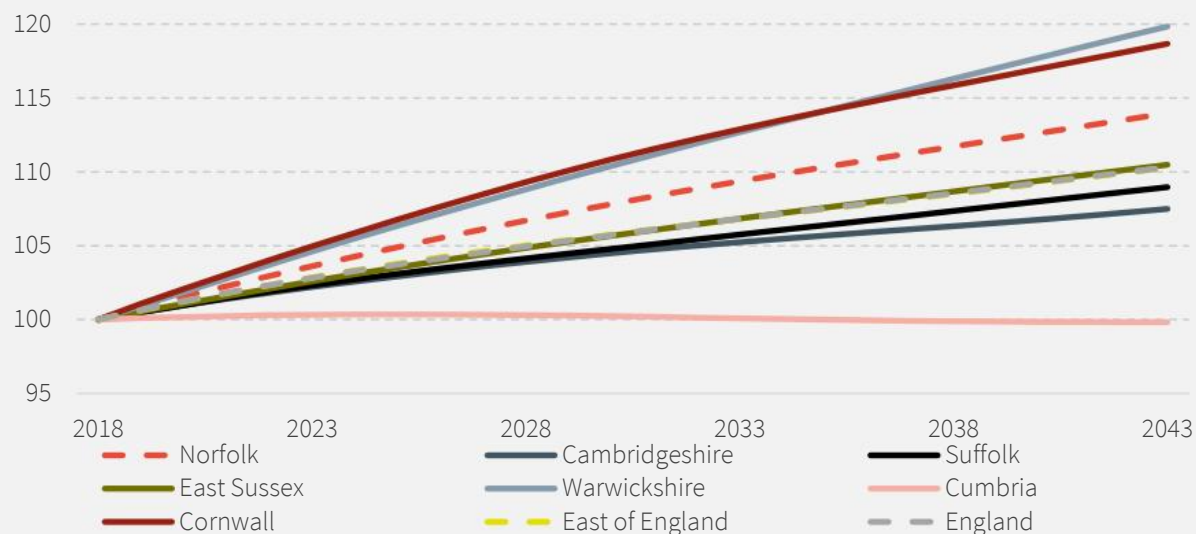
# Norfolk's future population (1)

**Norfolk's demographic profile is projected to become further entrenched, with population growth expected to be driven by retirees...**

Norfolk's population is projected to increase to 1.02 million by 2043. This is equivalent to 14% growth which is higher than expected for the East of England (10%) and England (10%).

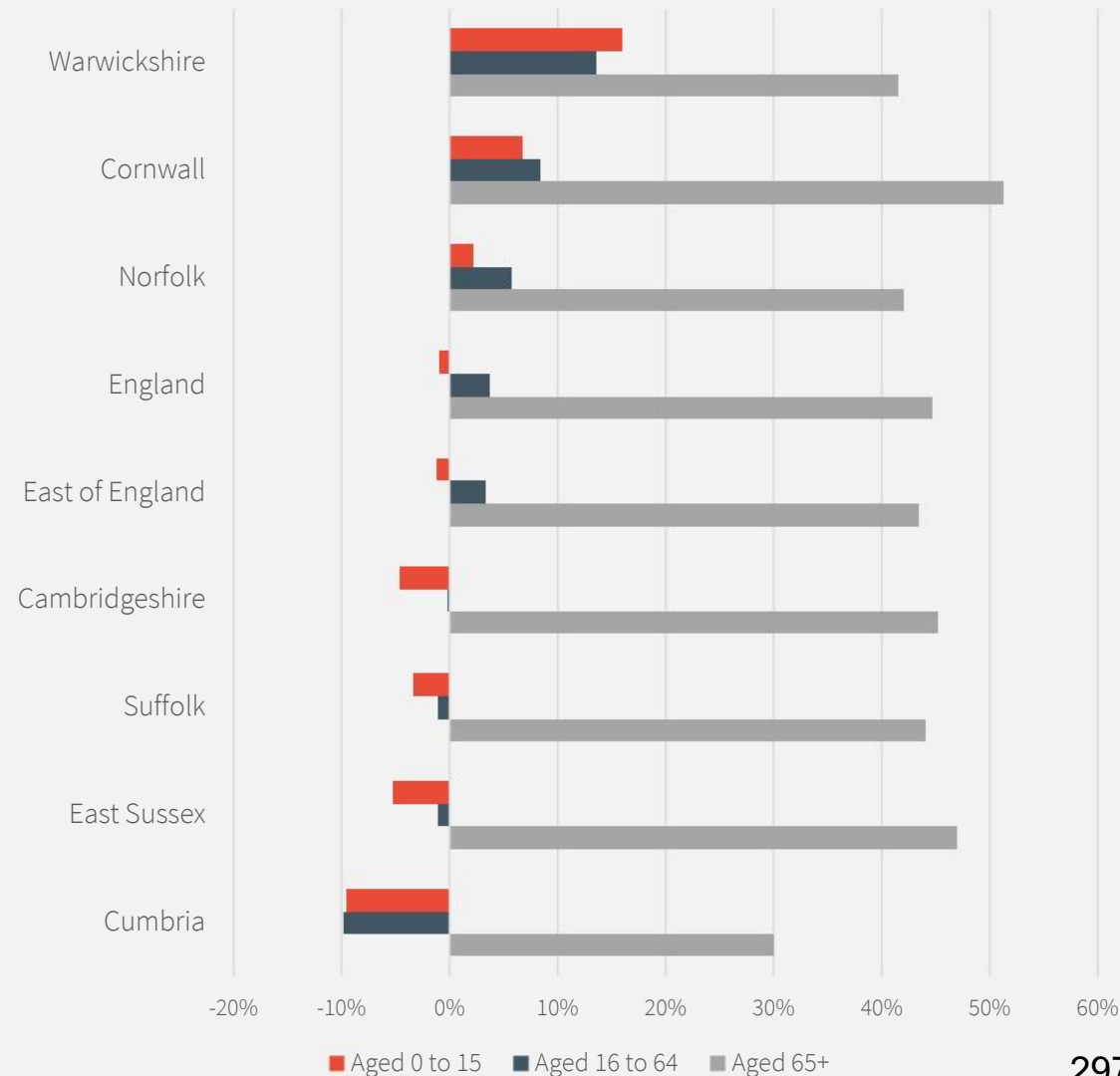
Over this period the highest rate of population growth is expected in Norfolk's population aged 65+ (42%). The working age population (aged 16-64) is projected to increase by only 6% in Norfolk, although this is higher than both East of England (3%) and England (4%).

Projected population change, 2018-2043 (Index 2018=100)



Source: Population projections - local authority based by single year of age, ONS (2019). \*No difference in area type between dashed and solid lines

Population forecasts by age group, 2018-2043





# Norfolk's future population (2)

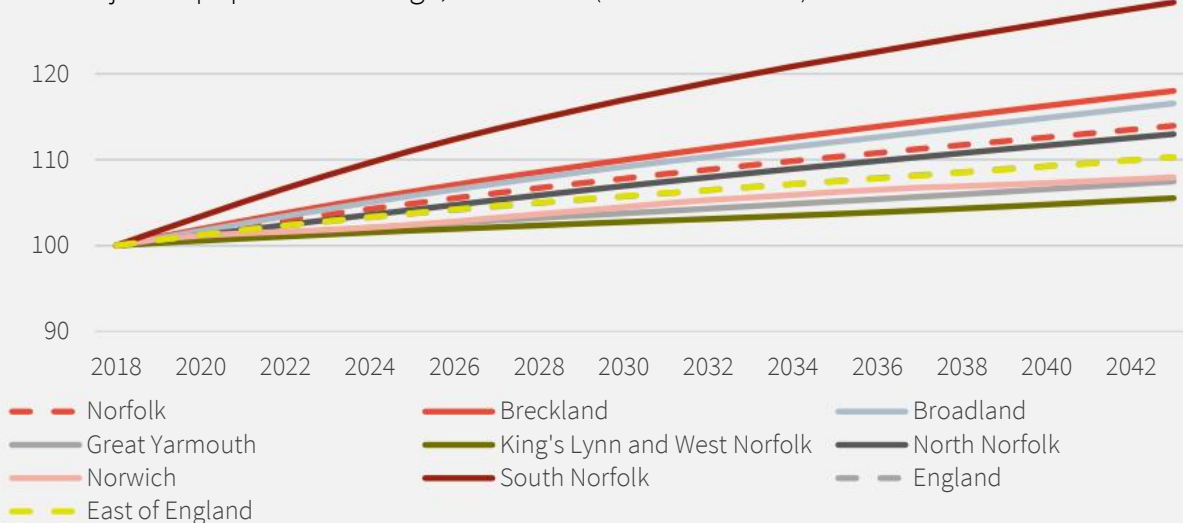
## Population growth is forecast to be highest amongst older people in rural districts...

Population projections from 2018 until 2043 indicate that the highest rates of population growth are expected to be in South Norfolk (28%), Breckland (18%) and Broadland (17%) which are all significantly above the Norfolk (14%), East of England (10%) and England (10%) averages for this period.

Growth in the population aged 65+ is forecast to be highest in South Norfolk (54%) and Breckland (51%) which are both above the East of England (43%) and national averages (45%). The working age population (aged 16-64) is projected to decline in only King's Lynn and West Norfolk (-4%) and Great Yarmouth (-2%) which differs from the increases expected at the East of England (3%) and England (4%) levels.

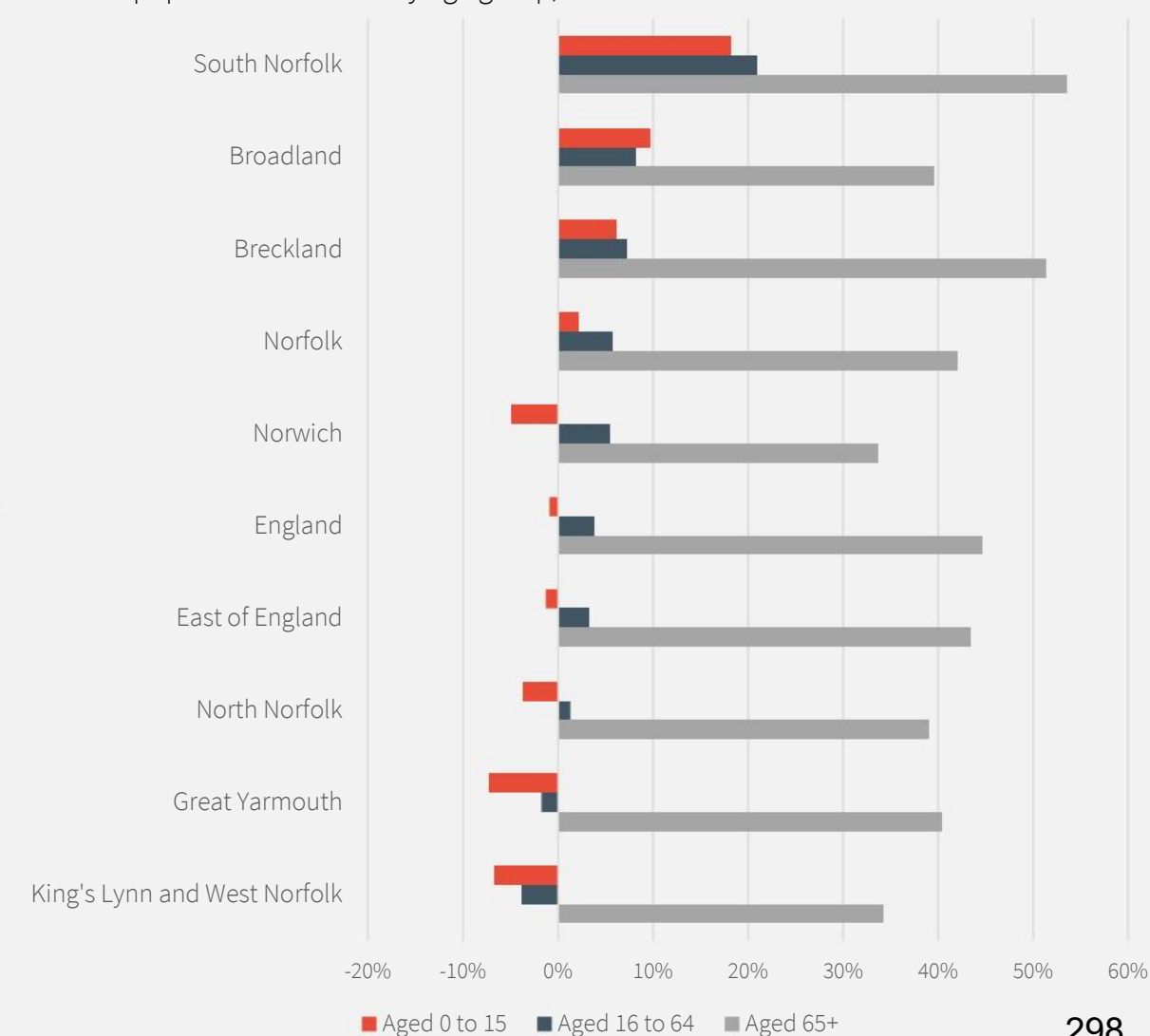
The population aged 0-15 is projected to increase in South Norfolk (18%), Broadland (10%) and Breckland (6%) while this age group is expected to decline overall at the East of England (-1%) and England (-1%) levels.

Projected population change, 2018-2043 (Index 2018=100)



Source: Population projections - local authority based by single year of age, ONS (2019) \*No difference in area type between dashed and solid lines

Norfolk's population forecasts by age group, 2018-2043





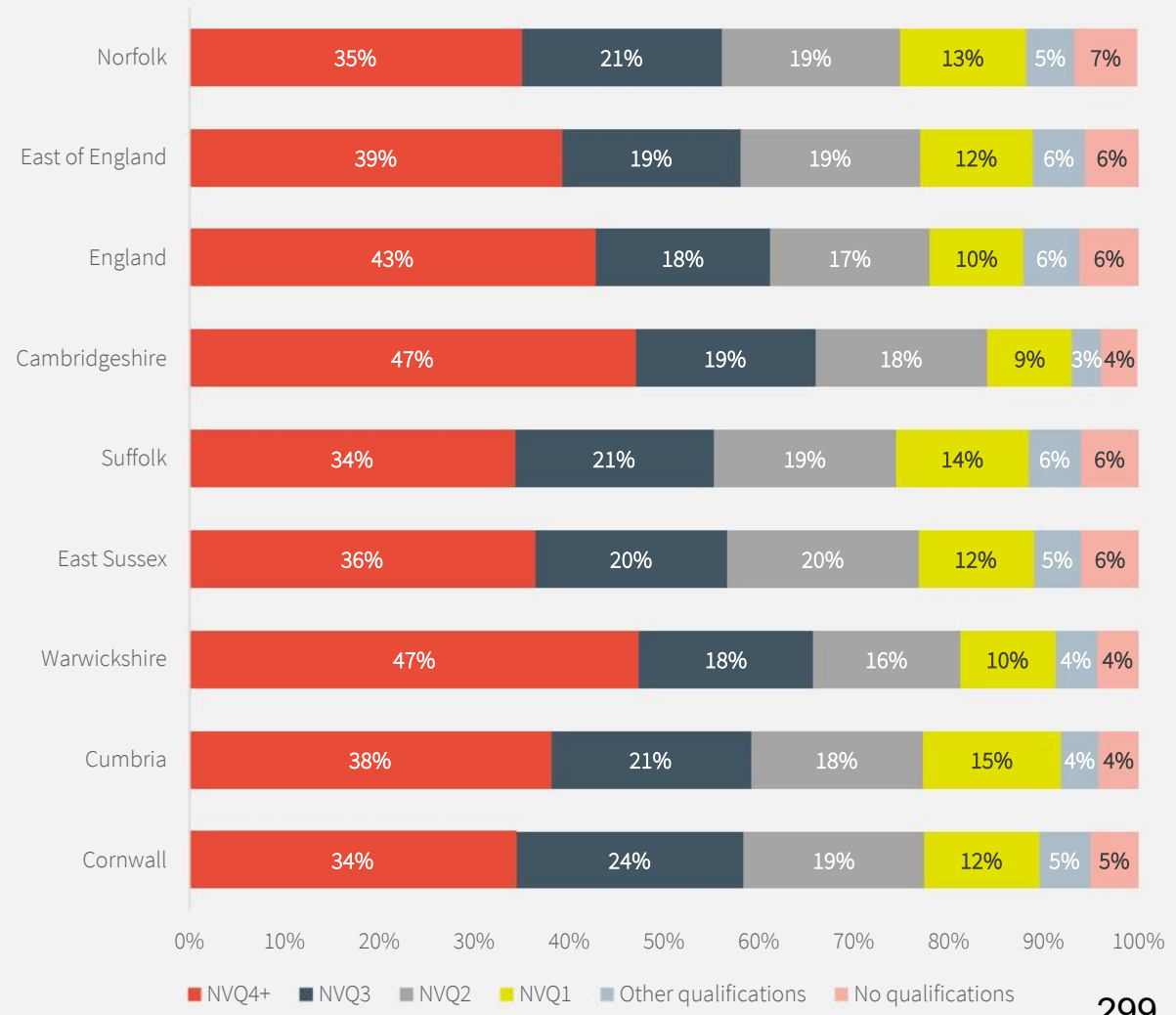
# Norfolk's skills

## Norfolk has a smaller proportion of people with higher education qualifications...

The percent of the population with higher education qualifications is lower in Norfolk than the National average:

- 35% of residents hold NVQ Level 4+ qualifications which is lower than both the East of England (39%) and England (43%);
- 7% of residents hold no qualifications which is higher than both the East of England (6%) and England (6%);
- 53% of residents hold qualifications between NVQ Level 1 to NVQ Level 3 qualifications which is higher than both the East of England (50%) and England (45%).

Qualification levels by county, 2020





# Norfolk's skills inequality

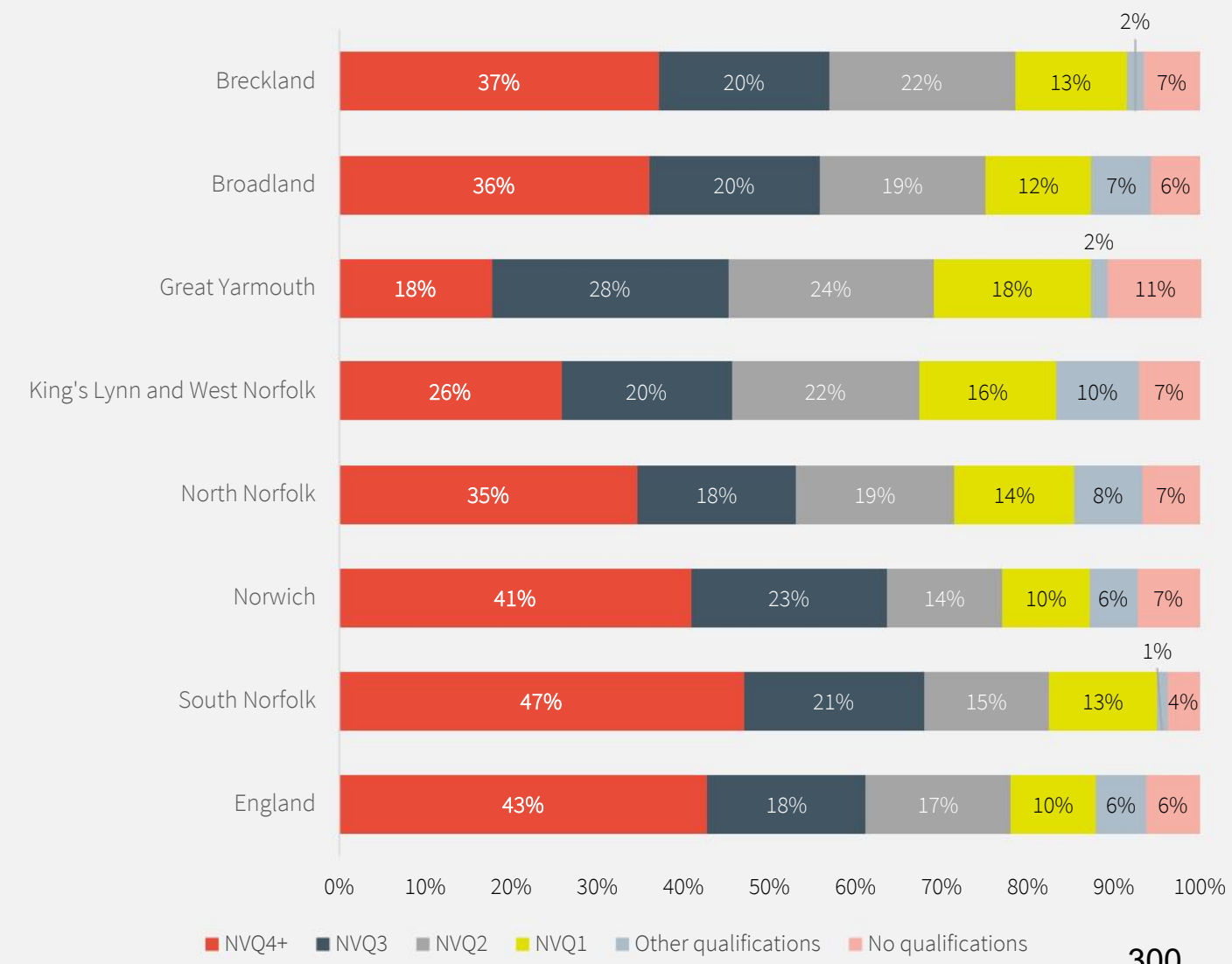
## Norfolk's skills and qualifications attainment varies across the County ...

While almost half (47%) of residents in South Norfolk hold degree level qualifications, only 18% hold the equivalent in Great Yarmouth. This compares to 39% in the East of England and 43% in England.

The proportion of residents holding no qualifications is highest in Great Yarmouth (11%) compared to a much lower level in South Norfolk (4%). These rates compare to 6% in the East of England and 6% in England.

The proportion of residents holding low and mid level qualifications (NVQ Level 1 to Level 3) also varies across the county. 70% of residents in Great Yarmouth hold qualifications at this level compared to the lowest levels in Norwich (47%).

Qualification levels by district, 2020







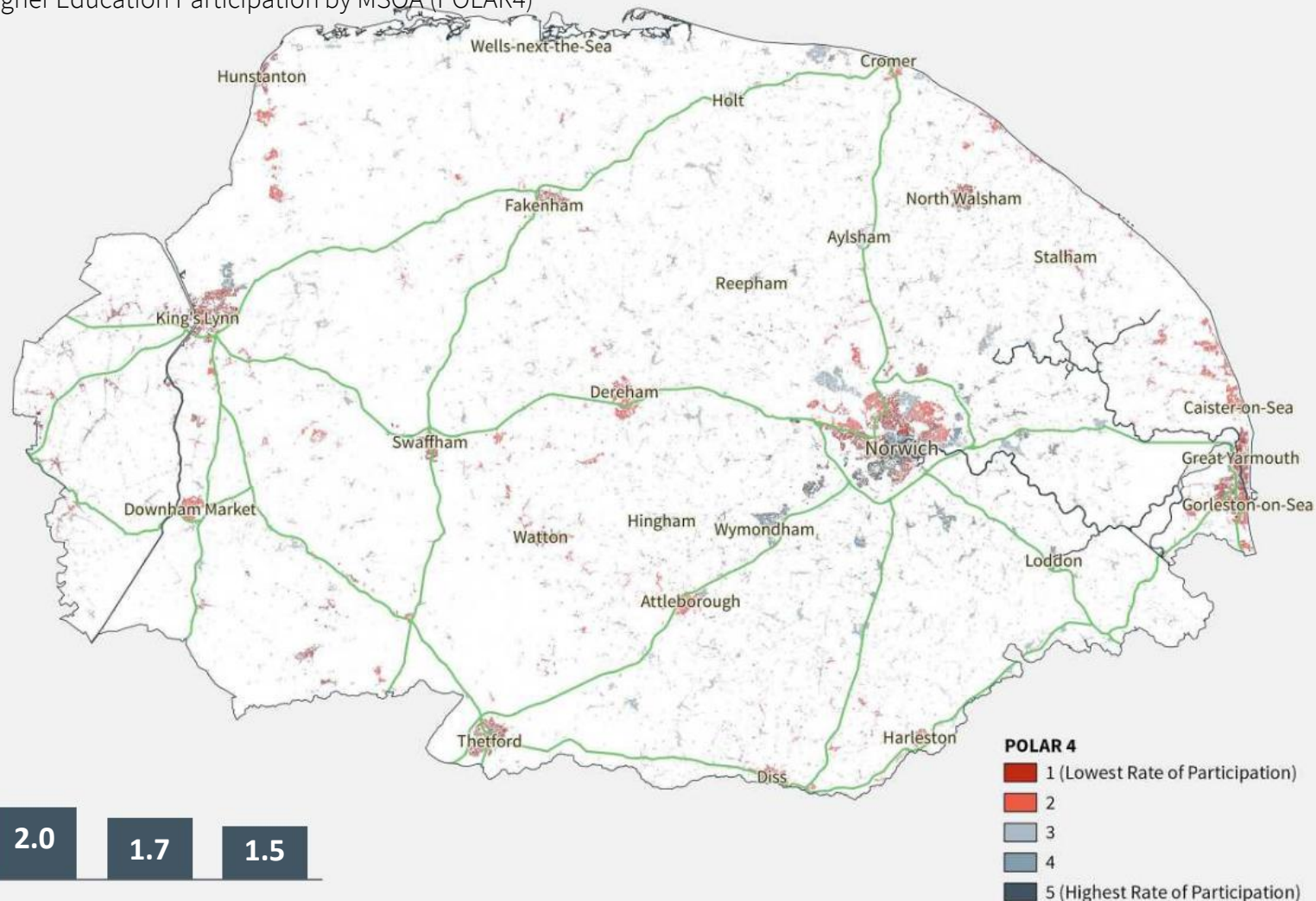
# Norfolk's educational attainment

## Educational attainment in Norfolk is lower than all comparator areas ...

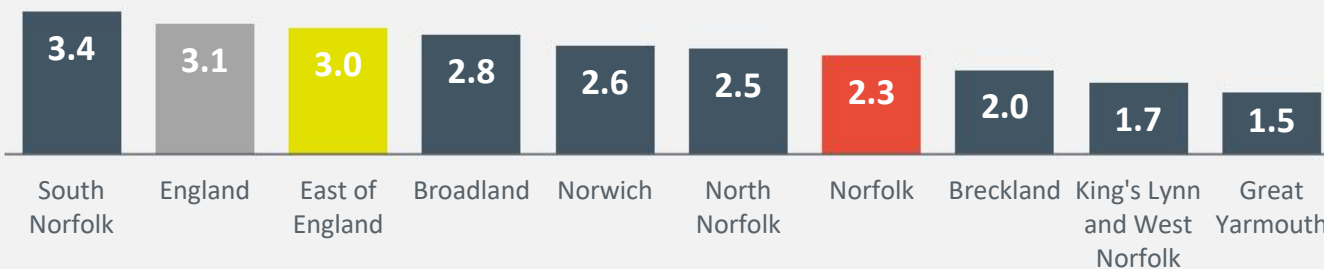
In 2019, only 60% of KS2 pupils in Norfolk reached the expected standard in reading, writing and mathematics. This is lower than the average for the East of England (64%) and England (65%). At KS4, pupils in Norfolk achieved an average Attainment 8 score of 49.2, which is again lower than both the East of England (50.3) and England (50.2) averages.

The Participation of local areas (POLAR) classification groups areas across the UK based on the proportion of young people who participate in higher education. Norfolk has an average POLAR4 quintile score of 2.3 which is lower than the East of England (3.0) and England (3.1) averages – indicating that the rate of participation of young people in higher education in Norfolk is below average. Within Norfolk, the rate of higher education participation is particularly low in Great Yarmouth (1.5) and King's Lynn and West Norfolk (1.7).

Higher Education Participation by MSOA (POLAR4)



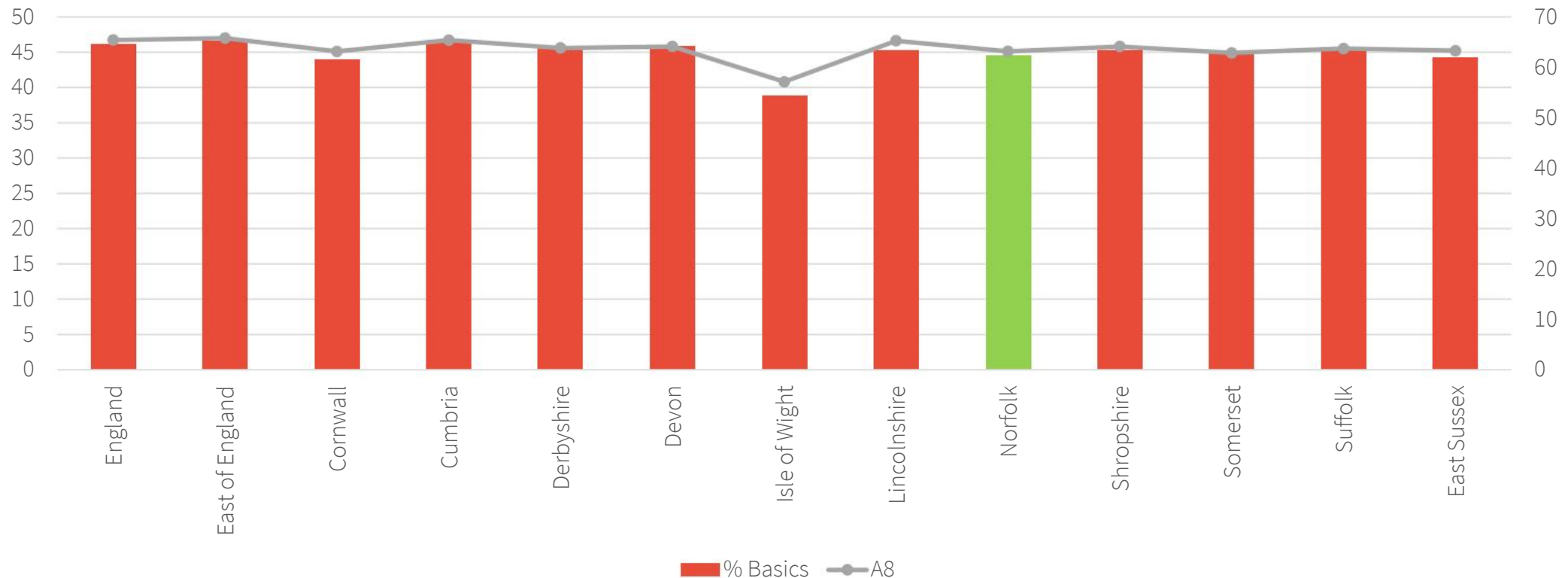
Average POLAR4 Quintile Score



# Norfolk's educational attainment

- In 2019 pupil attainment at GCSE is similar to national average with 63% passing English and Mathematics, compared to 64.6% nationally. Children make better than average progress at secondary school, but a legacy of underachievement at primary school results in fewer children attaining higher grades compared to national figures.
- Attainment 8 measures the progress across a student's eight best performing subjects. Norfolk is in line with national average for English and Mathematics (65% England vs. 62% Norfolk). Norfolk is also in line in Attainment 8 (England 47% vs. 45% Norfolk).

**% Achieving Basics: English & Mathematics at Grade 4+ & Attainment 8**



# Norfolk's Higher Education and Further Education Colleges

67

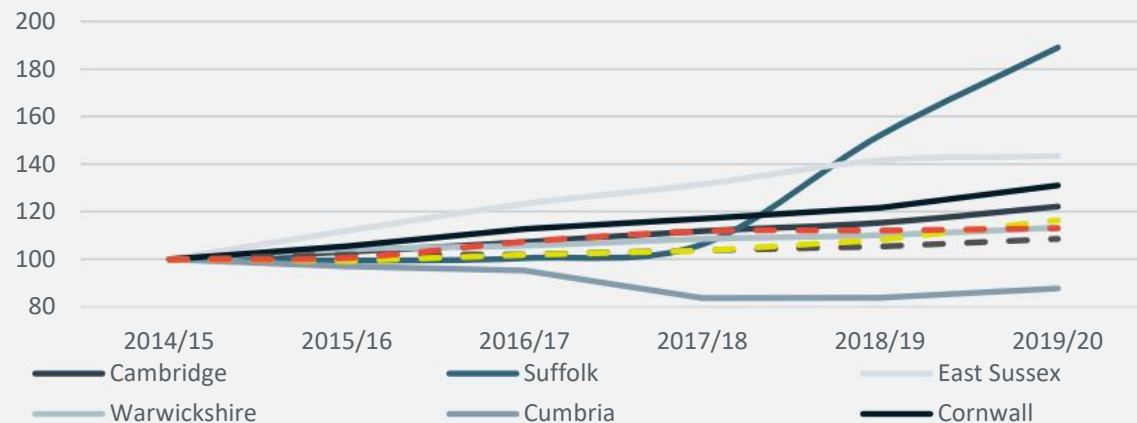
## Norfolk's HE providers perform similarly to regional and national averages...

The growth in total student enrolment across Norfolk's HE providers is lower than in the East of England, at 13% compared to 16%. However, it is above the national average of 9%.

Norfolk is home to two universities and five Further Education colleges. The Norwich University of Arts (NUA) has consistently been ranked in the UK Top 25 Universities over the past five years and has a high proportion of students enrolling onto Creative Arts and Design courses (79%). The University of East Anglia (UEA) has a broader range of popular subjects, with 19% of students studying Business and Management which is also the most popular subject across the East of England. 15% of students studied social sciences subjects, and 13% studied subjects allied to medicine.

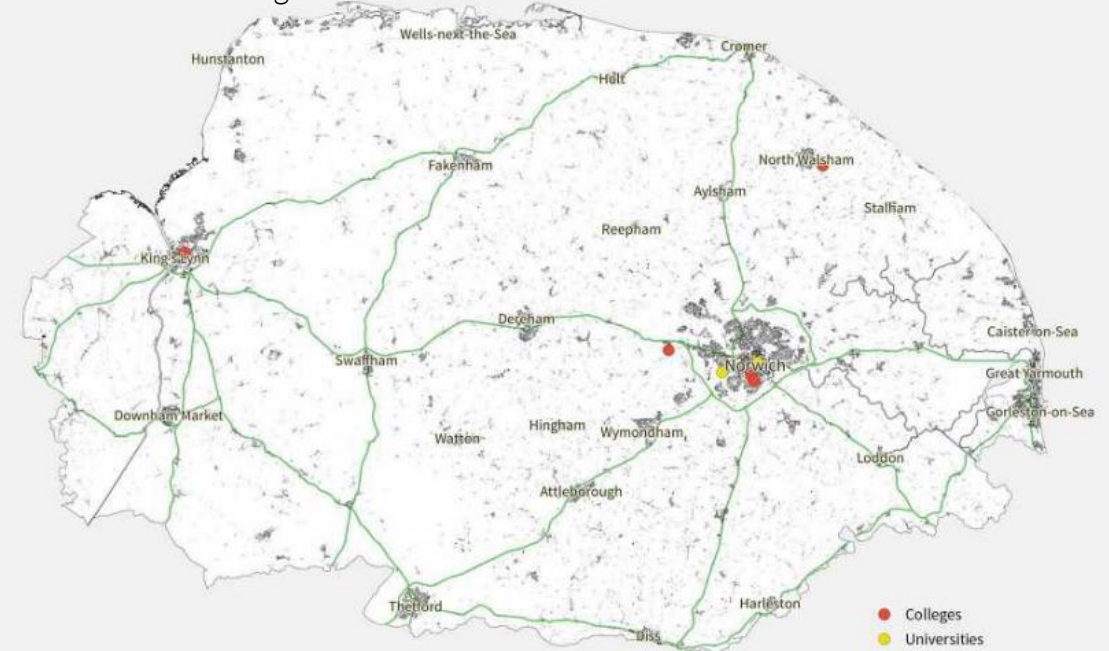
The level of qualification obtained at UEA broadly aligns with regional and national averages. However, at NUA, much fewer students study postgraduate degrees at just 10%, compared to 39% in England.

Total Student Enrolment 2014/15 – 2019/20

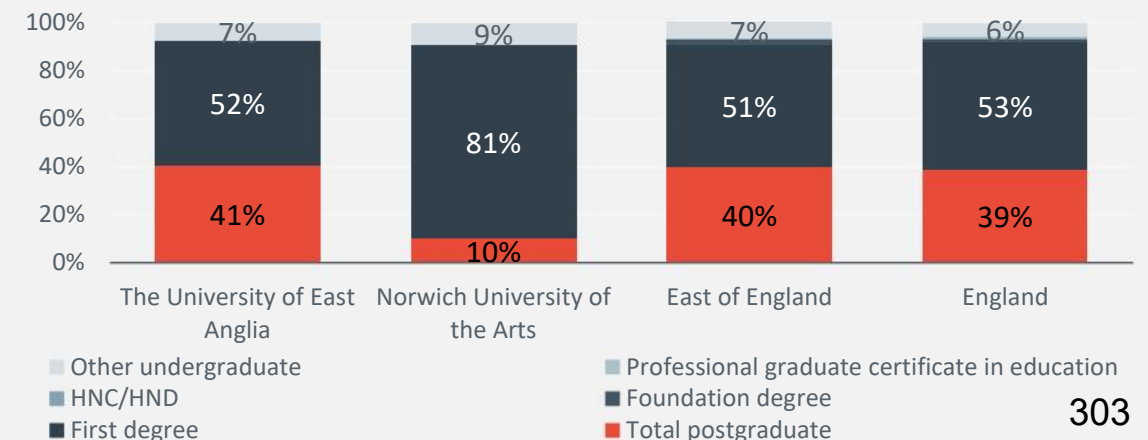


Source: HESA (2019/20). \*No difference in area type between dashed and solid

Location of HE and FE Colleges



Level of Qualification Obtained 2019/20



303



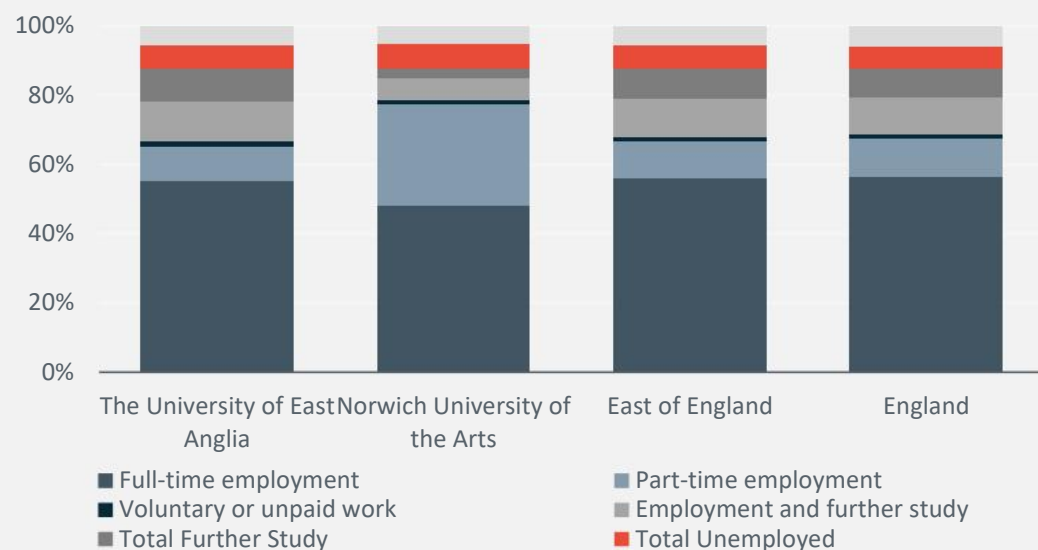
# Norfolk's Graduates

## Graduates are well retained in the region, with large percentages entering the workforce...

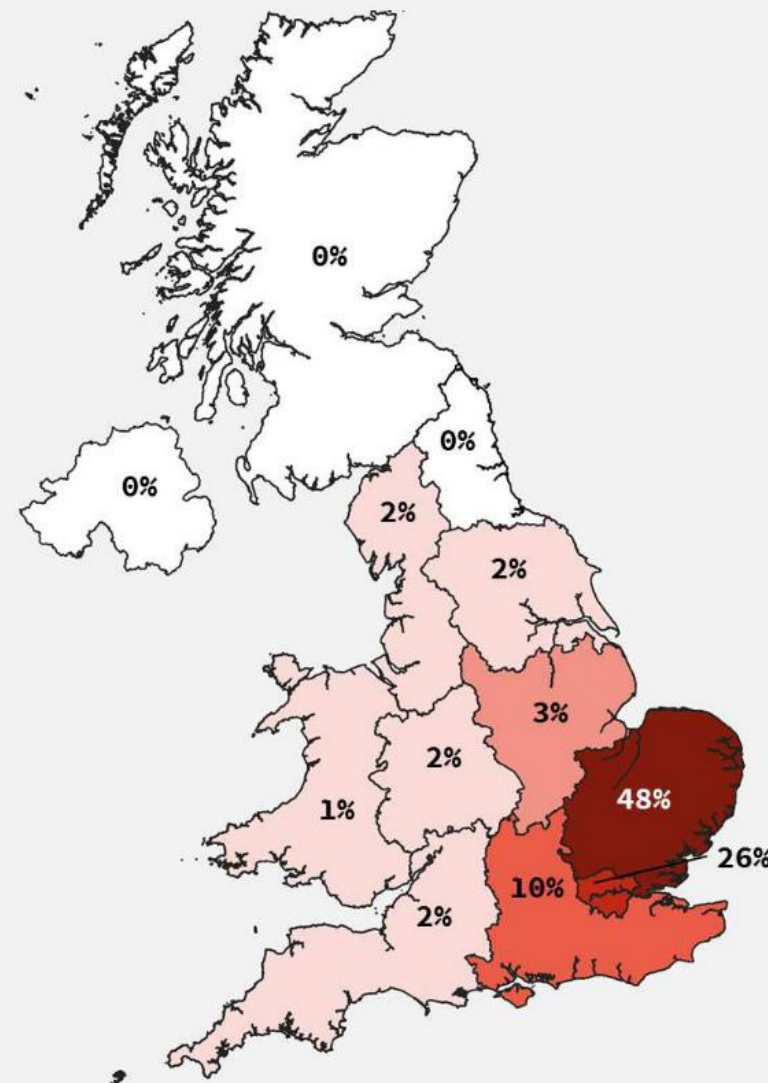
The East of England retains a large proportion of undergraduates who have studied in the region, with 48% of graduates (from Norfolk universities) remaining in the East of England to work. The largest outflow of graduates outside the region is to London, with 26% of graduates, followed by the Southwest with 10% of graduates. However, there is a large proportion of 18-25 who although have grown up in Norfolk move elsewhere for higher education.

Graduate outcomes from Norfolk's higher education providers are broadly in line with regional and national averages, with most graduates entering full or part time employment. However, Norwich University of Arts has a lower percentage of graduates in full time employment at 48% compared to 56% in England, but a higher percentage of graduates in part-time employment at 29% compared to 11% in England.

Graduate Outcomes 2018/19



Destination of East of England Undergraduates living in the UK Entering Work 2018/19





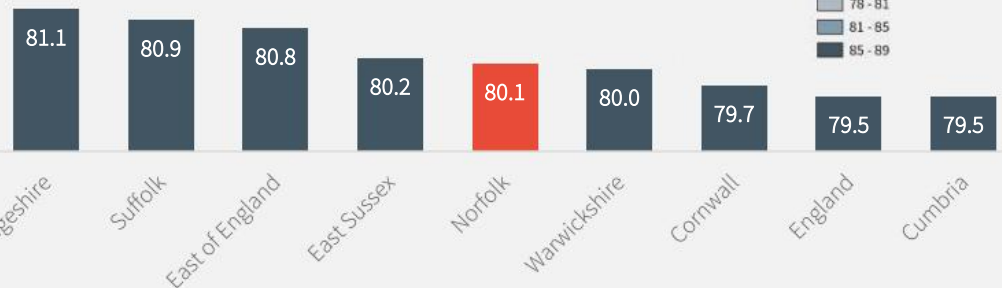
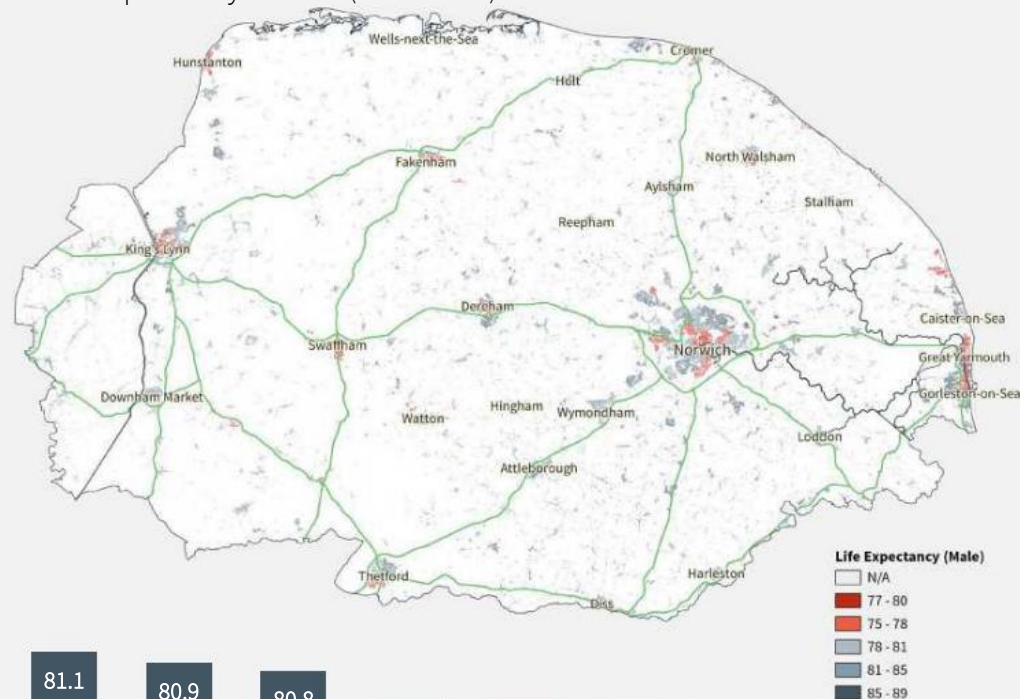


# Norfolk's health outcomes

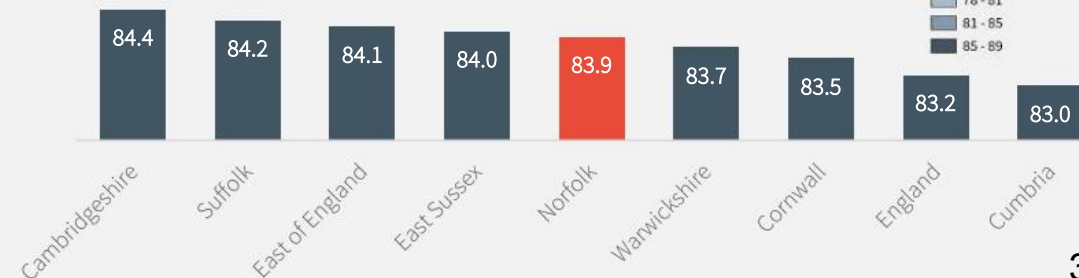
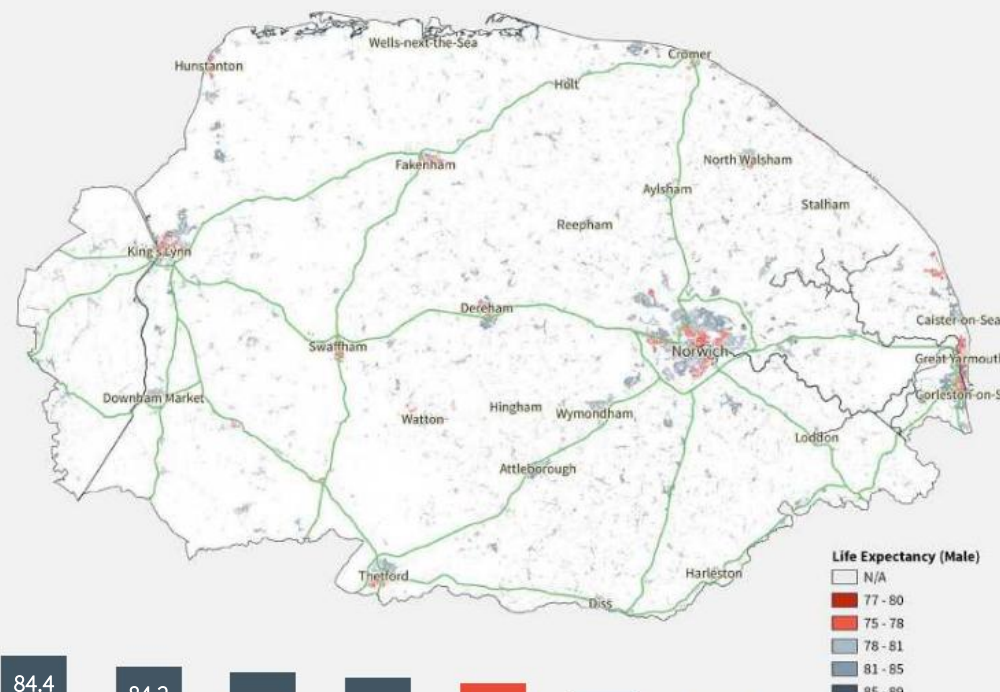
## Life expectancy in Norfolk is above the national average but below that for regional comparators...

Male life expectancy in Norfolk is 80.1 years and female life expectancy is 83.9 years. Life expectancy for both male and female Norfolk residents is below the East of England average with significant variations across the county. Some of the lowest life expectancies are seen in Norfolk's main cities and towns, while life expectancy for both genders is higher in more rural locations.

Male life expectancy at birth (2015-2019)



Female life expectancy at birth (2015-2019)





# Norfolk's wellbeing

## Wellbeing levels in Norfolk are largely in line with regional averages...

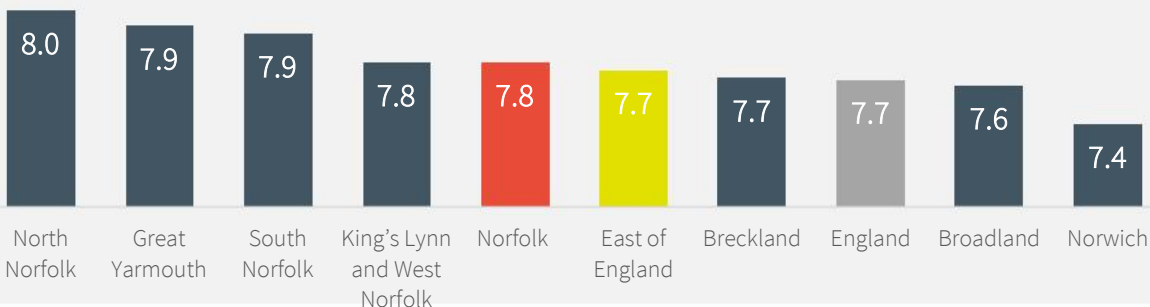
Measures of personal wellbeing for residents at the Norfolk level indicate:

- + Life satisfaction is above average with residents reporting 7.9 compared to the East of England (7.7) and England (7.7).
- + Resident feeling that things done are worthwhile is in line with averages with Norfolk scoring 7.9 compared to the East of England (7.9) and England (7.9).
- + Resident happiness is slightly below average at 7.4 compared to the East of England (7.5) and England (7.5) averages.
- + Resident anxiety is higher than average at 3.3 in Norfolk compared to the East of England (3.0) and England (3.1) averages.

In terms of physical activity, Norfolk performs in line with East of England and England averages:

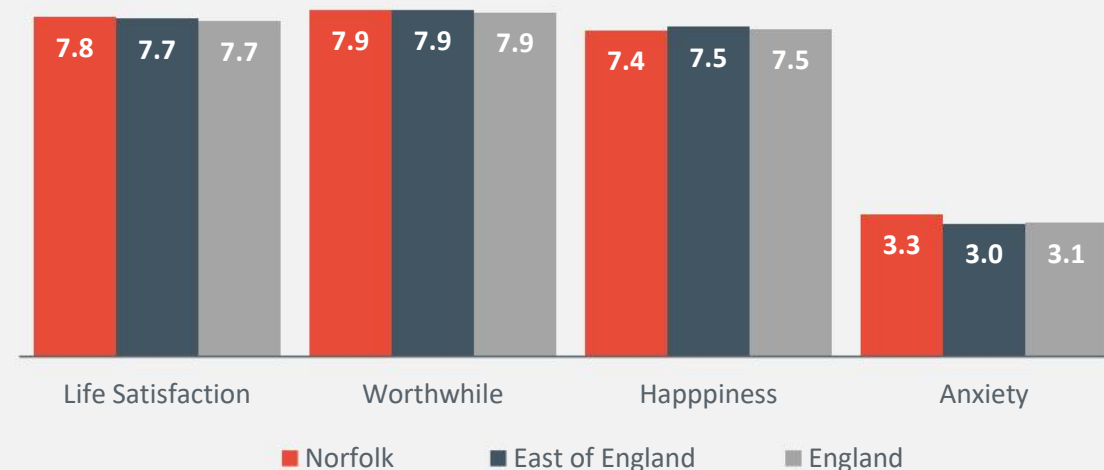
- + 48% of Norfolk's adult residents walk or cycle at least three times a week which is in line with the East of England (48%) and England (48%).
- + 25% of Norfolk's adult residents undertake less than 30 minutes of physical activity per week which is also in line with the East of England (25%) and England (25%).

Life Satisfaction, 2019/20

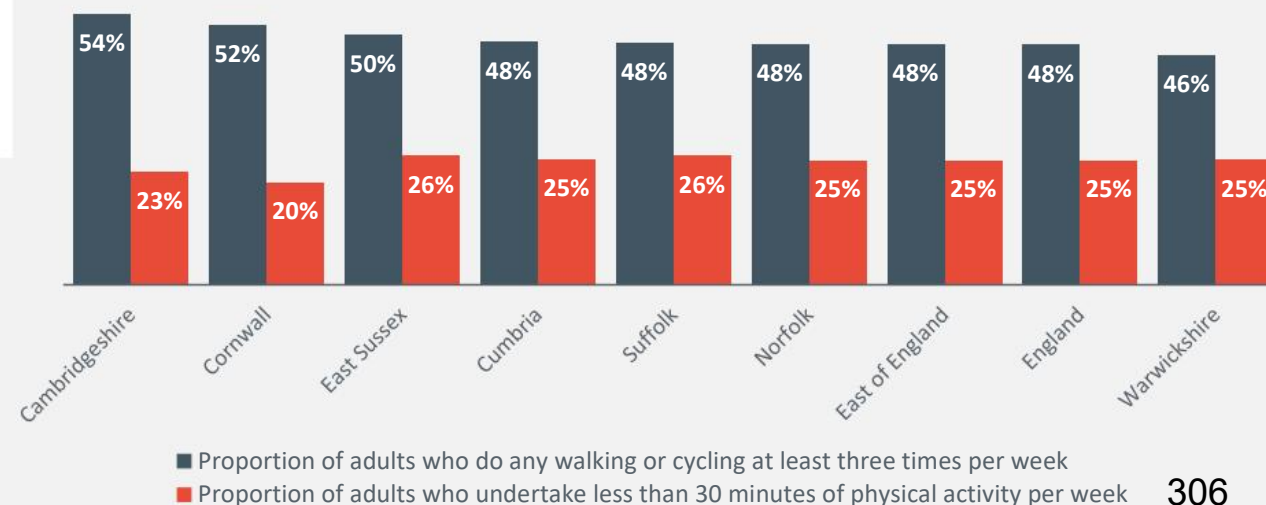


Source: ONS, Annual personal well-being estimates (2020).

Wellbeing scores, 2019/20



Physical Activity Levels, 2018/19



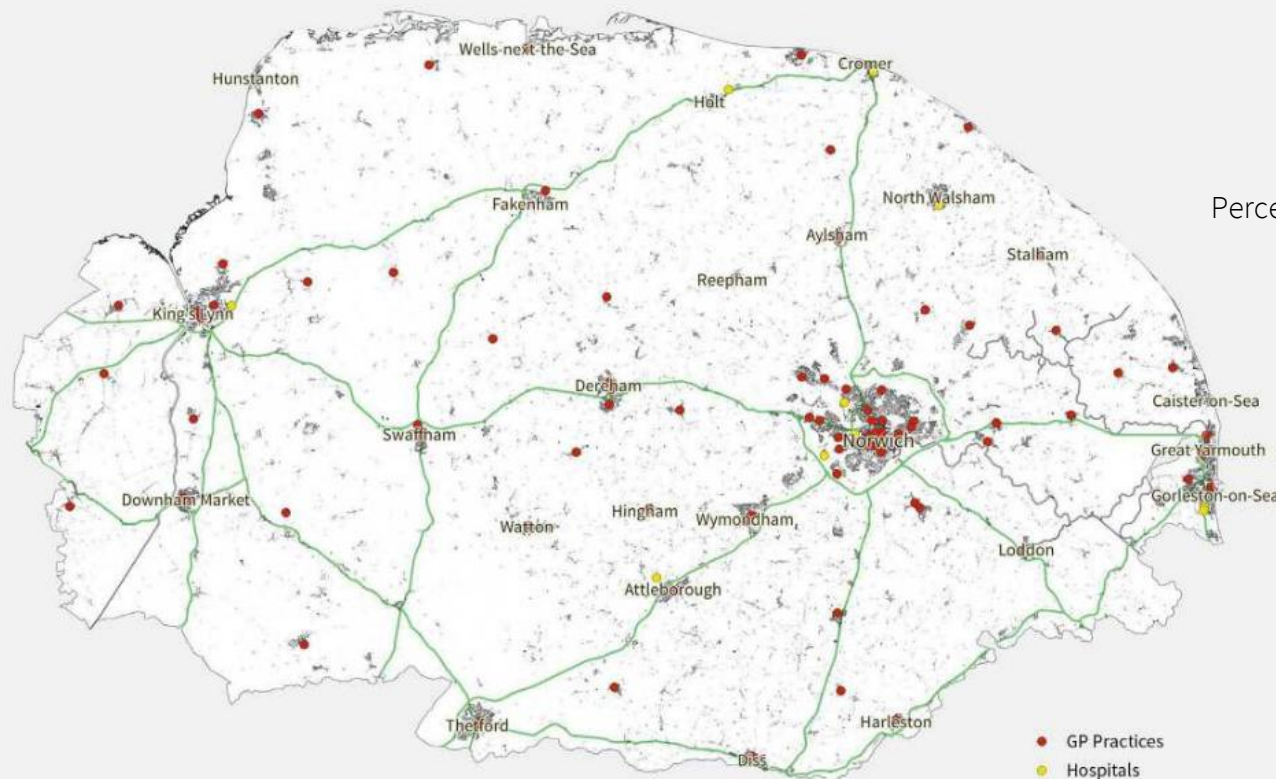


# Norfolk's health services

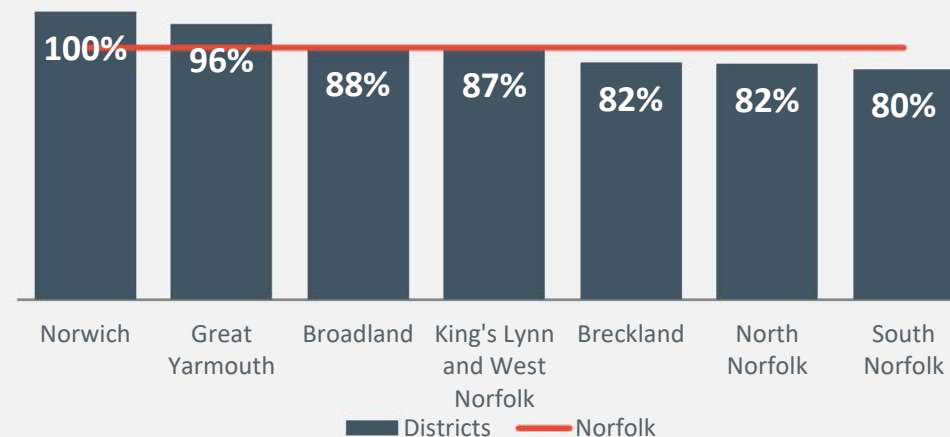
## Access to Norfolk's health services varies geographically...

Health services within the County are concentrated in Norwich, King's Lynn, and Great Yarmouth. In the Norwich and Great Yarmouth Districts, 100% and 96% of service users respectively are within 30 minutes by public transport/walking to a GP service. However, in the districts of North Norfolk and South Norfolk this figure falls to just below 80%.

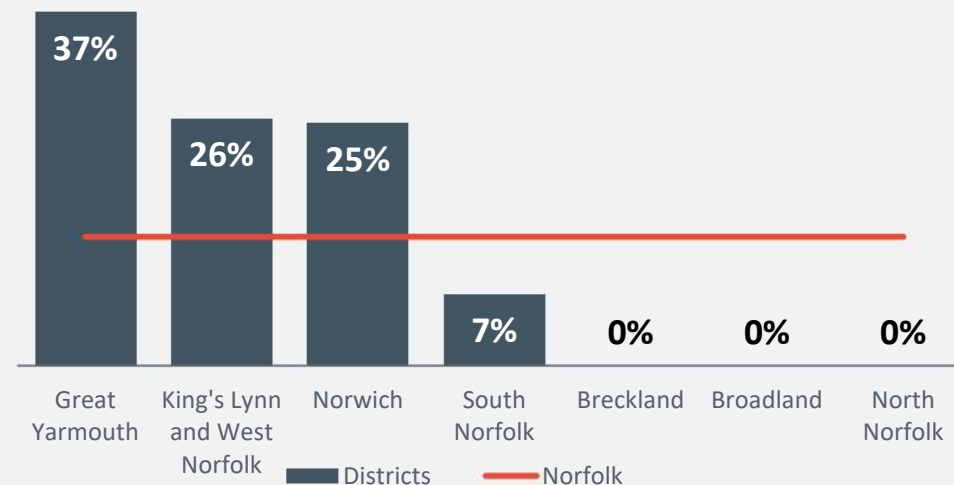
The percentage of users within 30 minutes of hospitals by public transport/walking is lower. Great Yarmouth records the highest percentage at 37%, but in Breckland, Broadland, and North Norfolk, 0% of users are within 30 minutes of hospitals by public transport/walking.



Percentage of users within 30 minutes of GP services by public transport / walking, 2019



Percentage of users within 30 minutes of hospitals by public transport / walking, 2019





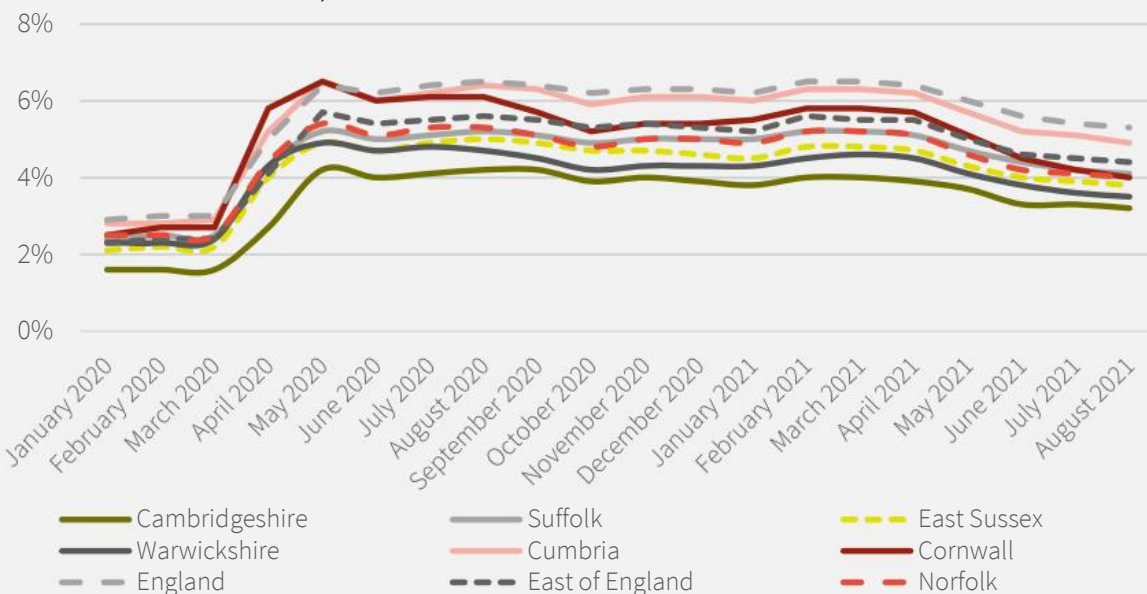
# Norfolk's economic activity rates (1)

## Norfolk has an economically active population with pockets of unemployment ...

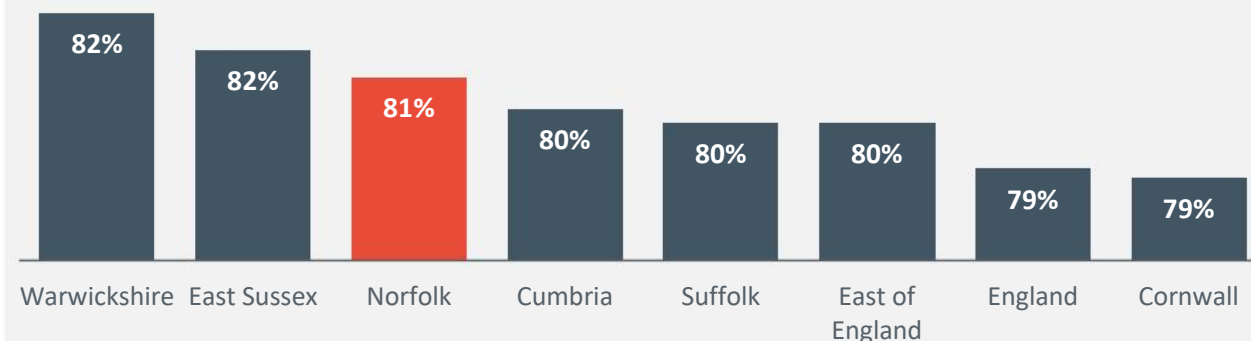
Norfolk has a large labour market as a proportion of total residents in the county. Economically active residents account for 81% of the population, which is higher than the economic activity rate for both the East of England (80%) and England (79%). Despite this, Norfolk has a higher unemployment rate (6%) compared to the East of England (4%) and England (5%).

A long-term overview of claimant count demonstrates that the rate of claimants in Norfolk has consistently been in line or below the national average for England. Claimant count in Norfolk has however remained above the levels in comparator areas.

Claimant count, 2010-2021

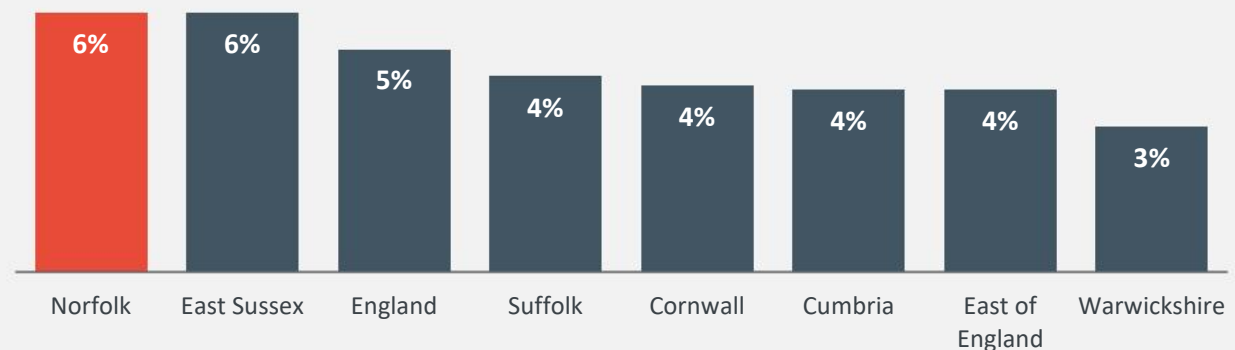


Economic activity rate, 2020



Economic activity rate: the proportion of residents aged 16 and over with a job or who have sought work in the last four weeks and/or are available to start work in the next two weeks. This group excludes students, carers in the family and home, long-term sick and disabled, temporarily sick and disabled, retired people and discouraged workers.

Unemployment rate, 2020



Unemployment rate: the number of unemployed residents aged 16 and over as a proportion of the total economically active population.





# Norfolk's economic activity rates (2)

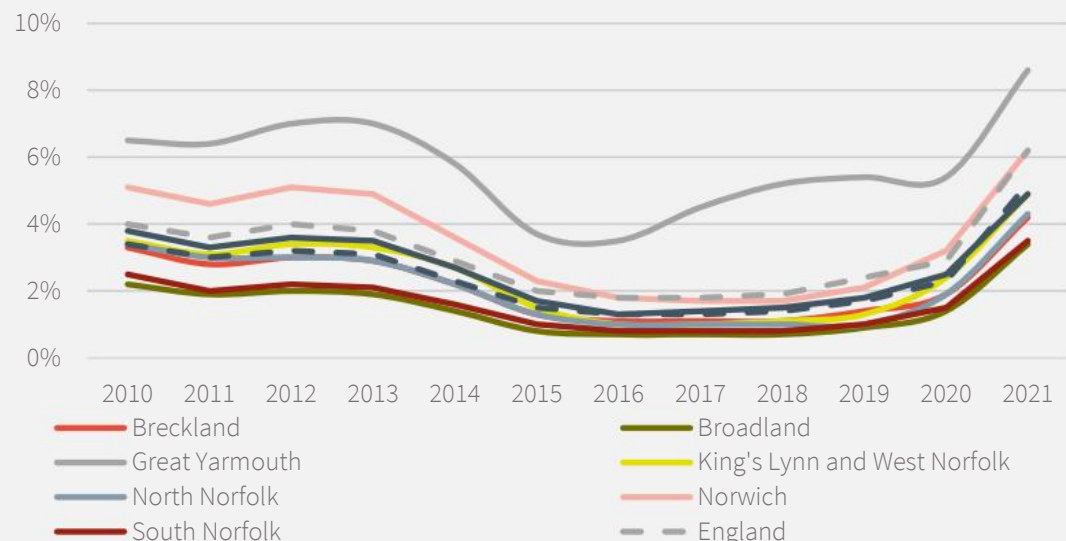
## Norfolk's main economic activity challenges are in Great Yarmouth...

Economic activity rates are highest in Broadland (85%) and Breckland (85%) which are both higher than the Norfolk (81%) average. Conversely, Great Yarmouth has an economic activity rate of 72% which is significantly lower than all other districts and the East of England (80%) and England (79%) averages.

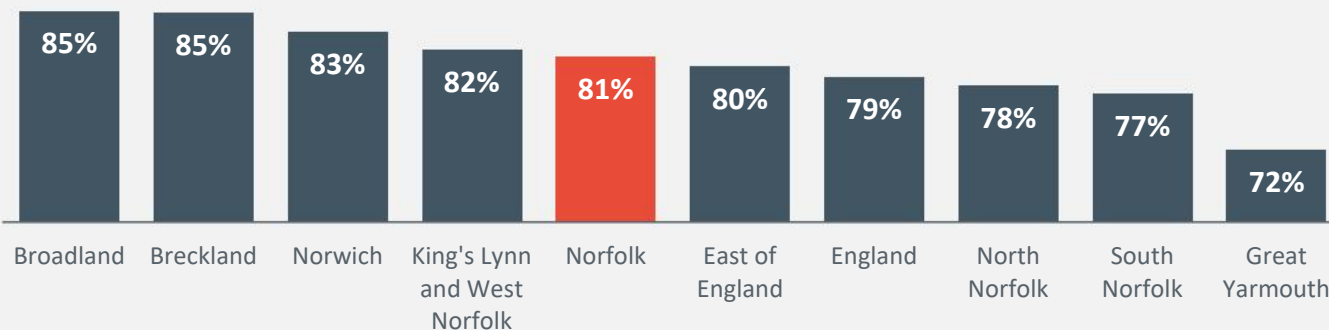
Unemployment rates are also highest in Great Yarmouth (10%). All Norfolk districts have a higher unemployment rate than the England average (5%), with the exception of King's Lynn and West Norfolk (5%).

A long-term view of claimant count demonstrates that the levels of claimants in Great Yarmouth have been persistently higher than the national average, with Norwich claimant counts fluctuating around the levels seen across England.

Claimant count, 2010-2021

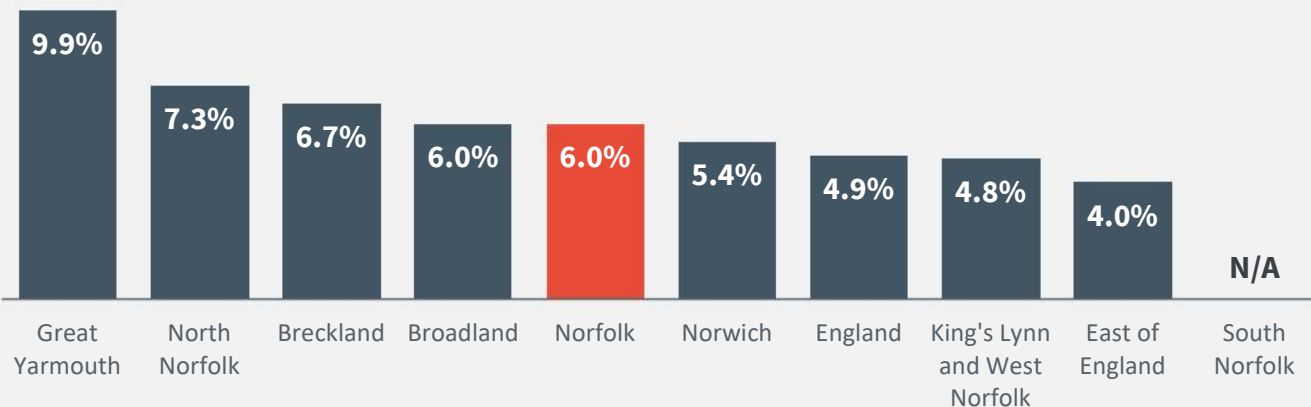


Economic activity rate, 2020



Economic activity rate: the proportion of residents aged 16 and over with a job or who have sought work in the last four weeks and/or are available to start work in the next two weeks. This group excludes students, carers in the family and home, long-term sick and disabled, temporarily sick and disabled, retired people and discouraged workers.

Unemployment rate, 2020



Unemployment rate: the number of unemployed residents aged 16 and over as a proportion of the total economically active population. NB: South Norfolk data suppressed by ONS due to low sample size.



# Norfolk's occupational profile

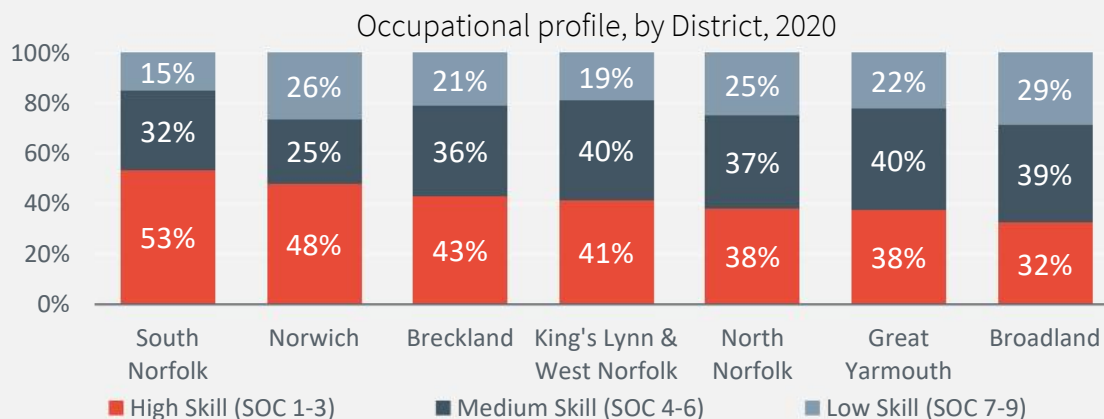
## A higher proportion of Norfolk's residents work in low and medium skilled occupations...

Using Standard Occupation Classifications (SOC) from the ONS, it is possible to use the occupational profile to obtain an approximation of jobs that are typically considered to be high, medium and low skill:

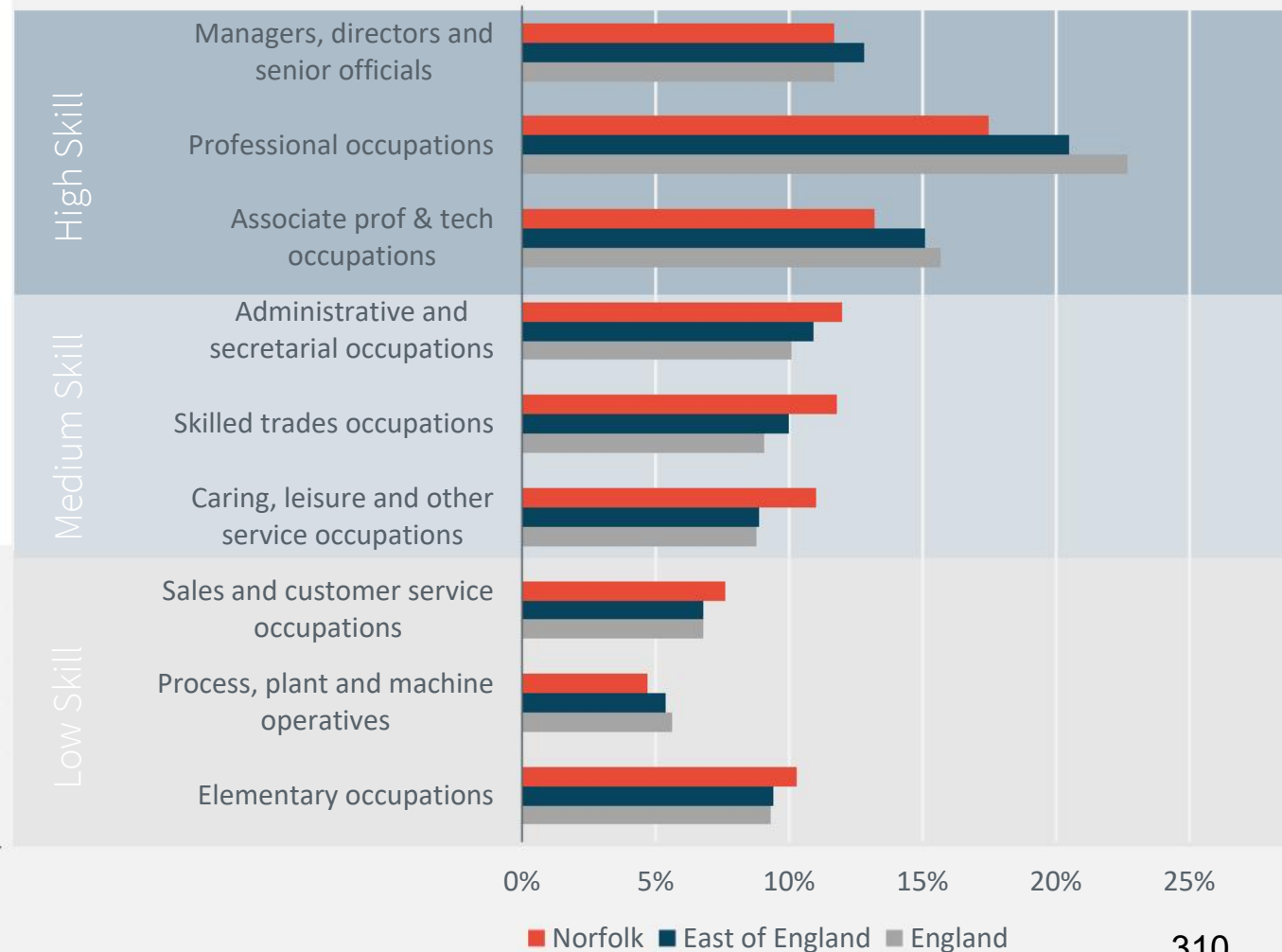
- High skill (SOC 1-3): these roles mostly require graduate level education to access
- Medium skill (SOC 4-6): these roles mostly require a Level 3-5 qualification
- Low skill (SOC 7-9): these roles mostly require a Level 2 qualification or below

High skill occupations account for the largest share of employment in Norfolk (42%) although this is lower than that in the East of England (48%) and England (50%). A higher proportion of Norfolk's residents work in middle skill occupations (35%) than is seen at the East of England (30%) and England (28%) level.

South Norfolk and Norwich have the largest proportion of high skilled occupations at 53% and 48% respectively. However, Norwich also has the second highest proportion of low skilled occupations at 26%, behind Broadland with 29%.



Occupational profile, 2020





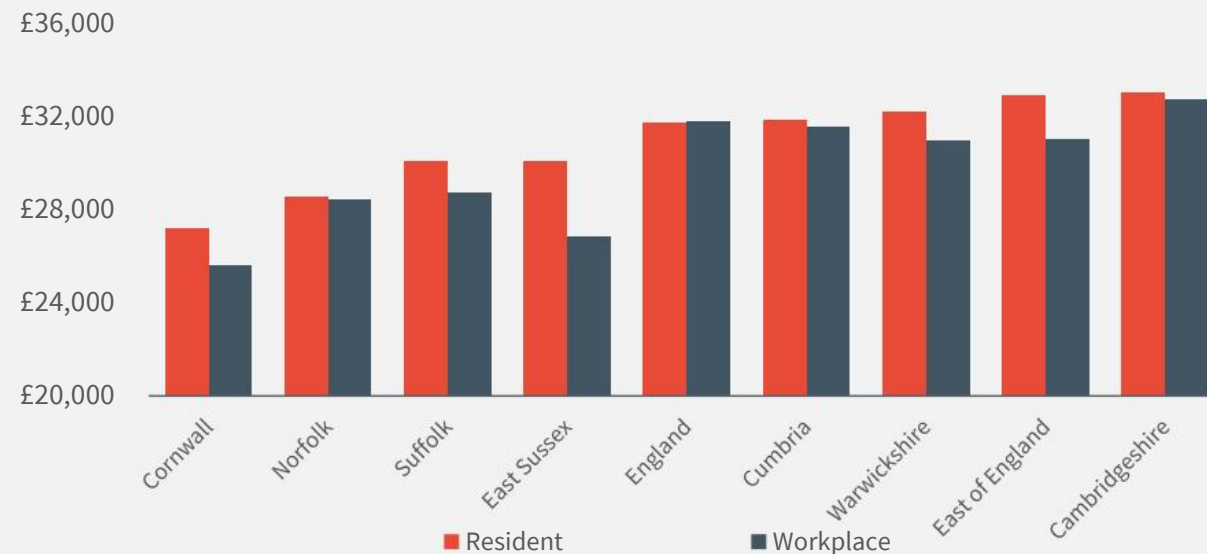
# Norfolk's earnings

## Earnings in Norfolk are low with little variation in resident and workplace earnings...

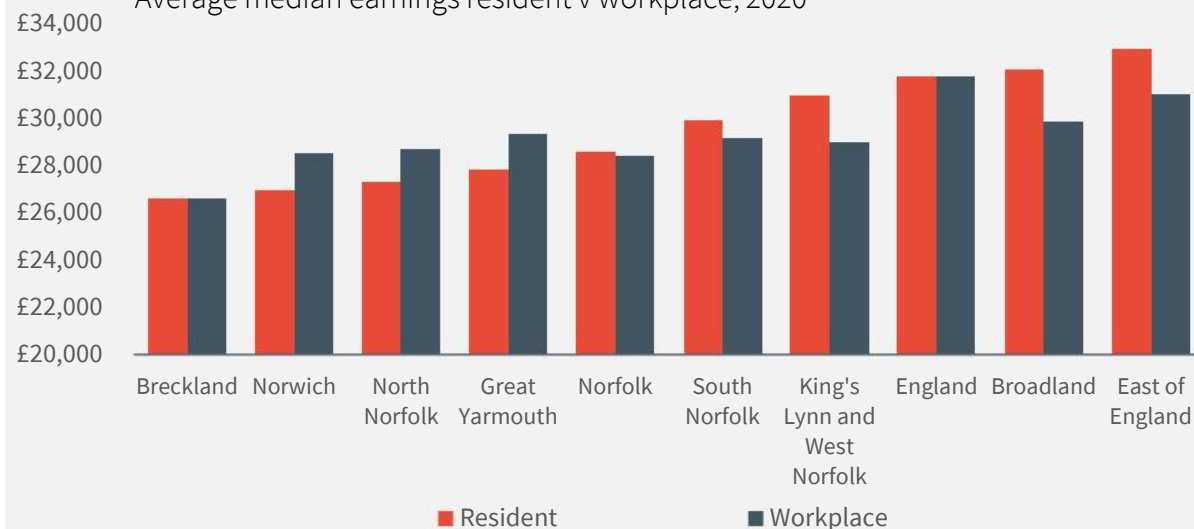
Norfolk's residents earned an average annual salary of £28,571 in 2020 which is lower than both the East of England (£32,944) and England (£31,766). Average workplace earnings in Norfolk were £28,424 in 2020 which is also lower than both the East of England (£31,044) and England (£31,777). Norfolk's relatively low earnings for both residents and in the workplace suggests fewer opportunities for access to higher value and higher wage jobs compared to other parts of the country.

Within Norfolk, resident and workplace earnings in 2020 were highest in Broadland at £32,070 and £29,861 respectively. Meanwhile, resident and workplace earnings were lowest in Breckland at £26,613 and £26,597 respectively.

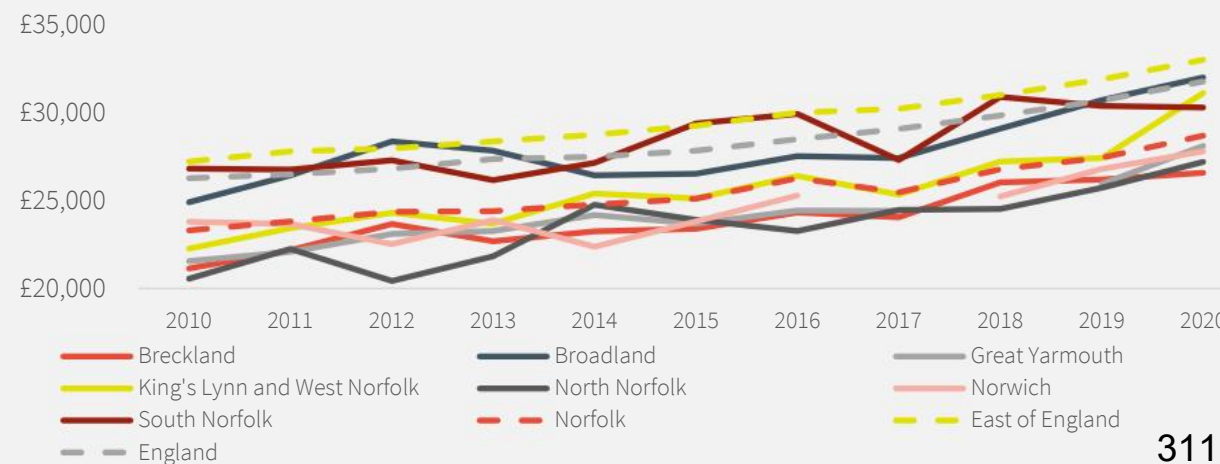
Average median earnings resident v workplace, 2020



Average median earnings resident v workplace, 2020



Median resident earnings, 2010-2020





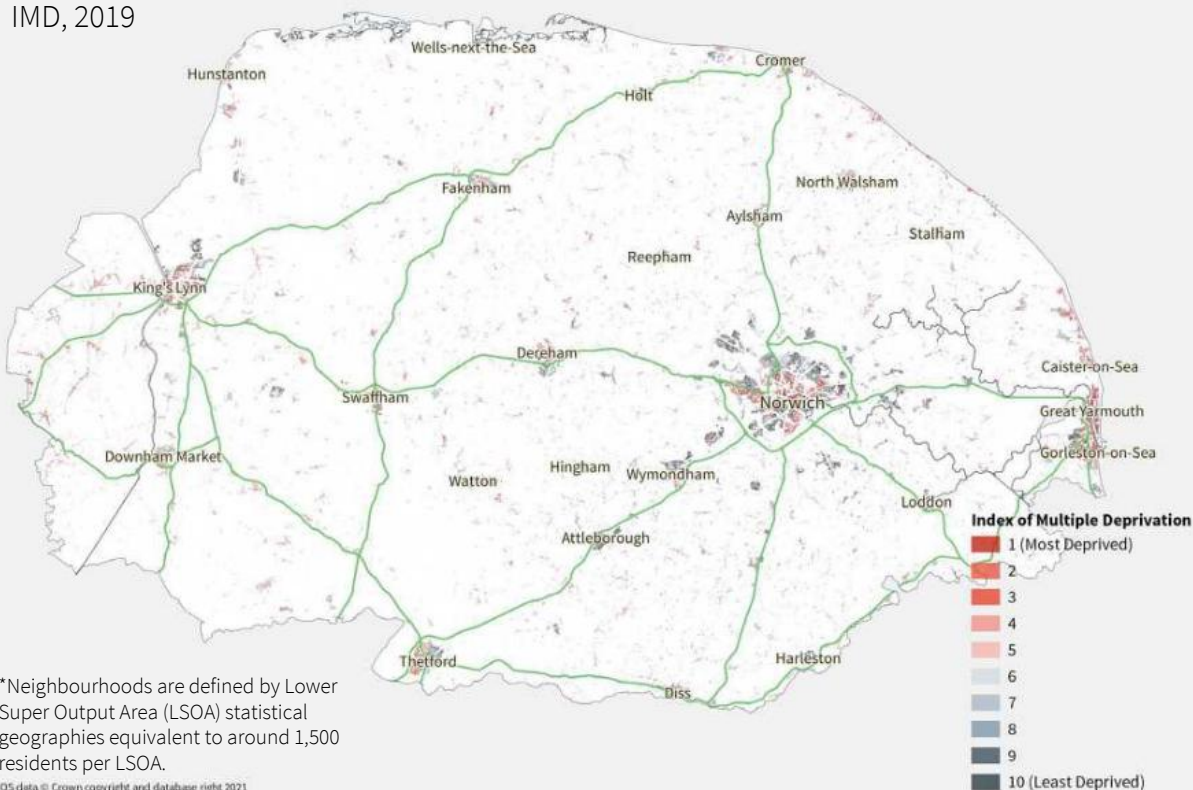
# Norfolk's deprivation

## Norfolk's deprivation is widespread with particular challenges in education and skills...

Norfolk is particularly deprived in terms of Education, Skills and Training, with 39% of all neighbourhoods\* in Norfolk falling within the top 30% most deprived neighbourhoods nationally. Norfolk also faces challenges in deprivation related to Barriers to Housing and Services (34%) and Living Environment (32%).

Mapping of the Index of Multiple Deprivation demonstrates that Norfolk's deprivation is most concentrated in Norwich and some of its major towns, including Great Yarmouth, King's Lynn and Thetford. Norfolk's rural areas also face challenges relating to deprivation.

IMD, 2019

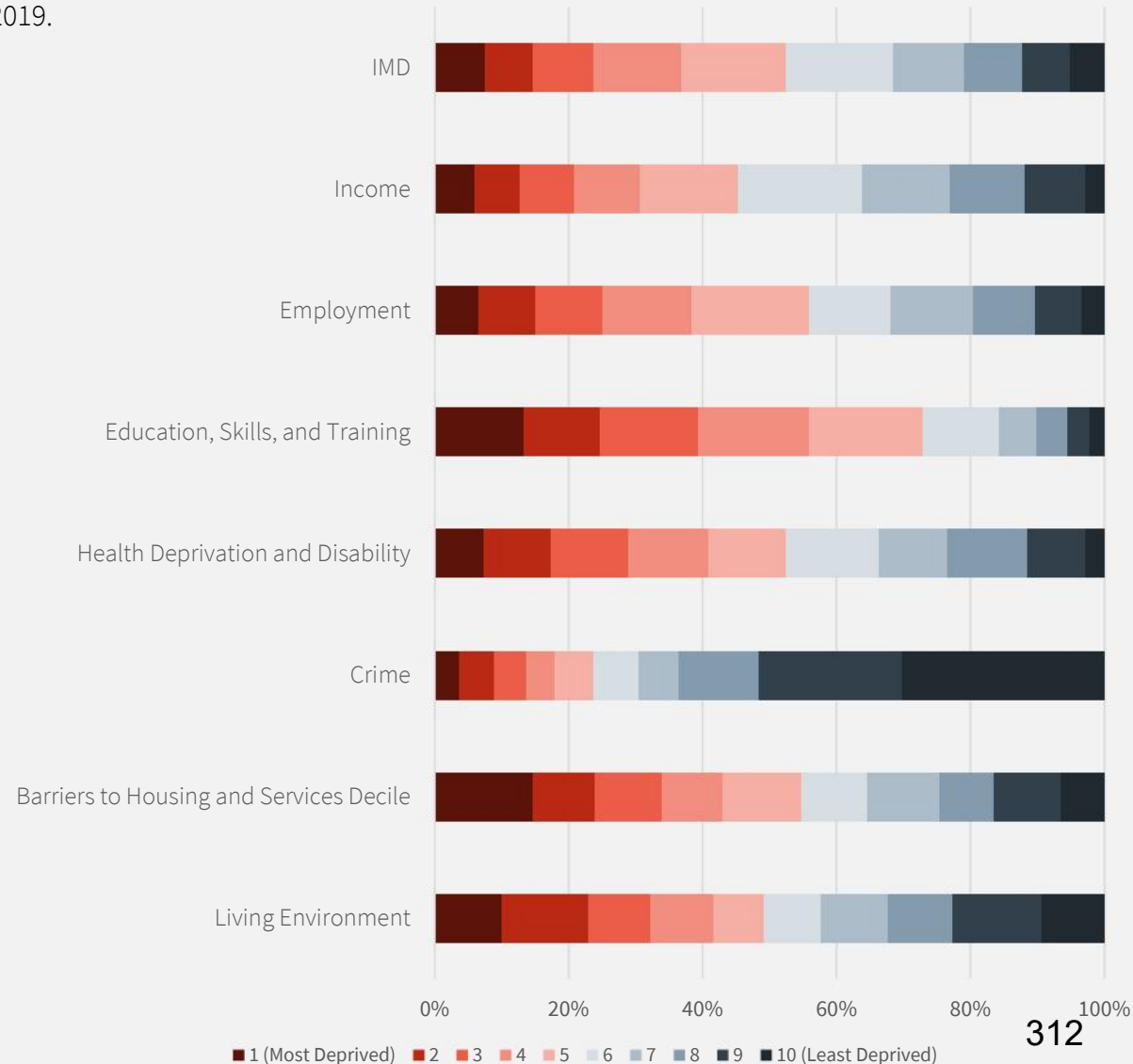


\*Neighbourhoods are defined by Lower Super Output Area (LSOA) statistical geographies equivalent to around 1,500 residents per LSOA.

OS data © Crown copyright and database right 2021

Source: Index of Multiple Deprivation, MHCLG (2019)

Percentage of Norfolk neighbourhoods in each Index of Multiple Deprivation domain ranking, 2019.







# Norfolk's diversity and immigration

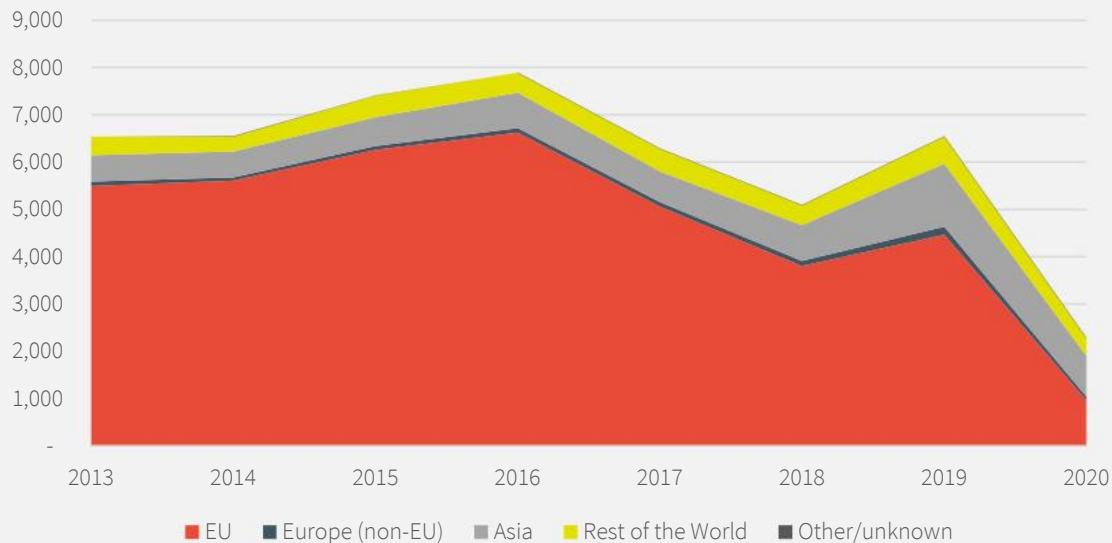
## Inward migration is an important part of Norfolk's economy, but numbers have fallen since 2020...

Between 2013 and 2020, Norfolk hosted 48,500 economic migrants\*. Of these, 15,500 (or 32%) were hosted in Norwich, followed by King's Lynn and West Norfolk (19%) and Breckland (18%).

EU migration in Norfolk accounted for around 38,300 migrants over this period which is equivalent to 79% of total NINO registrations. This is higher than the UK average over this same period (69%).

Change in EU NINO registrations in Norfolk between 2019 and 2020 demonstrates a sharp decline of around 3,500 registrations (-78%) which is greater than the UK average (-75%)

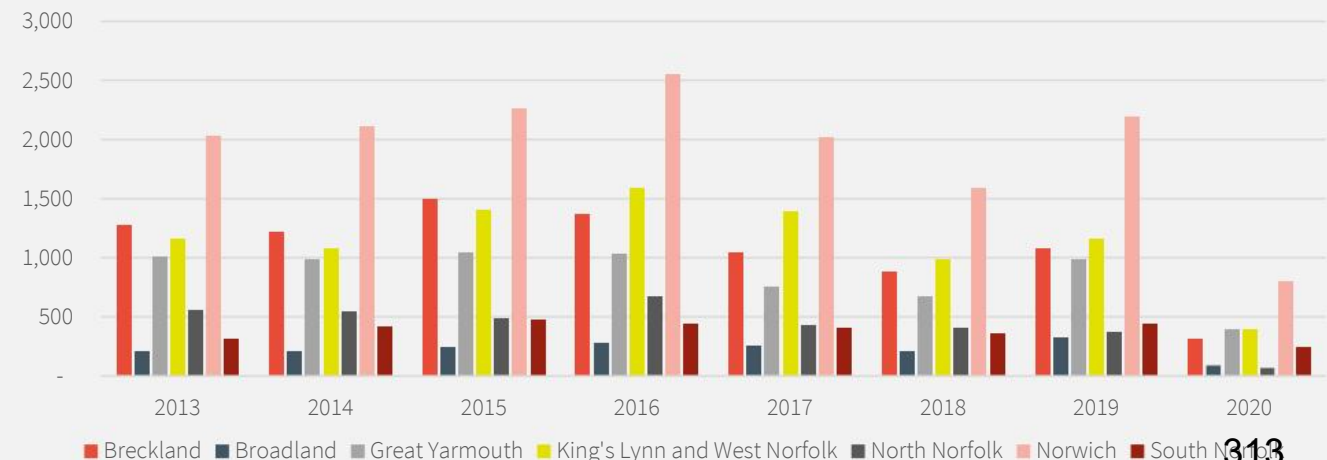
Total NINO Registrations to Adult Overseas Nationals entering the UK, 2013-2020



Country of birth, 2011

|                              | United Kingdom | Ireland | Other Europe | Africa | Middle East and Asia | The Americas and the Caribbean | Antarctica, Oceania (including Australasia) and other |
|------------------------------|----------------|---------|--------------|--------|----------------------|--------------------------------|---|
| Breckland                    | 91%            | 0%      | 5%           | 1%     | 1%                   | 1%                             | 0%  |
| Broadland                    | 96%            | 0%      | 2%           | 1%     | 1%                   | 0%                             | 0%  |
| Great Yarmouth               | 93%            | 0%      | 4%           | 1%     | 1%                   | 0%                             | 0%  |
| King's Lynn and West Norfolk | 92%            | 0%      | 4%           | 1%     | 1%                   | 1%                             | 0%  |
| North Norfolk                | 96%            | 0%      | 2%           | 1%     | 1%                   | 0%                             | 0%  |
| Norwich                      | 87%            | 1%      | 5%           | 2%     | 4%                   | 1%                             | 0%  |
| South Norfolk                | 95%            | 0%      | 2%           | 1%     | 1%                   | 1%                             | 0%  |
| Norfolk                      | 93%            | 0%      | 3%           | 1%     | 2%                   | 1%                             | 0%  |
| East of England              | 89%            | 1%      | 4%           | 2%     | 3%                   | 1%                             | 0%  |
| England                      | 86%            | 1%      | 4%           | 2%     | 5%                   | 1%                             | 0%  |

Total NINO Registrations to Adult Overseas Nationals entering the UK, 2013-2020





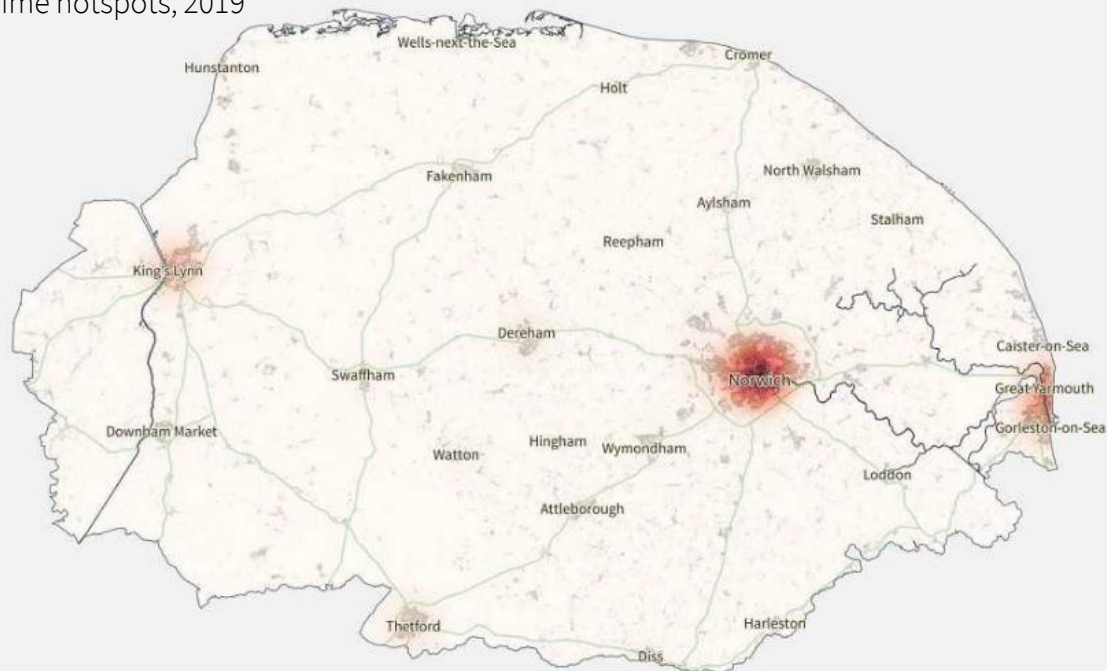
# Norfolk's crime rates

## Norfolk has a low overall crime rate, but challenges are concentrated in its main urban conurbations...

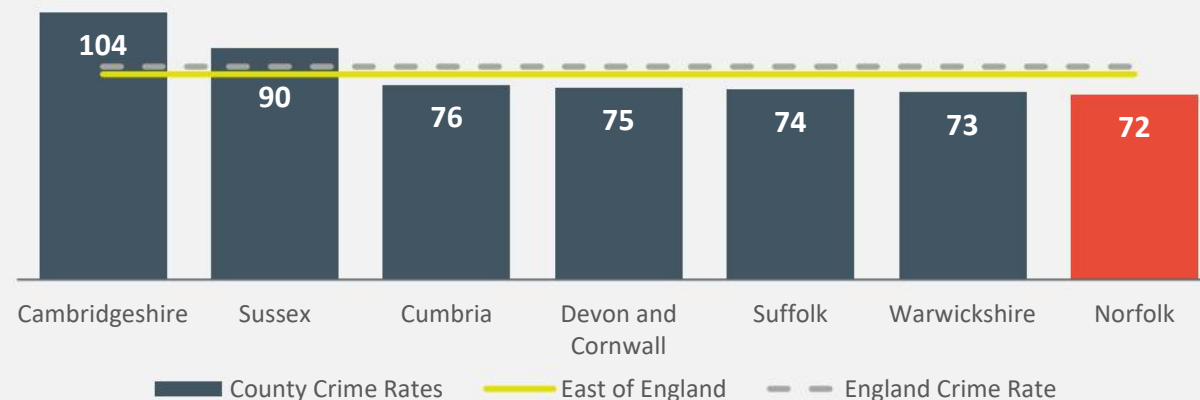
In 2019, Norfolk's crime rate of 72 crimes per 1,000 residents is notably lower than the East of England (80) and England (83) average.

Over this same period, Norwich had the highest crime rate (147) followed by Great Yarmouth (122) with the map below showing concentrations of crimes committed within these urban areas. All other districts in Norfolk had crime rates below the East of England and England averages.

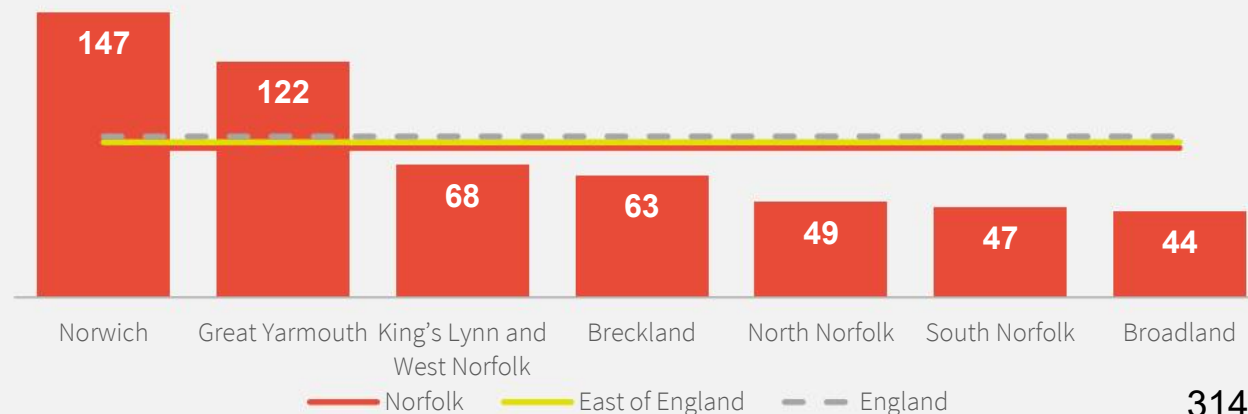
Crime hotspots, 2019



Crime rate per 1,000 population, 2019



Crime rate per 1,000 population, 2019





# 1.5

## Norfolk's Places





# Place: Evidence Summary



House prices are relatively low  
Median house prices are £240k which is below the national average (c£250k)



Public transport could be better  
E.g., Swaffham is accessible to 259k people by car within 45 minutes but only 8k by public transport



Crime rates are low  
There are 72 crimes per 1,000 people vs 82 at the national level, and 104 and 90 in places like Cambridgeshire and East Sussex



Commercial Property availability is limited  
Light industrial, industrial and office vacancy rates are low (<2%, <6% and <2%)



Commercial property is poor quality  
Only 2% of industrial, 7% of light industrial and 6% of office space is Grade A and B vs 11%, 3% and 29% nationally



Most places are digitally connected  
Only 1% of premises are below the Universal Service Obligation and 93% have access to superfast broadband



Ultrafast connectivity is limited  
Only 30% of premises have access to ultrafast broadband vs 60% at the national level



Water and electricity supply is a constraint  
This is limiting housing, commercial and business investment in the county





# Norfolk's commercial property

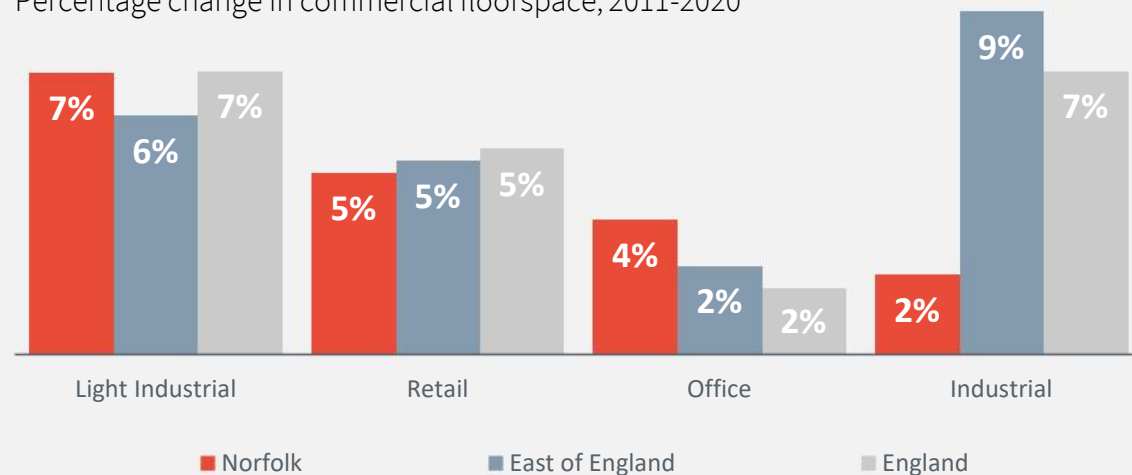
## Large commercial property footprint dominated by low quality space...

There is around 54 million sq ft of commercial floorspace within Norfolk, which is comprised of:

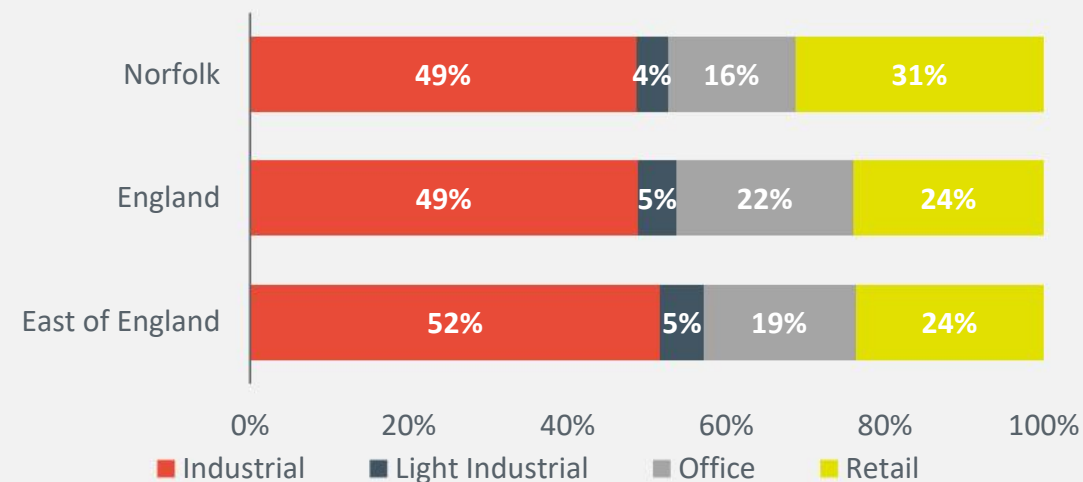
- 26,400,000 sq ft industrial
- 17,000,000 sq ft retail
- 8,700,000 sq ft office
- 2,200,000 sq ft light industrial

Light industrial and retail floorspace have experienced the strongest growth since 2011 with the former expanding from a small base. With the exception of light industrial, Norfolk's commercial property stock offers far lower proportions of high quality floorspace than both the East of England and England averages.

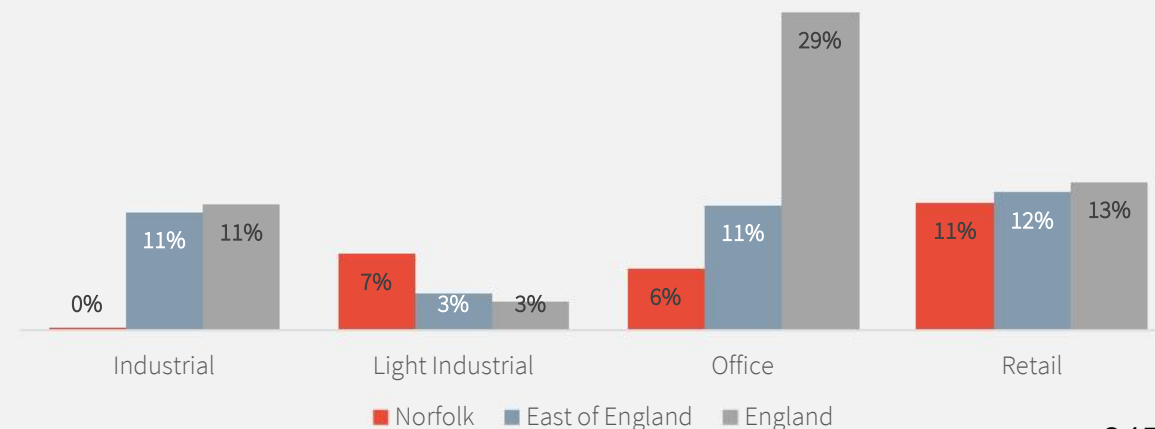
Percentage change in commercial floorspace, 2011-2020



Commercial property inventory by type, 2020



Commercial property quality, 2020 (% Grade A-B)





# Norfolk's commercial property: industrial

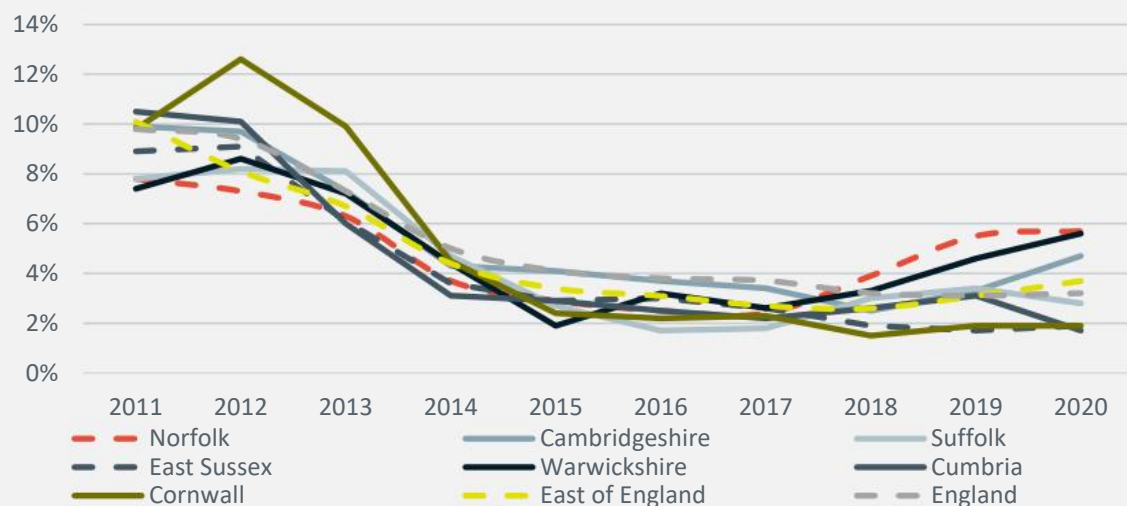
## Slight increase in industrial vacancy rates and rents...

The vacancy rates of industrial properties in Norfolk have historically been lower than across the East of England and England. Despite this, rates increased since 2018 to stand at 6% in 2020 which was above the average for the East of England (4%) and England (3%).

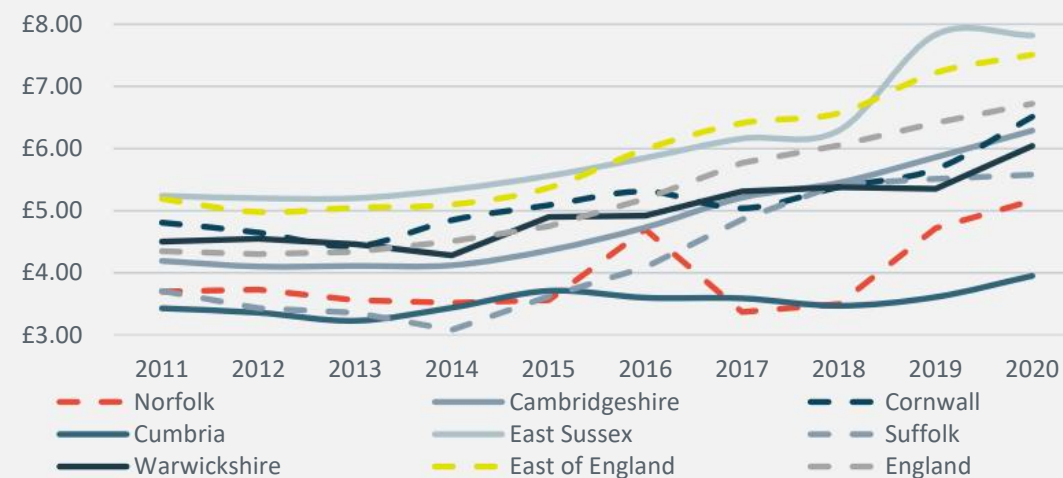
The rent per sq ft of industrial space is well below regional and national comparators. In 2020, the rent per sq ft of industrial space was £5.16 which is just 69% of the price of the East of England average (£7.51). Rents have however increased over the last ten years by around 35%.

The quality of industrial property in Norfolk will influence this low value, as well as other factors such as location and public transport connectivity. In 2020, just 0.2% of industrial property in the country was classified as Grade A-B, which is considerably lower than both the English and East of England averages of 11%. All the vacant industrial space is older and lower-quality space which is in low demand versus higher-quality units.

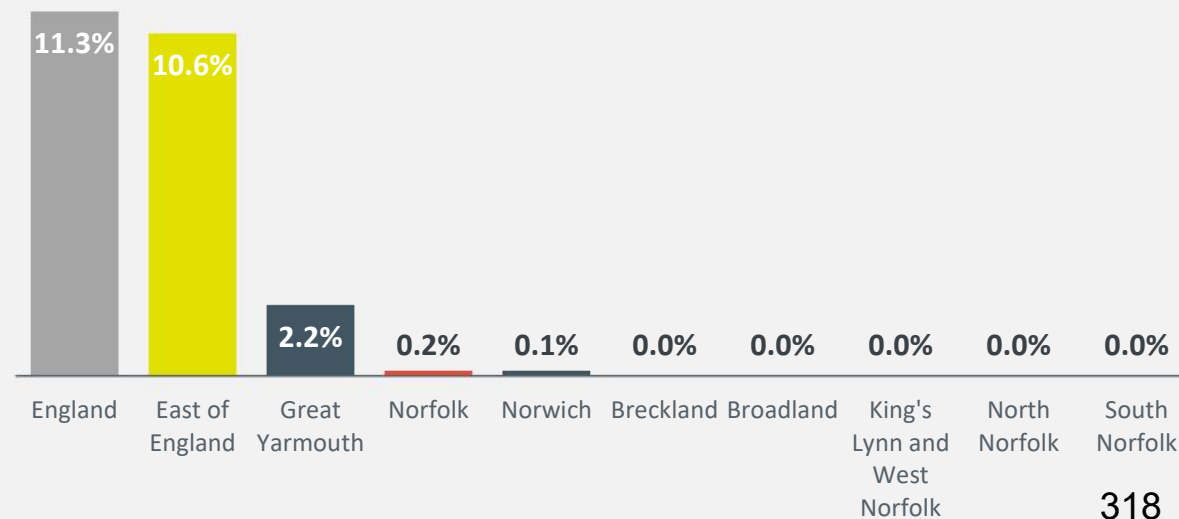
Industrial property vacancy rates, 2011-2020



Industrial property rent per sq ft, 2011-2020



Industrial property quality, by District, 2020 (% Grade A-B)





# Norfolk's commercial property: light industrial

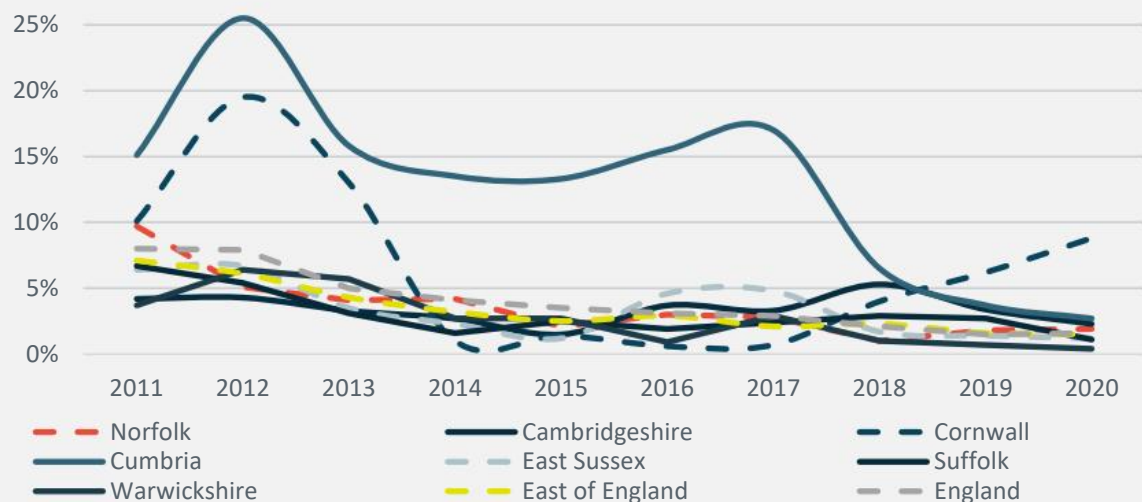
## Light industrial space is fully occupied...

Norfolk's light industrial vacancy rates have decreased from 10% in 2011 to just 2%, which reflects trends at the East of England and England Levels.

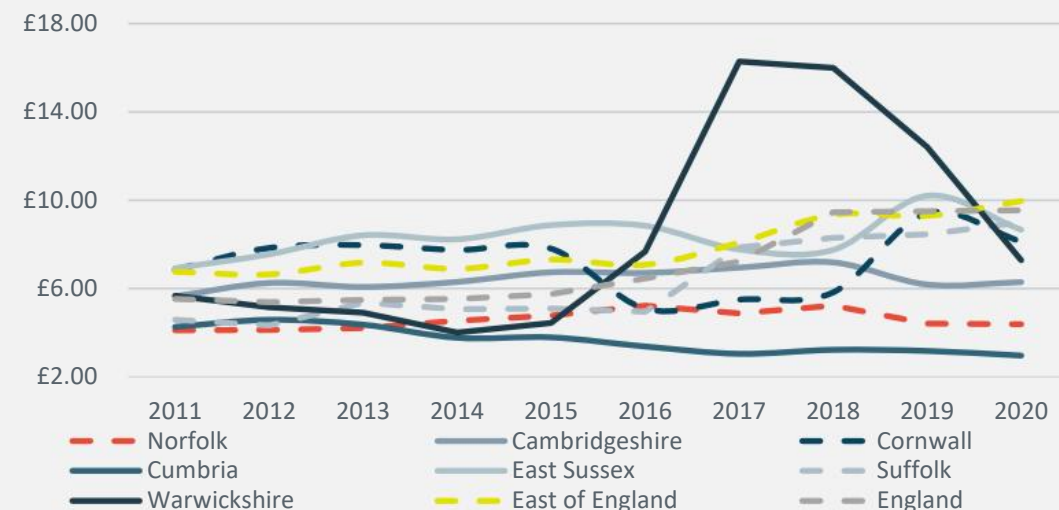
The quality of Norfolk's light industrial stock is higher than the English and East of England averages - in 2020 7% was Grade A-B versus 3% at the East of England and England levels. This is being driven by South Norfolk (which is home to Hethel Engineering Centre) where 59% of light industrial property is Grade A-B.

Light industrial rents per sq ft have remained fairly constant over the last decade rising by only 28p from £4.11 per sq ft in 2011 to £4.39 per sq ft in 2020. This is roughly half of both the English (£9.55 in 2020) and the East of England (£9.96 in 2020).

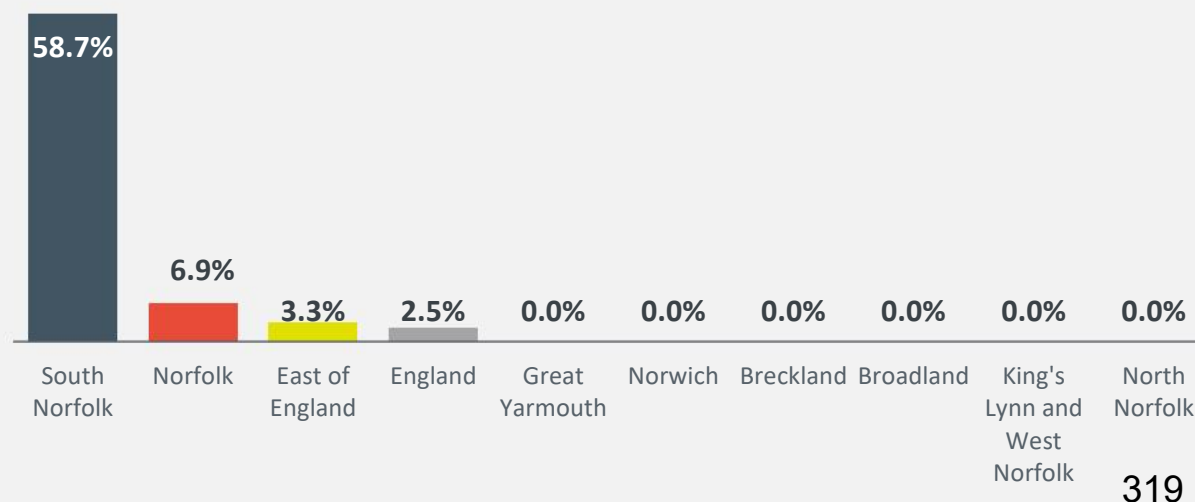
Light industrial property vacancy rates, 2011-2020



Light industrial property rent per sq ft, 2011-2020



Light industrial property quality, by District, 2020 (% Grade A-B)





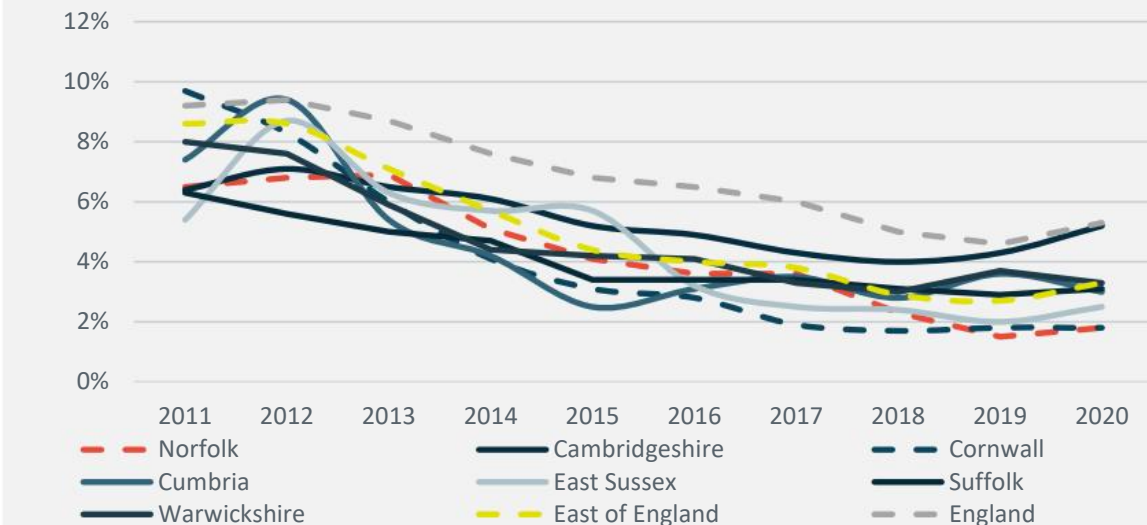
# Norfolk's commercial property: office

## Office stock remains occupied...

Norfolk's office vacancy rates have decreased from 7% in 2011 to just 2% in 2020. The East of England and England have seen a similar trends, but as of 2020 vacancy rates in these areas were higher than in Norfolk at 3% and 5% respectively. Office deals/transactions did fall in 2020/21 as a result of COVID-19 but occupancy remains relatively stable at present. This will need to be monitored carefully as more data becomes available.

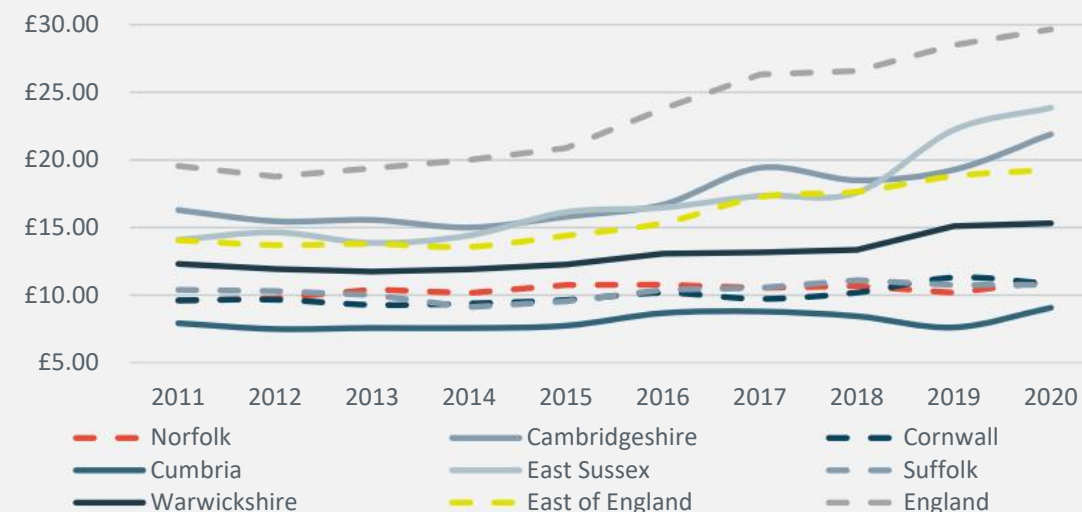
Despite the low vacancy rates in Norfolk, office rent per sq ft has remained stagnant and below the English and East of England averages since 2011. As of 2020, the rent per sq ft in Norfolk was £11.02 (an increase of £1.44 since 2011), whereas in both East of England and England this figure was considerably higher at £19.02 and £29.65. The low rate may reflect the fact that only 6% of office property is Grade A-B versus 11% and 29% at the national levels.

Office property vacancy rates, 2011-2020

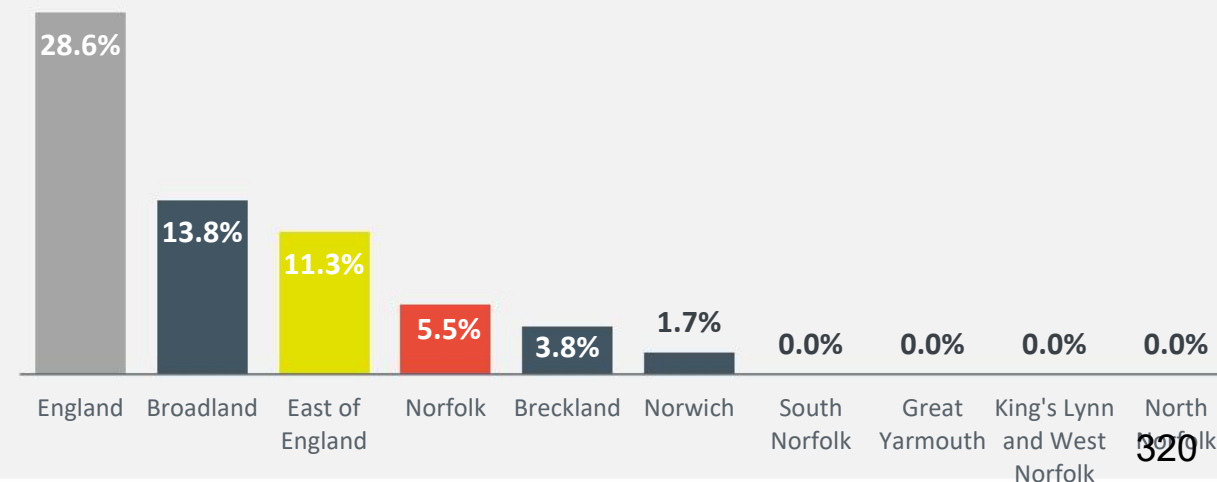


Source: CoStar, Commercial Property Analytics (2021) \*No difference in area type between dashed and solid lines

Office property rent per sq ft, 2011-2020



Office property quality, by District, 2020 (% Grade A-B)





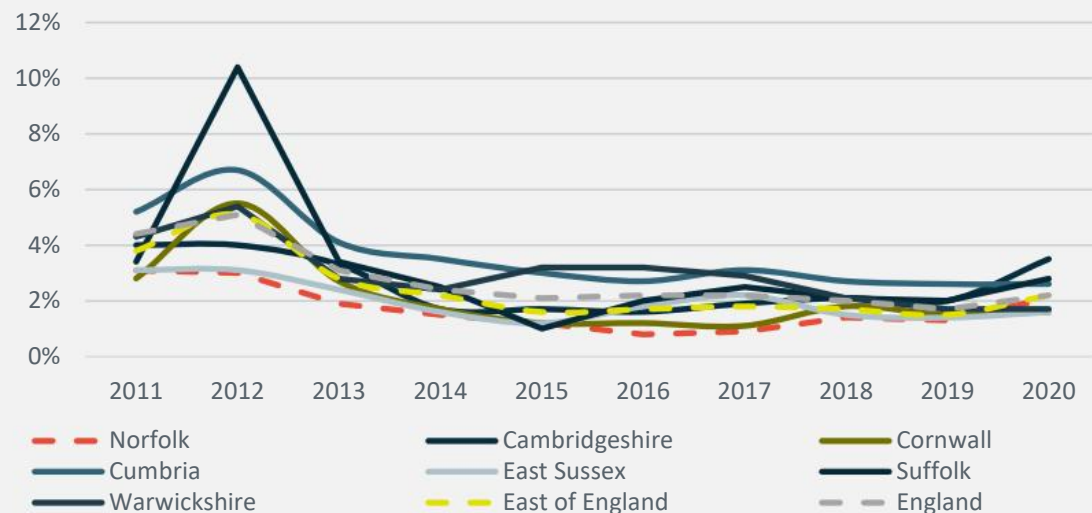
# Norfolk's commercial property: retail

## Retail occupancy remains relatively stable despite macro-economic pressures facing the retail market...

The vacancy rate of retail property in Norfolk has reduced from 3% in 2011 to 2% in 2020. In both the East of England and England, this trend is replicated, with vacancy rates in both areas falling from 4% in 2011 to 2% in 2020.

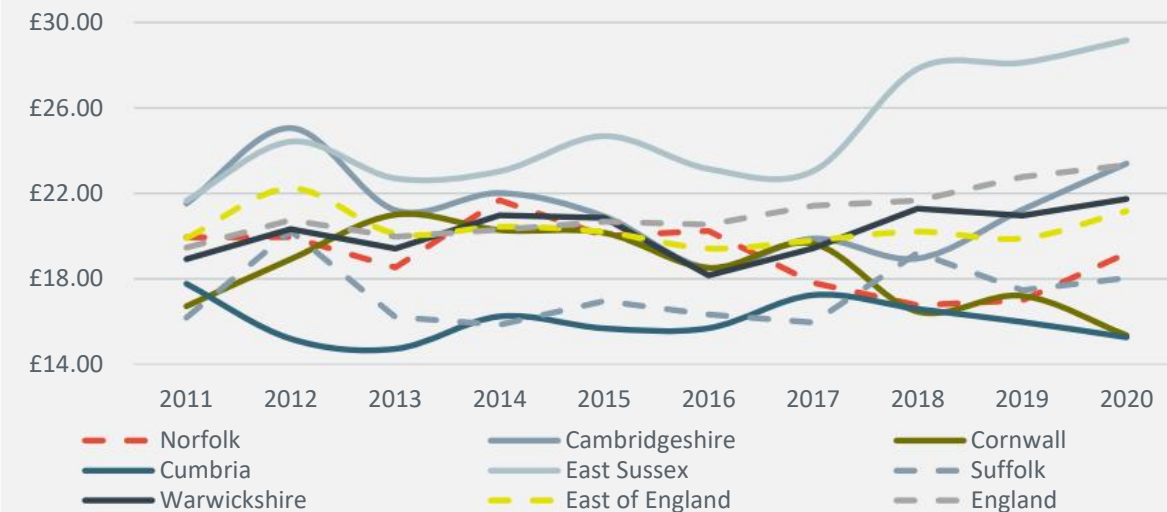
The quality of retail property in Norfolk is slightly below the English and East of England averages, with 11% of properties in Norfolk rated Grade A-B in 2020, compared to 12% in the East of England and 13% in England. Within Norfolk, Norwich has a relatively high proportion of high-quality retail units which reflects its relatively recent commercial developments.

Retail property vacancy rates, 2011-2020

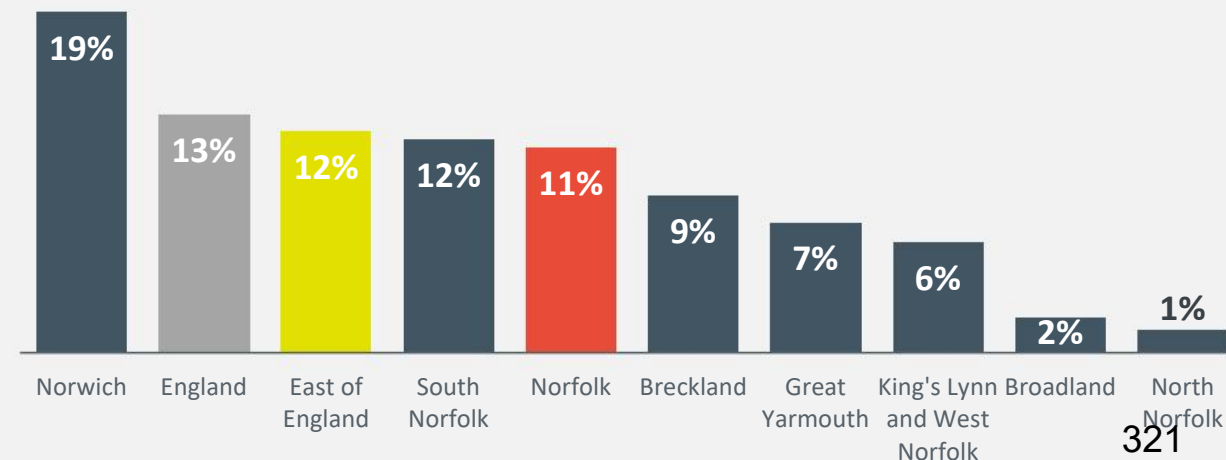


Source: CoStar, Commercial Property Analytics (2021) \*No difference in area type between dashed and solid lines

Commercial property by floorspace



Retail property quality, by District, 2020 (% Grade A-B)







# Norfolk's housing

## House prices in Norfolk are below the national average, but are not affordable...

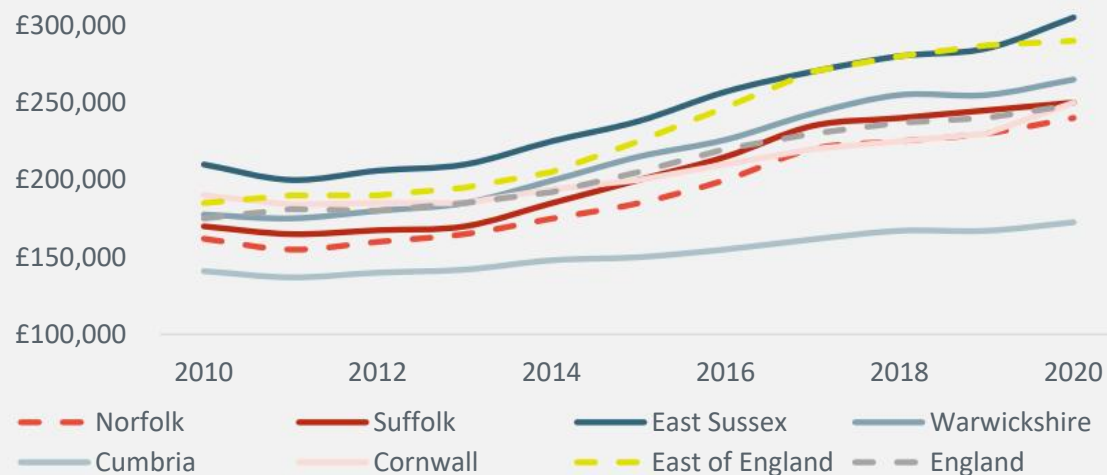
The median house price in Norfolk is £240k which is below the East of England (£290k) and England average (£250k).

The house price affordability ratio measures the (median) cost of house prices relative to (median) workplace-based earnings. House prices in Norfolk in 2020 were 8.2 times higher than the average salary. This is lower than the average for the East of England (9.4) but higher than the average for England (7.8).

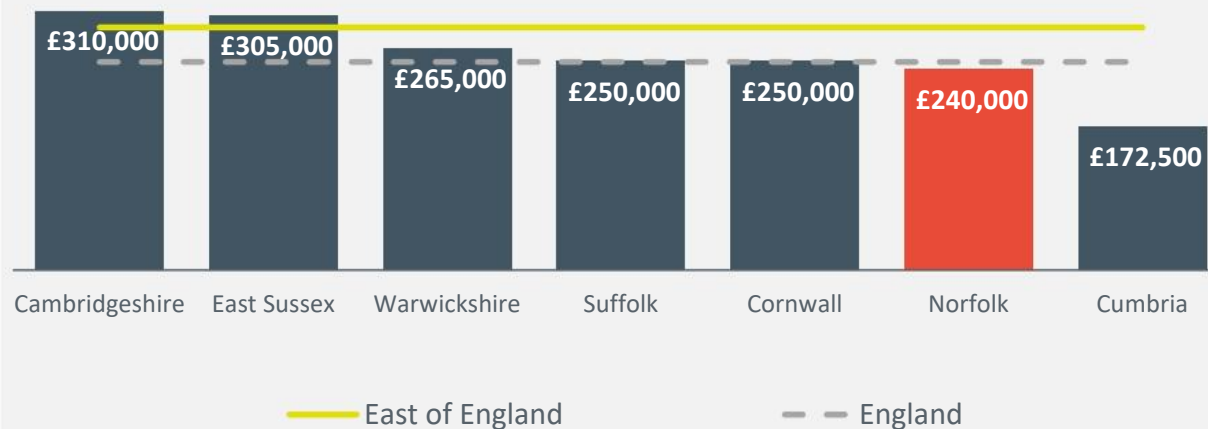
House prices in Norfolk have increased by 48% since 2010. This is lower than the house price growth seen across the East of England (57%) but higher than the level seen nationally (42%).

All seven districts in Norfolk have a geographical coverage of at least 99.9% for 4G outdoor operator signal. In Great Yarmouth, King's Lynn and West Norfolk and Norwich, 100% off the area has access to at least one 4G operator.

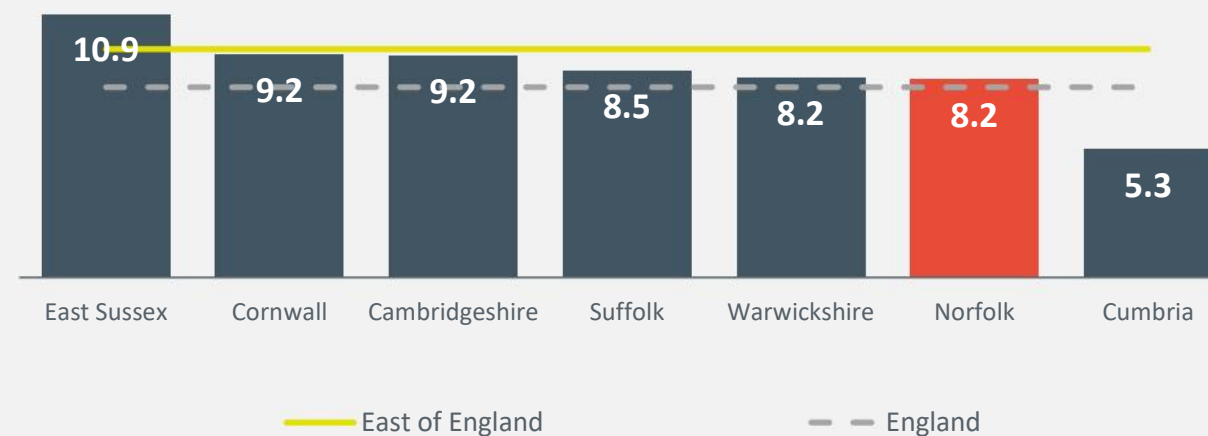
House price growth, 2010-2020



Median house price, 2020



Housing affordability ratio, 2020





# Norfolk's functional geography

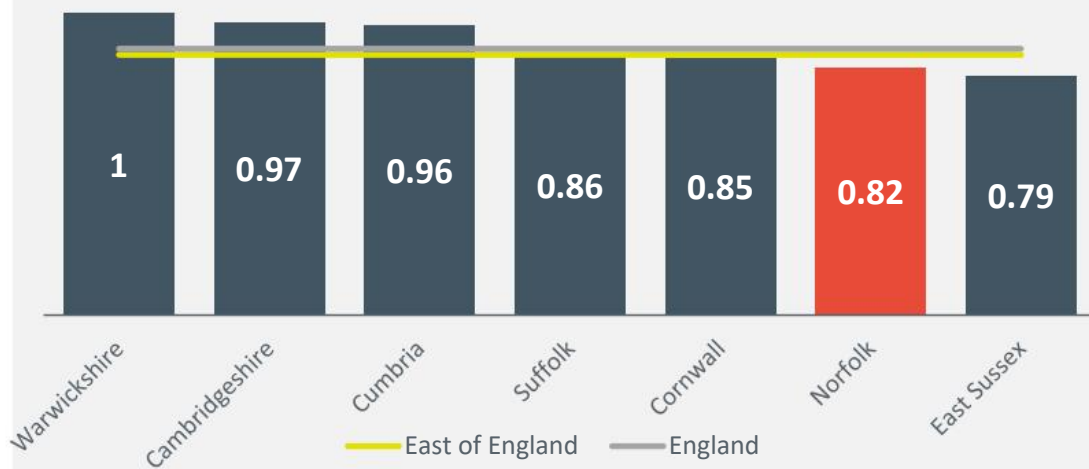
## Norfolk is a net exporter of labour...

According to the most recently available data from the Census (2011), around 308,000 people commute into Norfolk for work. However, around 318,000 people commute out of the county, meaning that Norfolk has a net outflow of around 10,000 people. Approximately 3,200 people were recorded commuting into Greater London for work in the 2011 census data.

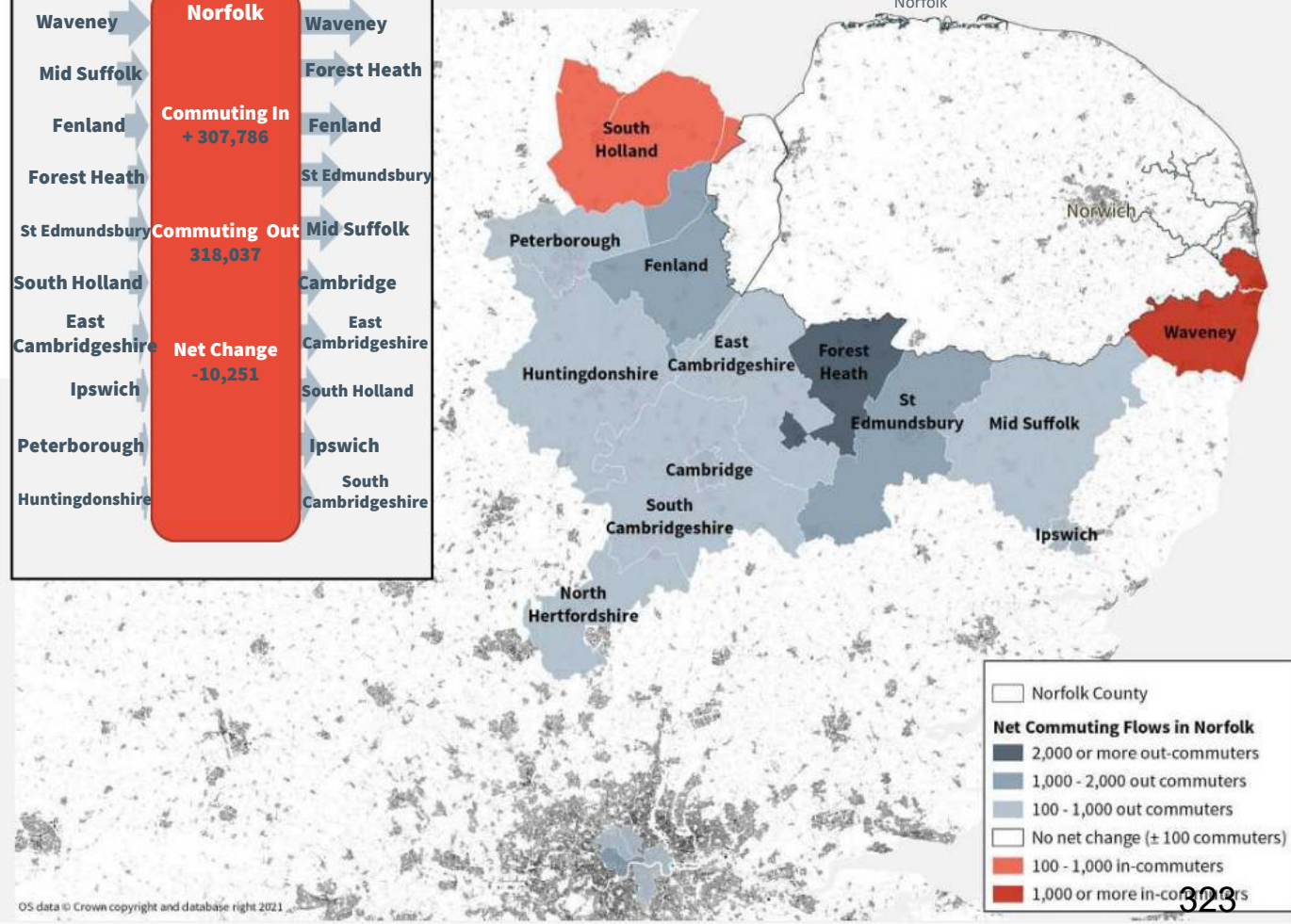
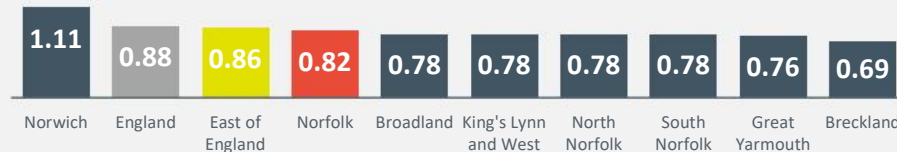
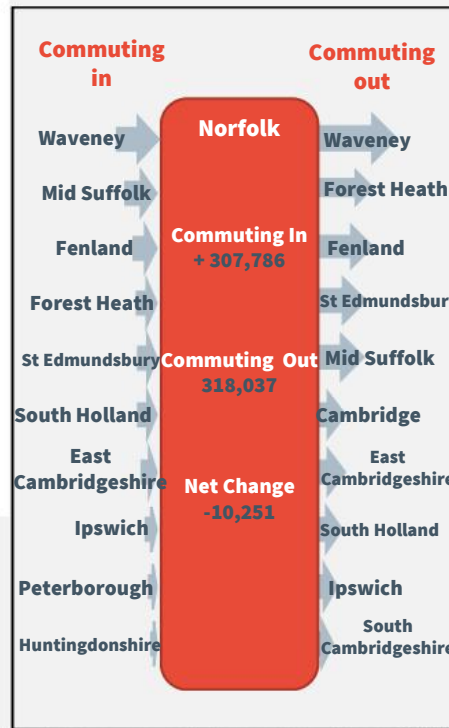
Jobs density refers to the number of jobs per resident of working age (aged 16-64). Norfolk's jobs density is 0.82, meaning that there are enough jobs within the county to provide work to 82% of working age residents. This is below both the East of England (0.86) and England (0.88) averages.

Within Norfolk, the highest concentration of jobs is in Norwich (jobs density 1.11) and lowest in Breckland (0.69).

Norfolk's job density at a district level, 2019



Norfolk's net commuting flows



Source: ONS, Origin-Destinations, Census 2011 (2011); ONS, Jobs Density (2019). Note: commuting statistics are inclusive of those who both live and work in Norfolk.



# Norfolk's transport connectivity

## Norfolk's public transport connectivity is limited outside of Norwich...

The maps below indicate the 45-minute travel time population catchment of Norfolk's major economic hubs. Norwich has the largest catchment with 425,000 people reached by car and 158,000 people by public transport.

Public transport connectivity within Norfolk's towns is limited. More than 10 times the number of people are able to reach Great Yarmouth by car compared to by public transport, with this figure rising to 31 times in Swaffham.

45-minute travel time catchments from Norfolk's key centres

### Great Yarmouth

#### Public Transport



Population: 33,000  
WAP: 20,000

#### Car



Population: 280,000  
WAP: 166,000

### Norwich

#### Public Transport



Population: 158,000  
WAP: 102,000

#### Car



Population: 425,000  
WAP: 262,000

### Swaffham

#### Public Transport

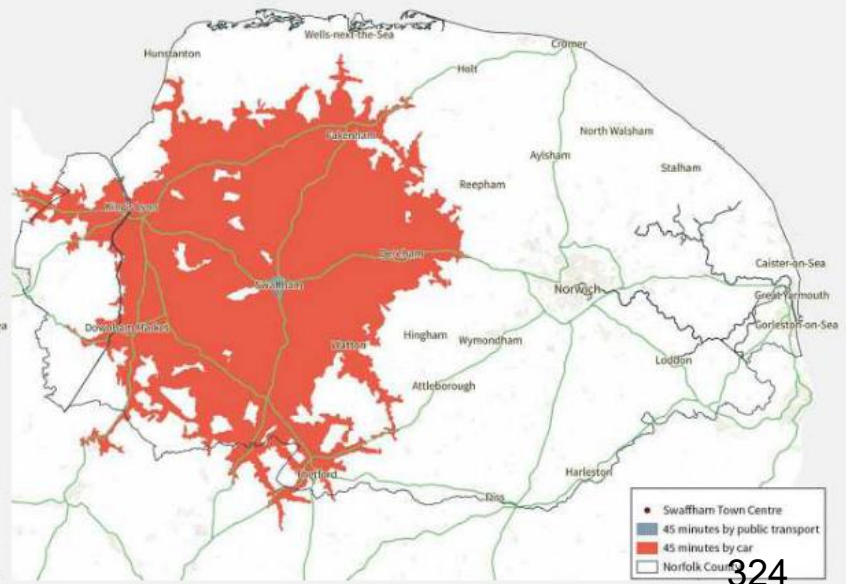
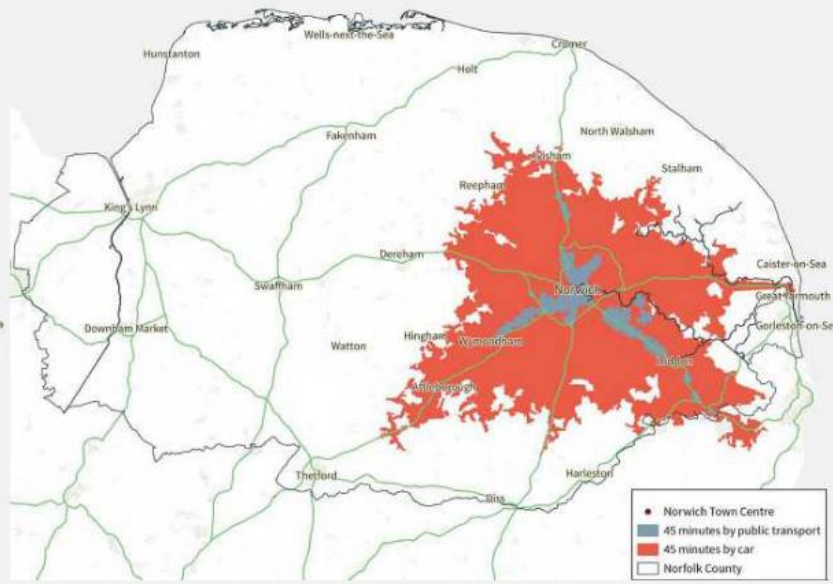
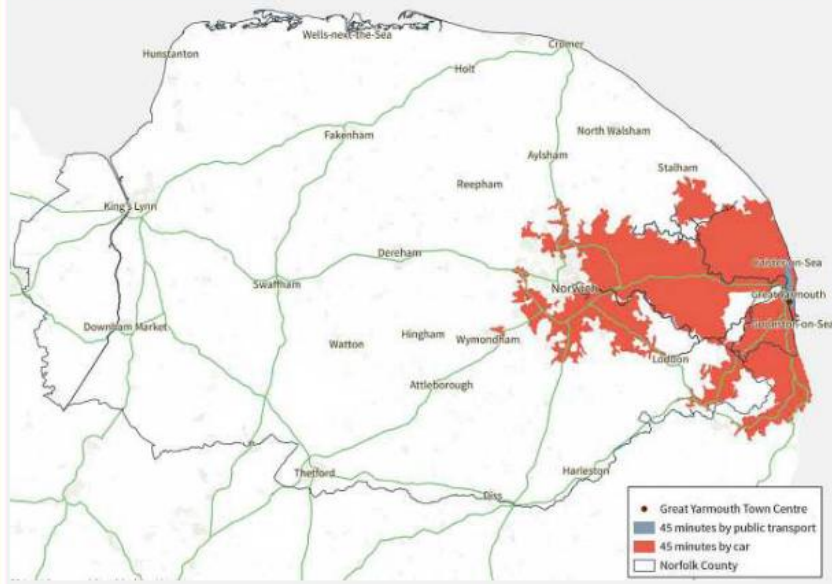


Population: 8,300  
WAP: 4,200

#### Car



Population: 259,000  
WAP: 148,000

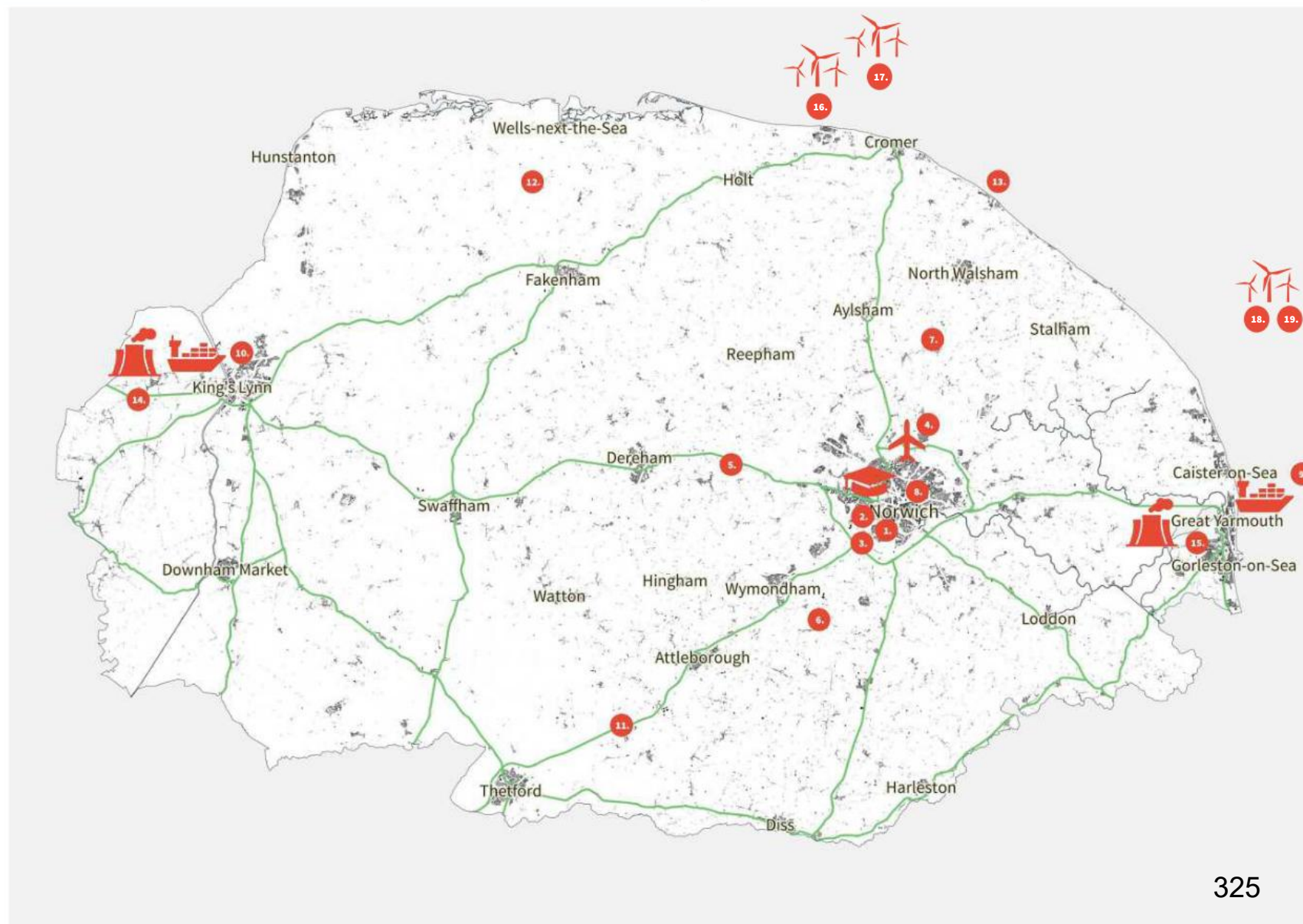




# Norfolk's infrastructure assets

89

1. University of East Anglia
2. Norwich Research Park
3. Norfolk and Norwich University Hospital
4. Norwich Airport
5. Food Enterprise Park
6. Hethel Engineering Centre
7. Scottow Enterprise Park
8. City College Norwich
9. Great Yarmouth Port
10. King's Lynn Port
11. Snetterton Business Park
12. Egmore Business Hub
13. Bacton Gas Terminal
14. King's Lynn Power Station
15. Great Yarmouth Power Station
16. Sheringham Shoal Offshore Wind Farm
17. Dudgeon Offshore Wind Farm
18. Proposed Norfolk Vanguard Offshore Wind Farm
19. Proposed Norfolk Boreas Offshore Wind Farm





# Norfolk's digital connectivity

## Norfolk is well connected in terms of broadband...

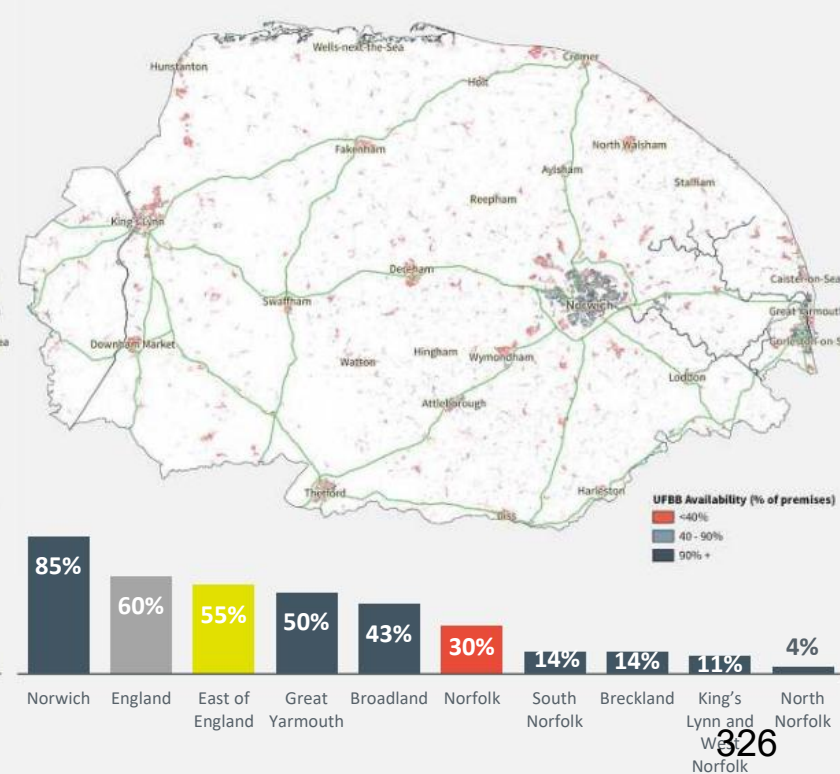
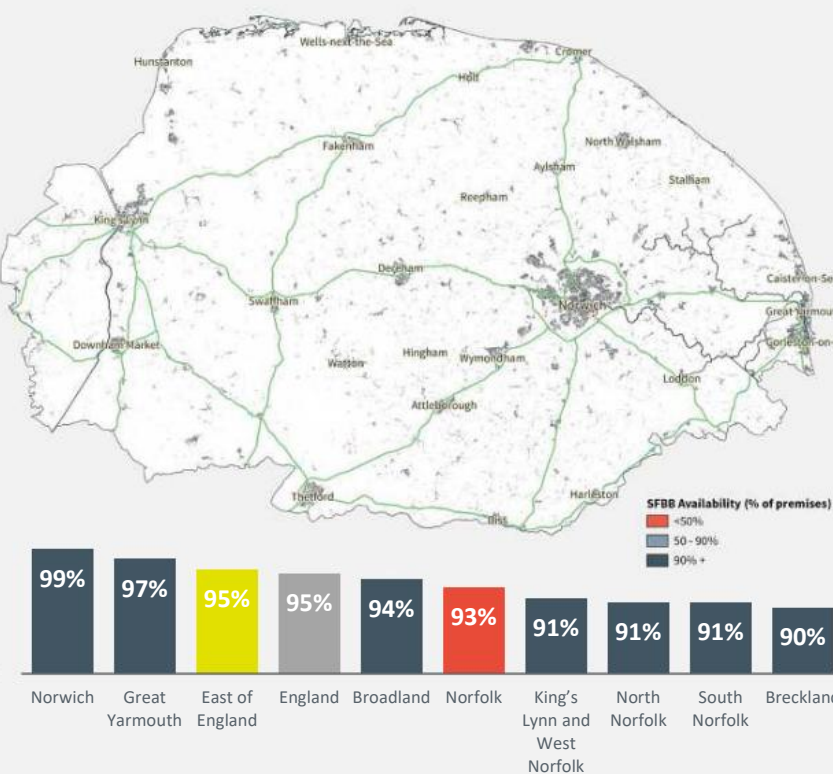
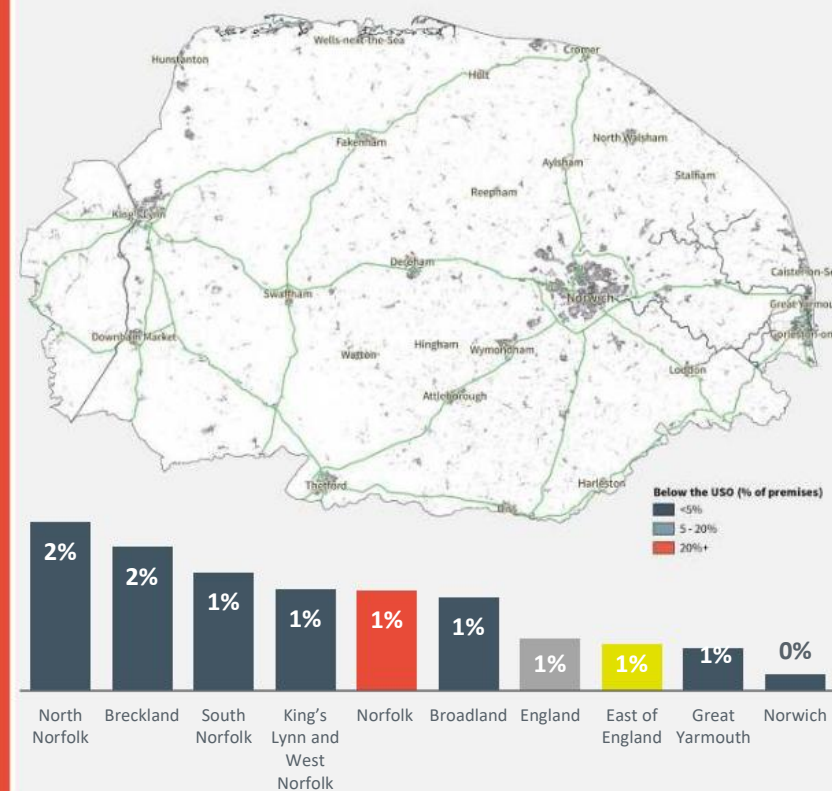
Only 1% of premises in Norfolk are below the Universal Service Obligation\* for broadband. 93% of premises can access Superfast broadband (equivalent to >30 Mbps download speed) which is slightly below the level for the East of England (95%) and England (95%).

Despite a good level of broadband accessibility, only 30% of premises in Norfolk can access the highest broadband speeds provided by Ultrafast broadband (>300 Mbps) which is lower than both the East of England (55%) and England (60%). Gigabit broadband is currently available in 63% of UK premises, compared to only 5% of premises in Great Yarmouth, King's Lynn and West Norfolk and North Norfolk (Norfolk's worst performing districts) and 22% in Breckland (Norfolk's best performing district).

Below the Universal Service Obligation (USO)

Superfast Broadband

Ultrafast Broadband





# Norfolk's Visitor Economy

## Norfolk has a large and broad tourism offer...

Norfolk's Visitor Economy was worth **£3.42bn** in 2019



Accommodation & food services



Retail



Transport & storage



Arts, entertainment, recreation and other services



Information & communication

### Potential growth markets include:

- **Experiential tourism:** 37% of domestic visitors choose a destination because of the experiences it offers (VisitEngland, 2019)
- **Off-season:** Rural tourism businesses report 10-15% of demand in January to March, 25-30% April to June, 30-50% July to September and 15-20% October to December. Similar patterns are observed in important coastal resorts, including Great Yarmouth
- **Sustainable tourism:** Sustrans estimates that leisure and tourism cycling on the National Cycle Network contributes £650m a year to the UK economy and supports over 15,000 jobs ([Economic impact of the National Cycle Network](#)). A Department for Transport study found that cycle tourists spend around 9% more per trip than the average visitor, with the average cycling spend being £81 per trip.
- **Cultural tourism:** The cultural sector of Norfolk and Suffolk contributed £272 million in GVA in 2018 and grew by 16% since 2015. (Source: [Culture Drives Impact Manifesto](#), 2022, for the New Anglia LEP Culture Board)

**Sources:** Business Register and Employment Survey, ONS (2020); Think Night: London's Neighbourhoods from 6pm to 6am, London Night Time Commission (2019); The Value of Cycling, Department for Transport, Rajé, F. & Saffrey, 2016; Designing and Marketing Low Season Tourism Experiences by Prof. Xavier Font, Jean-Moussa Lucas and David Cloarec for the EXPERIENCE project, funded by INTERREG

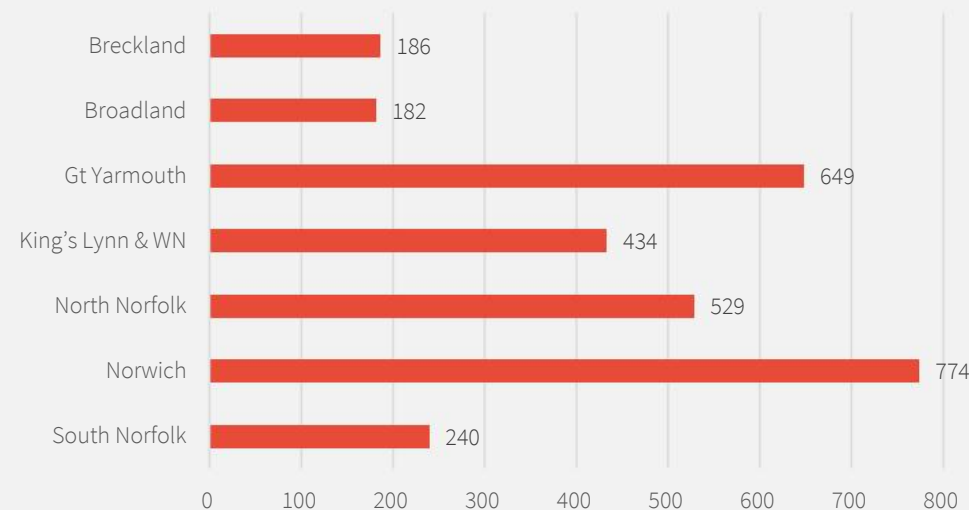
### Tourism related employment, 2019

#### Tourism-related employment:

- 69,000 jobs, equivalent to 52,000 full time jobs
- Tourism as a percentage of all employment: 19.5%
- Total staying trips: 3,164,000
- Total staying nights: 12,642,000
- Total day trips: 48,835,000

Source: Destination Research, Economic Impact of Tourism 2019 – figures are for all Norfolk

### Total Tourism Value by District (£m), 2019







# Norfolk's night time economy

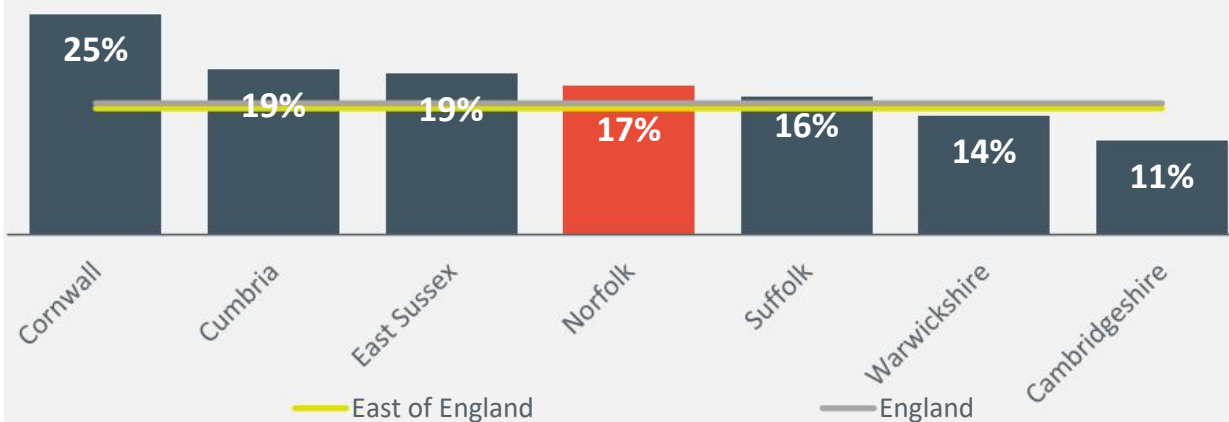
## Norfolk's employment in the night time economy is significant particularly for Great Yarmouth and North Norfolk...

The night time economy is defined as all activity that operates between 6pm and 6am. There are four types of night time activity as defined by the Greater London Authority's Night Time Economy Data and Research Group:

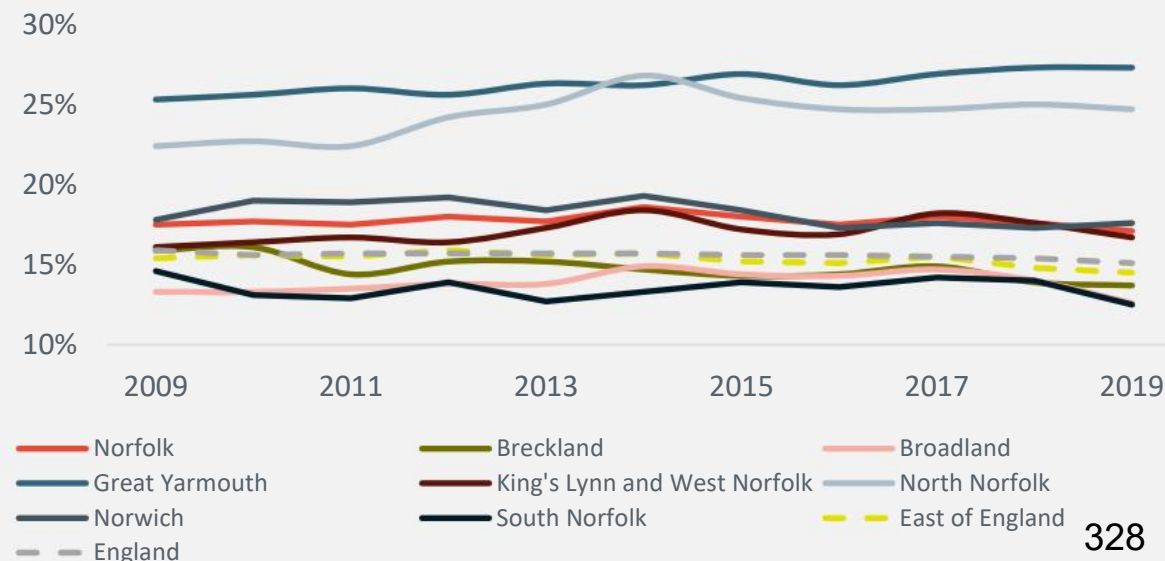
- + Culture and Leisure Activities (hotels, restaurants, pubs, creative, arts, sports etc. and occupations that support them)
- + Activities that Support Night Time Cultural and Leisure Activities (retail, passenger transport etc and occupations that support them)
- + 24-Hour Health and Personal Services (hospitals, residential care etc. and occupations that support them)
- + Activities that support wider economic and social activities (e.g. manufacturing, warehousing, books, motion pictures, music publishing etc. and occupations that support them)

Norfolk has a higher proportion of employment within the night time economy (17% of all jobs) compared to the East of England (15%) and England (15%). Within Norfolk, the night time economy contributes most significantly to employment in Great Yarmouth (27%) and North Norfolk (25%).

Percentage employment in the night time economy, 2019



Growth of employment in the night time economy by District, 2019





# Norfolk's living environment

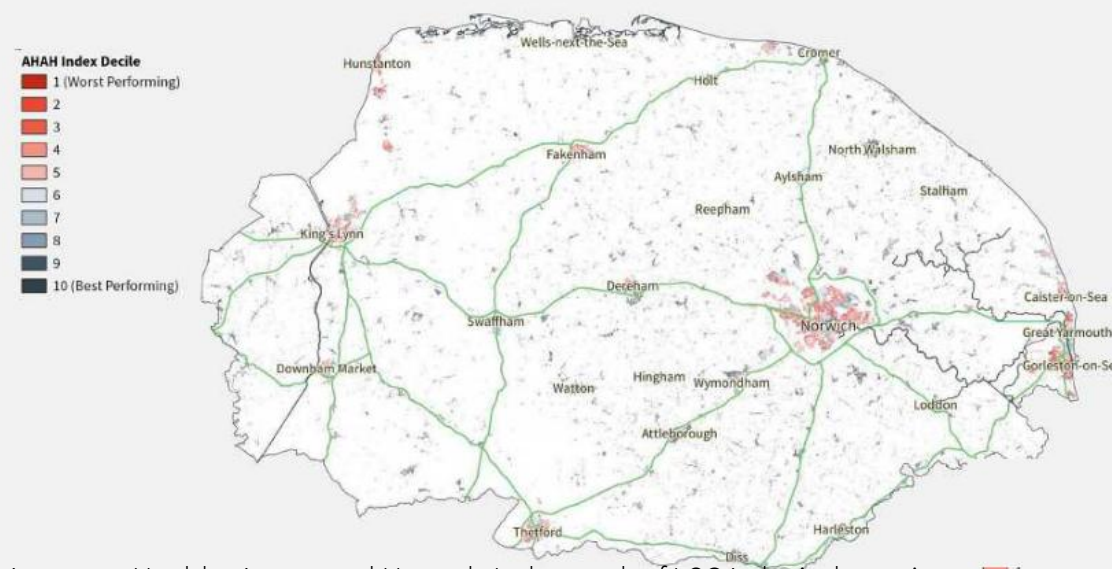
## Norfolk performs poorly across a range of healthy living environment indicators, with these challenges concentrated in urban areas...

The Access to Healthy Assets and Hazards Index (AHAH) ranks neighbourhoods\* according to their performance across a range of measures related to 'healthy' neighbourhoods and the quality of the living environment. The four domains that comprise the index are:

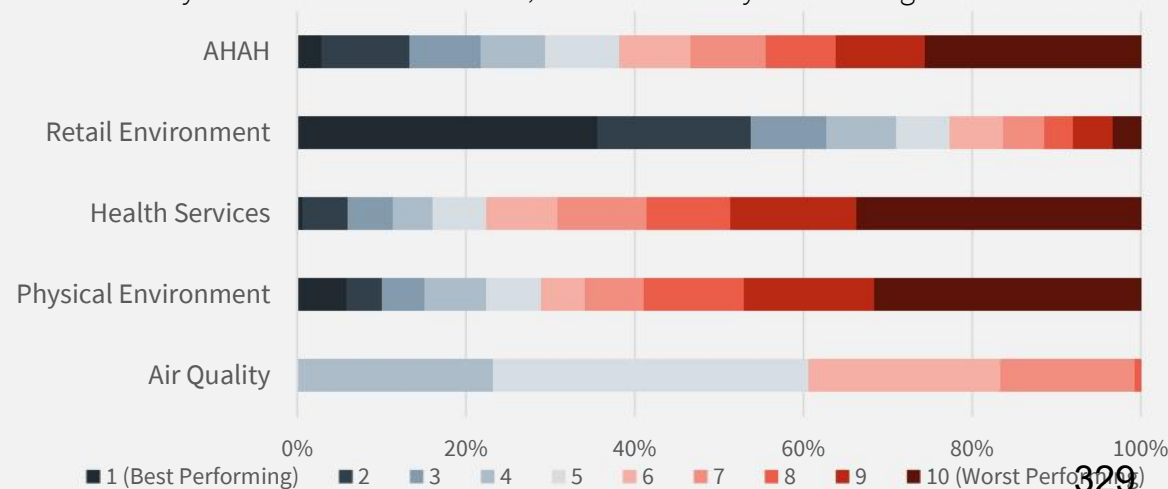
- + Retail environment (access to fast food outlets, pubs, off-licences, tobacconists, gambling outlets),
- + Health services (access to GPs, hospitals, pharmacies, dentists, leisure services),
- + Physical environment (Blue Space, Green Space - Active, Green Space - Passive), and
- + Air quality (Nitrogen Dioxide, Particulate Matter 10, Sulphur Dioxide).

Measured by the AHAH index 26% of Norfolk's neighbourhoods fall within the top 10% worst performing nationally. Broken down by domain, the proportion of neighbourhoods in Norfolk ranked within the top 10% worst performing nationally is particularly high for health services (34%) and the physical environment (32%). These factors are more likely to be a challenge for Norwich and other large towns in Norfolk such as Thetford, Great Yarmouth and King's Lynn.

Overall Access to Healthy Assets and Hazards Index



Access to Healthy Assets and Hazards Index, rank of LSOAs by index rating



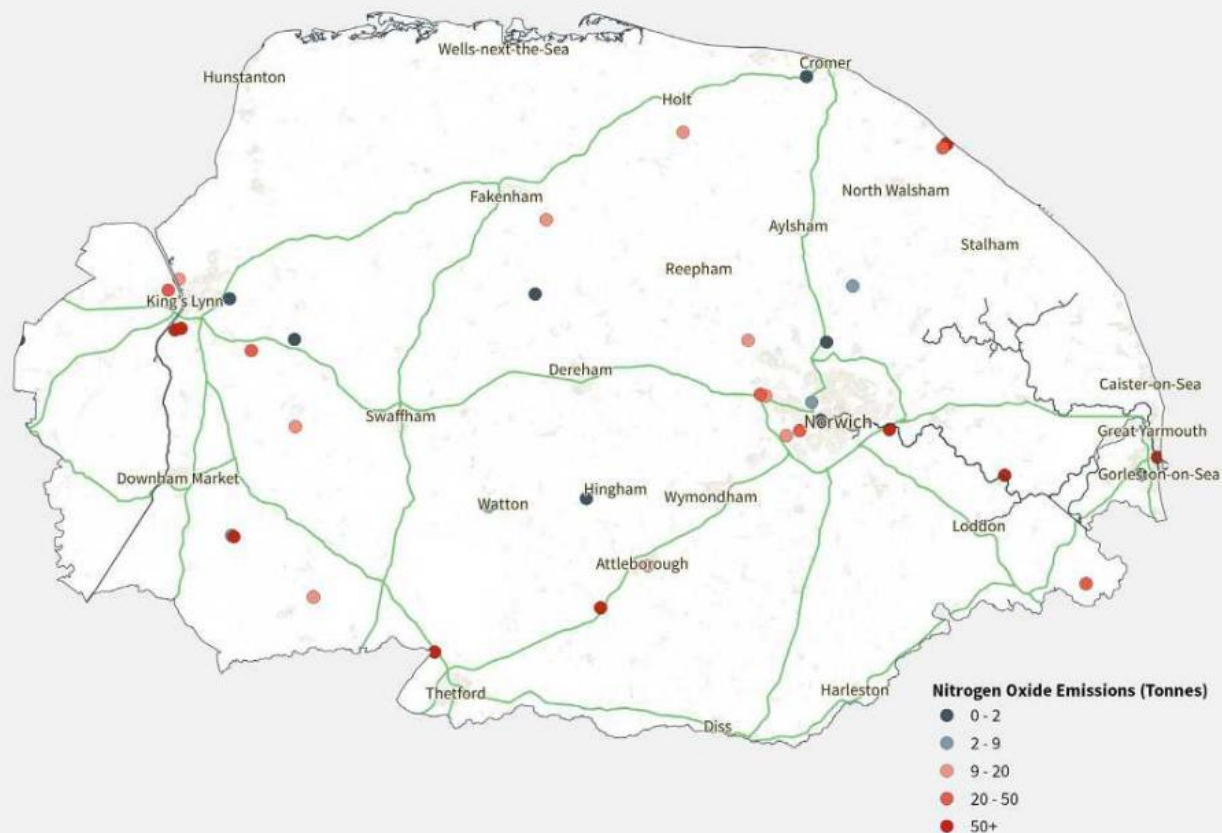


# Norfolk's emissions

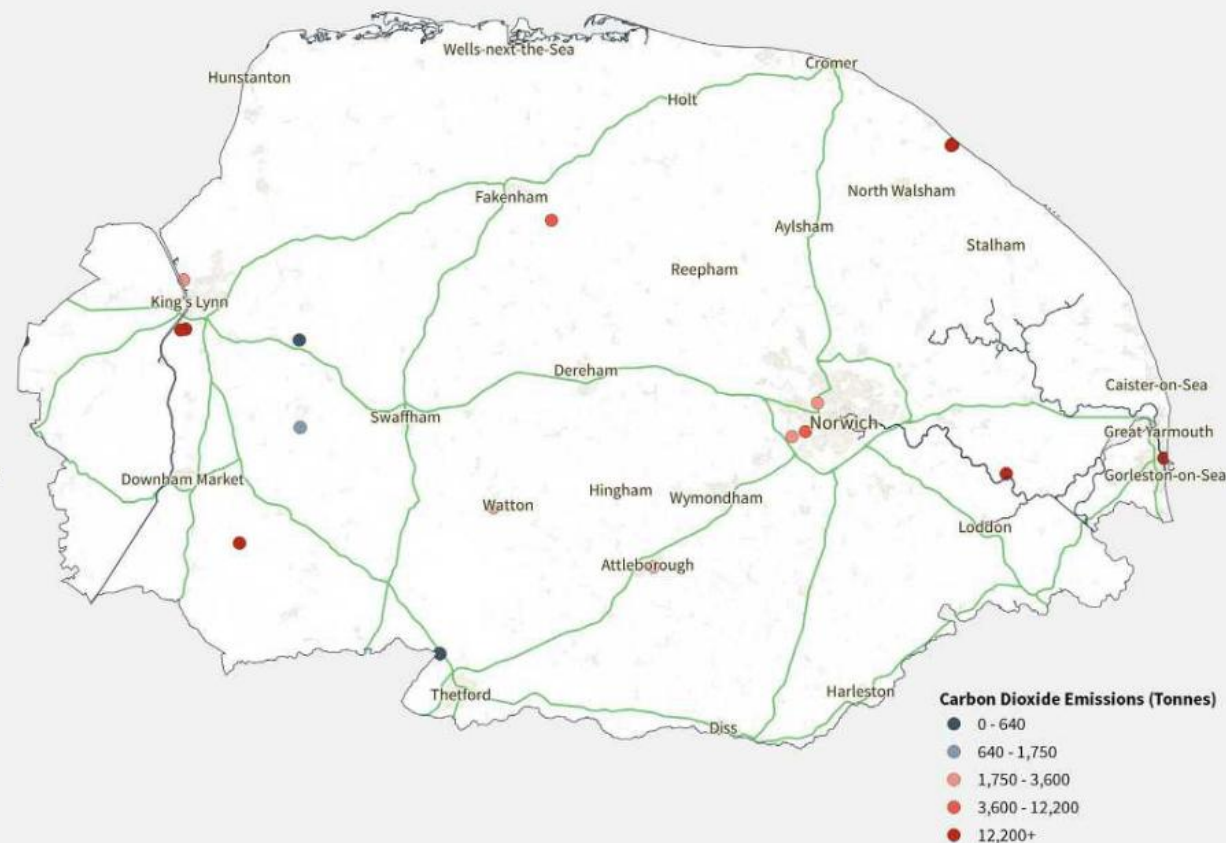
## Some of Norfolk's highest emissions levels are along its primary road networks...

The highest level of NOx emissions (exceeding 50 tonnes) in Norfolk are along main transport corridors of A47 and A11 running through King's Lynn, Norwich and Great Yarmouth. CO2 emissions exceeding 12,000 tonnes demonstrate a similar pattern across Norfolk with particularly high concentrations in Great Yarmouth and King's Lynn.

NOx emissions, 2019



CO2 emissions, 2019



| Document   | Opportunities, challenges and pressures   |
|--|---|
| Energy Sector Recovery and Resilience Plan New Anglia LEP (May 2021) | <p>This document is the plan for the role of Norfolk &amp; Suffolk's energy sector in terms of COVID-19 recovery and long-term contribution to the transition to green energy. Norfolk &amp; Suffolk have the potential to supply up to 50% of the UK's 40GW target by 2030, with the proposed new power station at Sizewell expected to meet 7% of the country's demand.</p> <ul style="list-style-type: none"> <li>• <b>Offshore wind:</b> Norfolk and Suffolk are part of the UK's largest offshore wind cluster. IN 2020, the coastal zone is home to 4.6GW or 44% of the UK's operational offshore wind power. The ports of Lowestoft and Great Yarmouth provide world-class operations and maintenance with over 50 years supporting the offshore gas industry and have become strategic for the offshore wind sector. The Enterprise Zone status of Lowestoft and Great Yarmouth provides land to develop manufacturing facilities and house supply chain companies.</li> <li>• <b>Oil and gas:</b> The Southern North Sea (SNS) is the UK's natural gas basin with a third of the UK's domestic gas requirements handled at the Bacton Gas Terminal in North Norfolk. The region is well place to receive a significant proportion of the predicted £2.5 billion to decommissioning redundant SNS assets to 2030. New and innovative technologies are being investigated including offshore desalination for hydrogen fuel production and carbon capture and storage. Bacton also has scope to be developed into a major innovation and demonstration project (Bacton 2.0) for new energy, including hydrogen production for London and the South East.</li> <li>• <b>Nuclear:</b> Suffolk is home to three nuclear power stations including the proposed Sizewell C nuclear new build project. Sizewell C is projected to generate significant spend in the East of England and its construction will employ close to 24,000 directly and indirectly in its supply chain.</li> <li>• <b>Onshore Renewables &amp; Energy Systems:</b> Norfolk and Suffolk is a leading area for onshore renewables including animal waste biomass. A third of the national capacity is in two large plants at Thetford and Eye power stations. The region's sizeable agri-food sector, animal waste and biomass present a significant opportunity for sustainable energy generation.</li> </ul> |
| Norfolk Strategic Infrastructure Delivery Plan (2020)                | <p>Norfolk County Council identifies and outlines key infrastructure needed to deliver economic growth in Norfolk, with a number of growth areas identified in need of energy infrastructure support:</p> <ul style="list-style-type: none"> <li>• <b>Thetford:</b> two major areas of committed growth at the Thetford Sustainable Urban Extension (SUE) and Thetford Enterprise Park (TEP) are coming forward to deliver 5,000 dwellings and 22.5 ha of commercial land. A Primary Substation to be located at Thetford SUE is to serve the 5,000 dwellings and commercial properties at TEP. Further network reinforcement works estimated to cost £6.5m will be required to serve the TEP in the long-term.</li> <li>• <b>Attleborough:</b> The Attleborough Sustainable Urban Extension (SUE) is allocated with outline planning permission for 4,000 dwellings and 10 ha of commercial land. The delivery of power infrastructure to meet the long-term power needs of Attleborough SUE is estimated to cost £22m.</li> <li>• <b>Snetterton:</b> an excess of 150 acres of undeveloped/underdeveloped employment land at Snetterton Heath is being assessed to identify further infrastructure projects which may be required to support major developments on Breckland's largest employment site.</li> </ul>  |





| Document  | Opportunities, challenges and pressures   |
|---|---|
| <p>Water Resources East Briefing Pack for Regional Planning Conferences (August 2021)</p> | <p>Norfolk is one of the driest regions in the UK. Water Resources East forecast future demand for water across commercial and residential uses. Challenges include:</p> <p><b>Agri-food:</b></p> <ul style="list-style-type: none"> <li>• The UK has potential to become a global leader in water-friendly food production with farms in the East of England already major growers of a significant proportion of the nation's food derived from fruit and vegetable crops, potatoes and sugar beat. Agricultural produce is also delivered into a food processing industry that is the UK's largest manufacturing sector.</li> <li>• The agri-food sector is expected to face challenges due to limited future water availability – with significant variation across different catchments. Projected growth in the need for spray irrigation by 2050 in the region could be impacted by the Environment Agency's agri-food sustainability reductions. This is forecast to have no impacts in some catchments but lead to the loss of one-third of all currently available water in others.</li> <li>• The sector is also vulnerable to climate change. Around one-third of the WRE farmed area is vulnerable to flood risk; with high value fruit and vegetable production concentrated in these areas.</li> <li>• More work is needed across a multi-sector approach to understand and plan for accommodating future water needs for agri-food, particularly given the highly fragmented and rurally isolated nature of the farming sector.</li> </ul> <p><b>Energy</b></p> <ul style="list-style-type: none"> <li>• Thermal Power Stations in the region use water extraction primarily for cooling. The transition to net zero in the UK will increase demand for electricity – most of which will be provided by renewables but with continuation of reliance on nuclear, thermal power and alternative fuels. There is no sector plan for water. Water abstraction restrictions could limit developer choice of technology and lead to projects being perceived as too risky or insufficiently rewarding, cutting off routes to net zero, limiting security of supply and/or impacting future costs for the customer.</li> <li>• The energy transformation to net zero is likely to result in higher freshwater demands from the power sector. The sector has no plan and current and future developments will need secure access to water to provide power. Future development of power assets is likely to be required both inland and at the coast.</li> </ul> <p><b>Public water supply</b></p> <ul style="list-style-type: none"> <li>• Sustainability reductions to reduce abstraction volumes and potential impacts on waterbodies, drought resilience, climate change and achieving net zero carbon emissions by 2030 are all challenges facing the public water supply.</li> <li>• Population growth, combined with the region as being the driest in the UK and the effect of COVID-19 on a redistributed population are all pressures on future water demands. Future supply options.</li> </ul> |
| <p>Anglian Water: Water Resources Management Plan (2019)</p>                              | <ul style="list-style-type: none"> <li>• This report promotes the efficient and effective use of available resources through a demand management programme that aims to reduce leakage by 22% by 2025 and 42% by 2045, with average per capita consumption falling to 120 l/h/d by 2045. the plan considers improving resilience of public water supply by adapting to climate change, the delivery of a wider resilience strategy by diversification of water supply and enhancement of the environment by reduction in abstraction in sensitive areas.</li> <li>• Supply-demand forecasts estimate that the baseline supply will be from a net surplus to net deficit by 2025, with 60% of the impact to be experienced by 2025. Climate change and population growth will further exacerbate the challenges posed.</li> </ul>  |





# Focus On: Norfolk's Districts

## Norfolk has a diverse range of places...

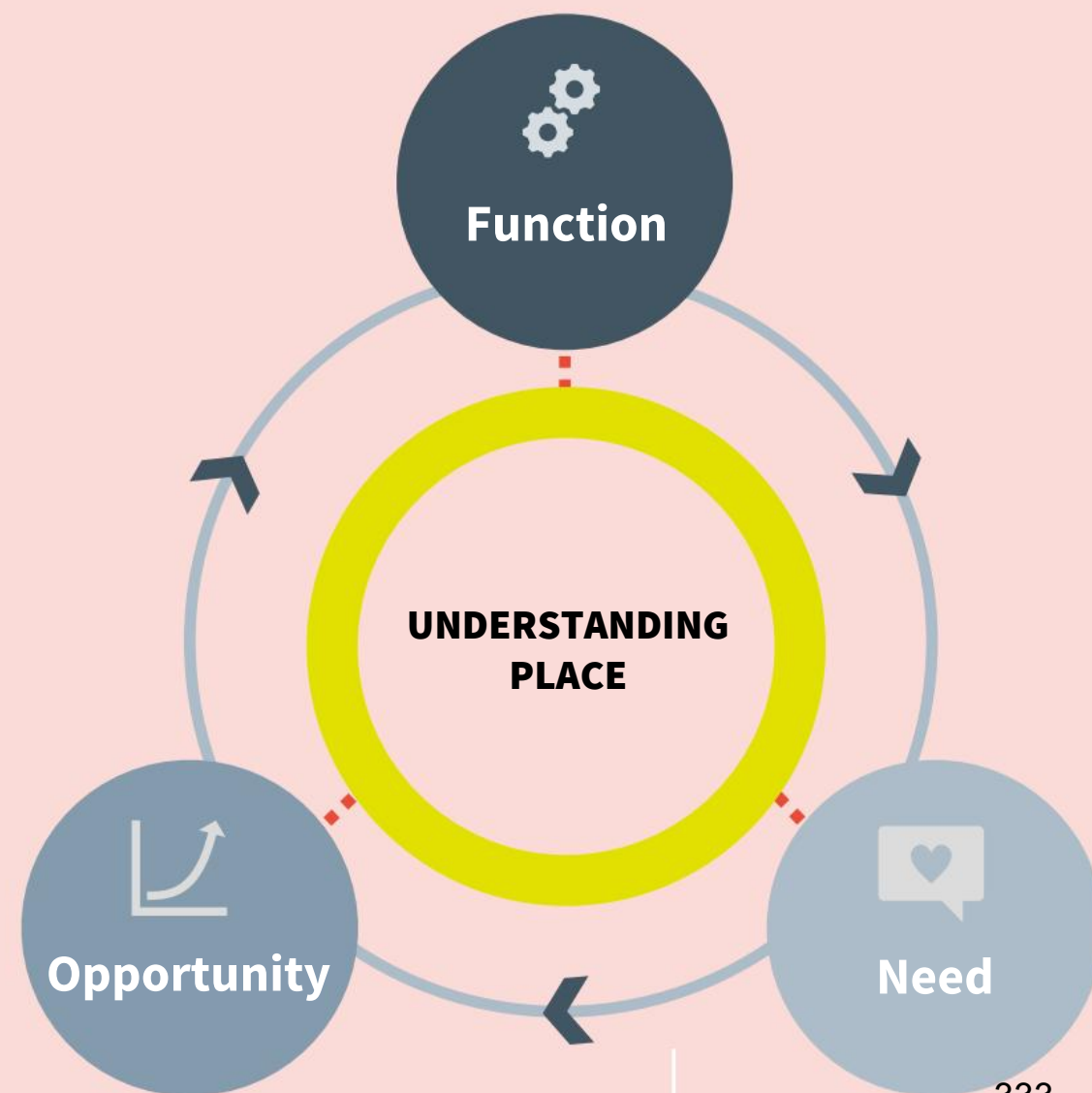
The county boasts vibrant villages, beautiful market towns and the historic city of Norwich. These are all contained within the county's seven districts: (1) Kings Lynn & West Norfolk; (2) Breckland; (3) North Norfolk; (4) Broadland; (5) Norwich; (6) South Norfolk; and, (7) Great Yarmouth.

A framework has been created to understand the need for investment and main opportunities to drive transformative economic and social change in each of Norfolk's districts. The framework is based on three broad assessment areas:

- **Function:** What is the economic function and role of each district and what contribution to they make to the county's economy?
- **Need:** To what extent is investment needed in each district to overcome socio-economic challenges and issues?
- **Opportunity:** What is the nature of local economic aspiration and what is the headroom for future growth?

The following pages look at each of these assessment areas in turn before providing conclusions related to both need and opportunity.

The conclusions will help inform decision making about where investment can make the biggest difference as part of the Investment Framework. The exercise could be repeated in the future at a more granular level to understand need and opportunity for towns and cities.





# Norfolk's Districts: **Function**

| Population (2020)                              | Number of Jobs (2020)                         | Number of Businesses (2021)                  | GVA (2019)                                   | % of Working Age Residents (2020)         | Jobs:People Ratio (2019)                    |
|--|---|--|--|---|---|
| <b>151,245</b><br>King's Lynn and West Norfolk | <b>98,240</b><br>Norwich                      | <b>6,535</b><br>King's Lynn and West Norfolk | <b>4,224</b><br>Norwich                      | <b>68</b><br>Norwich                      | <b>1.11</b><br>Norwich                      |
| <b>143,066</b><br>South Norfolk                | <b>69,400</b><br>South Norfolk                | <b>6,520</b><br>South Norfolk                | <b>3,463</b><br>Broadland                    | <b>56</b><br>King's Lynn and West Norfolk | <b>0.78</b><br>North Norfolk                |
| <b>142,177</b><br>Norwich                      | <b>67,140</b><br>King's Lynn and West Norfolk | <b>6,410</b><br>Norwich                      | <b>3,085</b><br>King's Lynn and West Norfolk | <b>58</b><br>South Norfolk                | <b>0.78</b><br>King's Lynn and West Norfolk |
| <b>141,255</b><br>Breckland                    | <b>56,610</b><br>Breckland                    | <b>6,005</b><br>Breckland                    | <b>2,809</b><br>South Norfolk                | <b>57</b><br>Breckland                    | <b>0.78</b><br>South Norfolk                |
| <b>131,931</b><br>Broadland                    | <b>56,150</b><br>Broadland                    | <b>5,530</b><br>Broadland                    | <b>2,471</b><br>Breckland                    | <b>58</b><br>Broadland                    | <b>0.78</b><br>Broadland                    |
| <b>105,167</b><br>North Norfolk                | <b>40,610</b><br>Great Yarmouth               | <b>4,920</b><br>North Norfolk                | <b>1,793</b><br>Great Yarmouth               | <b>57</b><br>Great Yarmouth               | <b>0.76</b><br>Great Yarmouth               |
| <b>99,198</b><br>Great Yarmouth                | <b>39,810</b><br>North Norfolk                | <b>3,585</b><br>Great Yarmouth               | <b>1,617</b><br>North Norfolk                | <b>53</b><br>North Norfolk                | <b>0.69</b><br>Breckland                    |
|  |   |  |  | <b>58</b><br>Norfolk                      | <b>0.82</b><br>Norfolk                      |
|  |   |  |  | <b>62</b><br>England                      | <b>0.88</b><br>England                      |
| Source: ONS Population Estimates (2020)        | Source: ASHE (2020)                           | Source: UK Business Counts (2021)            | Source: GVA (2019)                           | Source: ONS Population Estimates (2020)   | Source: Jobs density (2019)                 |

| KEY            |         |               |           |                              |               |
|----------------|---------|---------------|-----------|------------------------------|---------------|
| Great Yarmouth | Norwich | South Norfolk | Broadland | King's Lynn and West Norfolk | North Norfolk |

Norwich, King's Lynn & West Norfolk and South Norfolk account for higher numbers of jobs and businesses compared to other districts, as well as a greater proportion of working age residents.

Great Yarmouth, Broadland and North Norfolk all support a lower number of jobs and businesses, although in relative terms North Norfolk has a higher job density.

Norwich, Broadland and King's Lynn & West Norfolk have higher levels of Gross Value Added (GVA) than other districts. This implies higher levels of productivity generated by their local economies.



# Norfolk's Districts: **Need**

| % of population in 20% most deprived (2019) | % of people with no qualifications (2019) | Male life expectancy at birth (2019) | Female life expectancy at birth (2019) | Social mobility ranking (2017) – out of 346 local authorities | Median wages (2020)                     | KEY            |         |               |           |                              |               |
|---|---|--------------------------------------|--|---|---|----------------|---------|---------------|-----------|------------------------------|---------------|
|   |   |                                      |  |   |   | Great Yarmouth | Norwich | South Norfolk | Broadland | King's Lynn and West Norfolk | North Norfolk |
| 40<br>Great Yarmouth                        | 11<br>Great Yarmouth                      | 78<br>Great Yarmouth                 | 83<br>King's Lynn and West Norfolk     | 300<br>Breckland  | £26,597<br>Breckland                    |                |         |               |           |                              |               |
| 39<br>Norwich                               | 7<br>King's Lynn and West Norfolk         | 78<br>Norwich                        | 83<br>Great Yarmouth                   | 297<br>King's Lynn and West Norfolk                           | £28,500<br>Norwich                      |                |         |               |           |                              |               |
| 15<br>King's Lynn and West Norfolk          | 7<br>Breckland                            | 79<br>Breckland                      | 83<br>Norwich                          | 294<br>Norwich  | £28,678<br>North Norfolk                |                |         |               |           |                              |               |
| 10<br>Breckland                             | 7<br>North Norfolk                        | 80<br>King's Lynn and West Norfolk   | 84<br>Breckland                        | 293<br>Great Yarmouth   | £28,981<br>King's Lynn and West Norfolk |                |         |               |           |                              |               |
| 3<br>North Norfolk                          | 7<br>Norwich                              | 80<br>North Norfolk                  | 85<br>North Norfolk                    | 263<br>North Norfolk  | £29,139<br>South Norfolk                |                |         |               |           |                              |               |
| 0<br>South Norfolk                          | 6<br>Broadland                            | 81<br>Broadland                      | 85<br>South Norfolk                    | 152<br>South Norfolk  | £29,351<br>Great Yarmouth               |                |         |               |           |                              |               |
| 0<br>Broadland                              | 4<br>South Norfolk                        | 81<br>South Norfolk                  | 85<br>Broadland                        | 93<br>Broadland   | £29,861<br>Broadland                    |                |         |               |           |                              |               |
|   | 7<br>Norfolk                              | 80<br>Norfolk                        | 84<br>Norfolk                          |   | £28,424<br>Norfolk                      |                |         |               |           |                              |               |
|   | 6<br>England                              | 80<br>England                        | 83<br>England                          |   | £31,777<br>England                      |                |         |               |           |                              |               |
| Source: IMD (2019)                          | Source: Annual Population Survey (2019)   | Source: Public Health England (2019) | Source: Public Health England (2019)   | Source: Social Mobility Index (2017)                          | Source: AHSE (2020)                     |                |         |               |           |                              |               |

Broadland and South Norfolk demonstrate lower levels of need in terms of social mobility, life expectancy, median wages, and deprivation.

Great Yarmouth performs the worst for deprivation and qualification levels whilst Breckland displays the worst level of social mobility and the lowest median wage.



# Norfolk's Districts: Opportunity

| Proposed housing growth (2036)         | Projected % employment growth (2019-2040) | Projected % GVA growth (2019-2040)   | % of population with degree level qualifications | % of Knowledge Economy jobs (2020) |
|--|---|--------------------------------------|--|------------------------------------|
| 16,072<br>South Norfolk                | 21<br>South Norfolk                       | 49.2<br>South Norfolk                | 54<br>South Norfolk                              | 22<br>Broadland                    |
| 15,204<br>Norwich                      | 6.55<br>Norwich                           | 30.8<br>Great Yarmouth               | 37<br>Breckland                                  | 22<br>Norwich                      |
| 12,272<br>Breckland                    | 2.58<br>Broadland                         | 29.7<br>Norwich                      | 22<br>Great Yarmouth                             | 11<br>South Norfolk                |
| 10,155<br>King's Lynn and West Norfolk | 0.56<br>Breckland                         | 24.1<br>Broadland                    | 20<br>Broadland                                  | 11<br>Great Yarmouth               |
| 8,581<br>North Norfolk                 | -3.06<br>Great Yarmouth                   | 18.8<br>North Norfolk                | 13<br>King's Lynn and West Norfolk               | 9<br>Breckland                     |
| 8,210<br>Broadland                     | -3.62<br>North Norfolk                    | 18.7<br>Breckland                    | 41<br>Norwich                                    | 8<br>King's Lynn and West Norfolk  |
| 7,140*<br>Great Yarmouth               | -6.10<br>King's Lynn and West Norfolk     | 18.0<br>King's Lynn and West Norfolk | 2<br>North Norfolk                               | 7<br>North Norfolk                 |
|  | 4.5<br>Norfolk                            | 28.2<br>Norfolk                      | 35<br>Norfolk                                    | 14<br>Norfolk                      |
| * 2013-2030 projection                 | 6<br>UK                                   | 34<br>UK                             | 43<br>England                                    | 20<br>England                      |
| Source: Local Plans                    | Source: Oxford Economics                  | Source: Oxford Economics             | Source: Annual Population Survey (2020)          | Source: BRES (2020)                |

| KEY            |         |               |           |                              |               |
|----------------|---------|---------------|-----------|------------------------------|---------------|
| Great Yarmouth | Norwich | South Norfolk | Broadland | King's Lynn and West Norfolk | North Norfolk |

South Norfolk displays the highest levels of proposed housing growth, employment growth, and GVA as well as the highest level of degree qualifications. Norwich also displays high levels of projected GVA and housing growth.

North Norfolk, Breckland and King's Lynn & West Norfolk present less opportunity in employment or GVA growth.

Breckland has a lower proportion of knowledge economy jobs compared to districts with similar levels of degree qualification.



# Norfolk's Districts: Opportunity

| Breckland                             |   |
|---------------------------------------|---|
| Biggest Employment Sectors (2019)     | Projected Growth (2030)                     |
| 8,730<br>Wholesale and retail         | 17.5%<br>Administrative and support         |
| 8,490<br>Manufacturing                | 16.4%<br>Human health and social work       |
| 5,550<br>Construction                 | 14.8%<br>Arts, entertainment and recreation |
| 5,300<br>Human health and social work | 12.5%<br>Information and communication      |
| 4,560<br>Education                    | 11.3%<br>Professional, scientific and tech  |

| North Norfolk                           |   |
|---|---|
| Biggest Employment Sectors (2019)       | Projected Growth (2030)                     |
| 6,500<br>Wholesale and retail trade     | 13.8%<br>Arts, entertainment and recreation |
| 4,960<br>Accommodation and food service | 12%<br>Financial and insurance              |
| 4,650<br>Financial and insurance        | 11%<br>Administrative and support           |
| 3,600<br>Information and communication  | 7.6%<br>Human health and social work        |
| 3,260<br>Other service activities       | 7.4%<br>Mining & Quarrying                  |

| King's Lynn and West Norfolk                |                                       |
|---|---------------------------------------|
| Biggest Employment Sectors (2019)           | Projected Growth (2030)               |
| 10,680<br>Manufacturing                     | 13.5%<br>Human health and social work |
| 9,880<br>Mining and Quarrying               | 13.5%<br>Financial and insurance      |
| 7,400<br>Other service activities           | 8.6%<br>Mining and Quarrying          |
| 5,190<br>Arts, entertainment and recreation | 8%<br>Electricity, gas steam and air  |
| 5,100<br>Information and communication      | 7.8%<br>Real estate activities        |

| Great Yarmouth                             |   |
|--|---|
| Biggest Employment Sectors (2019)          | Projected Growth (2030)                     |
| 8,100<br>Financial and insurance           | 15.2%<br>Arts, entertainment and recreation |
| 6,150<br>Accommodation and food service    | 13.2%<br>Financial and insurance            |
| 5,780<br>Wholesale and retail trade        | 12.4%<br>Professional, scientific and tech  |
| 3,540<br>Professional, scientific and tech | 10.3%<br>Human health and social work       |
| 3,300<br>Other service activities          | 8.4%<br>Administrative and support          |

| Broadland                                  |   |
|--|---|
| Biggest Employment Sectors (2019)          | Projected Growth (2030)                     |
| 7,870<br>Mining and quarrying              | 18.9%<br>Human health and social work       |
| 7,740<br>Transportation and storage        | 15.1%<br>Transportation and storage         |
| 7,430<br>Professional, scientific and tech | 14.9%<br>Manufacturing                      |
| 5,850<br>Electricity, gas steam and air    | 12.5%<br>Real estate activities             |
| 5,010<br>Agriculture, forestry & fishing   | 10.2%<br>Arts, entertainment and recreation |

| Norwich                                    |  |
|--|--|
| Biggest Employment Sectors (2019)          | Projected Growth (2030)                  |
| 17,040<br>Wholesale and retail             | 17.2%<br>Financial and insurance         |
| 13,120<br>Agriculture, forestry & fishing  | 17.2%<br>Electricity, gas steam and air  |
| 8,570<br>Accommodation and food service    | 16.9%<br>Accommodation and food service  |
| 7,980<br>Financial and insurance           | 14%<br>Public administration and defence |
| 7,860<br>Professional, scientific and tech | 11.9%<br>Construction                    |

Manufacturing, mining & quarrying and wholesale & retail sectors are currently the largest employment sectors across Norfolk.

Administrative, health & social work and financial & insurance sectors account for the largest projected employment growth. Wholesale & retail does not feature as a high growth area in any district.





# Norfolk's Districts: Opportunity

Each district has specific economic development and regeneration. Some of the districts' most significant opportunities and aspirations are set out below.

## King's Lynn and West Norfolk

Local Plan Review in development with priorities including:

- Sustainable economy that will be supported through the provision of physical and digital infrastructure
- Strategically well connected through the King's Lynn – Cambridge – London rail link and A47 road
- Skills and aspirations development in young people and adults to contribute to a prospering local economy Retaining a focus on tourism and West Norfolk as a premier tourism destination
- Shift towards encouraging development towards Downham Market

## Breckland

Breckland Local Plan:

- Allocation of employment land with new office space focus to be on town centres
- Maximise benefits of the Cambridge Norwich Tech Corridor
- Breckland Town Delivery Plans in development Key Settlements of Attleborough and Thetford, and its Market Towns of Dereham, Watton and Swaffham as a central development hierarchy

## Great Yarmouth

Great Yarmouth Economic Strategy:

- Encouragement of development proposals that seek to improve and enhance existing tourist and leisure offer
- Secure new inward investment to the borough to create a vibrant economy and match local skills provision
- Great Yarmouth and Gorleston as important town centres
- Encourage growth of enterprise zones and business parks to encourage business growth



## North Norfolk

(New) Local Plan in development with aims and objectives for the local economy:

- Tourism dominated economy to be distinct and diverse in its offer
- E-commerce may present opportunities to overcome traditional problems of peripherality
- Recent completion of the Norwich Northern Distributor Road (NDR) opens opportunities for business growth
- Structural changes to agriculture to present opportunities for new rural employment
- Farming to be encouraged to diversify into new agricultural and non-agricultural business activities

## Broadland, South Norfolk and Norwich

The ambitions of these districts is set out in the Joint Emerging Local Plan as the Greater Norwich Local Plan:

- Policies of the plan seek to growth the local economy in a sustainable way to support jobs and inclusive growth in both urban and rural locations to
- Norwich urban area as playing a key role in the employment
- Changing nature of retail and town centres to be supported through a development hierarchy
- Importance of tourism to the local economy
- Needs of SMEs and start-ups to be addressed through employment site provision
- Tourism, environmental and cultural industries to be promoted and assisted
- Facilitation of the expansion of opportunities for innovation, skills and training



# Norfolk's Districts: Opportunity

Norfolk's districts have important clusters of economic activity that underpin local specialisms. These areas of high economic output present a range of opportunities to support economic growth as investment in these areas is likely to catalyse multiplier effects.

## Norwich Financial and Insurance Cluster

**Districts:** Norwich

- One of the most specialised financial and insurance clusters in Europe with a 200-year history
- Home to Aviva, Marsh and Moneyfacts
- Growing number of smaller fin-tech companies
- Home to the first National Skills Academy for Financial Services, underpinned by Aviva
- Cluster remains strong locally despite national declines
- Benefits from its proximity to London and other financial hubs

## Norwich Research Park

**Districts:** Norwich

- Europe's largest single site hub of research, business, training, education and enterprise in food and health
- Comprises of researchers and hundreds of organisations focusing on the full range of technical activities required to research, develop, test, commercialise and market new scientific innovations
- Home to four world-class research institutions: The John Innes Centre, The Quadram Institute, The Earlham Institute and The Sainsbury Laboratory

## Norwich Creative and Digital Cluster

**Districts:** Norwich

- Norwich hosts a growing cluster of digital and creative businesses
- City characterised by SMEs and start ups in this sphere
- The University of East Anglia provides graduates and holds networking events
- Norwich University of the Arts has specialisms in arts, design and media
- Norwich University of the Arts is home to the Ideas Factory Incubation Centre
- Digital and creative businesses include Rainbird, EPOS Now, Further, Knit, FXHome and Lambda Films

## East of England Energy Zone

**Districts:** Great Yarmouth and North Norfolk

- Unrivalled mix of wind power, gas and nuclear energy
- Bacton Gas Terminal provides a third of the UK's gas supply
- OrbisEnergy is a centre of excellence for renewables
- Forthcoming Norfolk Vanguard will be the world's largest coastal windfarm
- The Southern North Sea has 150 offshore gas assets
- The Southern North Sea has 986 offshore wind turbines generating 3.75GW of renewable energy
- Over 1,000 wind turbines to be delivered over the next decade across the zone
- Enterprise Zone status has been awarded

## Cambridge-Norwich Tech Corridor:

**Districts:** Norwich, South Norfolk, King's Lynn and West Norfolk

- Spans over 100km and connects two important cities
- Contains over 12,000 knowledge intensive businesses
- Significant housing and commercial development planned along the A11, most notably the redevelopment of RAF Mildenhall and Thetford Urban Extension
- Assets include Scottow Enterprise Park, Norwich Research Park, Hethel Engineering Centre, Norwich University of the Arts, Suffolk Park, Eastern Agri-Tech Innovation Hub, West Suffolk College, Wellcome Genome Campus, University of Cambridge, Cambridge Biomedical Campus, Granta Park and Cambridge Science Park





# Clean Energy definition

|       |   |       |   |
|-------|---|-------|---|
| 20110 | Manufacture of industrial gases                                     | 50100 | Sea and coastal passenger water transport                           |
| 20140 | Manufacture of other organic basic chemicals                        | 50200 | Sea and coastal freight water transport                             |
| 24460 | Processing of nuclear fuel  | 50300 | Inland passenger water transport                                    |
| 25110 | Manufacture of metal structures and parts of structures             | 50400 | Inland freight water transport                                      |
| 27110 | Manufacture of electric motors, generators and transformers         | 51101 | Scheduled passenger air transport                                   |
| 27120 | Manufacture of electricity distribution and control apparatus       | 51102 | Non-scheduled passenger air transport                               |
| 27200 | Manufacture of batteries and accumulators                           | 52101 | Operation of warehousing and storage facilities for water transport |
| 27320 | Manufacture of other electronic and electric wires and cables       | 52103 | Operation of warehousing and storage facilities for land transport  |
| 27900 | Manufacture of other electrical equipment                           | 52211 | Operation of rail freight terminals                                 |
| 28110 | Manufacture of engines and turbines, except aircraft, vehicle and c | 52219 | Other service activities incidental to land transportation, nec (no |
| 30110 | Building of ships and floating structures                           | 52220 | Service activities incidental to water transportation               |
| 33110 | Repair of fabricated metal products                                 | 52230 | Service activities incidental to air transportation                 |
| 33120 | Repair of machinery   | 52241 | Cargo handling for water transport activities of division 50        |
| 33130 | Repair of electronic and optical equipment                          | 52243 | Cargo handling for land transport activities of division 49         |
| 33140 | Repair of electrical equipment                                      | 52290 | Other transportation support activities                             |
| 33150 | Repair and maintenance of ships and boats                           | 70210 | Public relations and communication activities                       |
| 33190 | Repair of other equipment   | 70221 | Financial management  |
| 33200 | Installation of industrial machinery and equipment                  | 70229 | Management consultancy activities (other than financial management) |
| 35110 | Production of electricity   | 71121 | Engineering design activities for industrial process and production |
| 35120 | Transmission of electricity   | 71122 | Engineering related scientific and technical consulting activities  |
| 35130 | Distribution of electricity   | 71129 | Other engineering activities (not including engineering design for  |
| 35140 | Trade of electricity  | 71200 | Technical testing and analysis                                      |
| 35210 | Manufacture of gas  | 74901 | Environmental consulting activities                                 |
| 35220 | Distribution of gaseous fuels through mains                         |       |   |
| 35230 | Trade of gas through mains  |       |   |
| 38210 | Treatment and disposal of non-hazardous waste                       |       |   |
| 38310 | Dismantling of wrecks   |       |   |
| 42210 | Construction of utility projects for fluids                         |       |   |
| 42220 | Construction of utility projects for electricity and telecommunicat |       |   |
| 46120 | Agents involved in the sale of fuels, ores, metals and industrial c |       |   |
| 46711 | Wholesale of petroleum and petroleum products                       |       |   |
| 46719 | Wholesale of fuels and related products (other than petroleum and p |       |   |
| 47300 | Retail sale of automotive fuel in specialised stores                |       |   |
| 49200 | Freight rail transport  |       |   |
| 49410 | Freight transport by road   |       |   |
| 49500 | Transport via pipeline  |       |   |

18140 : Binding and related services  
 26200 : Manufacture of computers and peripheral equipment  
 26301 : Manufacture of telegraph and telephone apparatus and equipment  
 26309 : Manufacture of communication equipment (other than telegraph and telephone apparatus and equipment)  
 18110 : Printing of newspapers  
 18121 : Manufacture of printed labels  
 18129 : Printing (other than printing of newspapers and printing on labels and tags) nec  
 18130 : Pre-press and pre-media services  
 18201 : Reproduction of sound recording  
 18202 : Reproduction of video recording  
 18203 : Reproduction of computer media  
 72110 : Research and experimental development on biotechnology  
 72190 : Other research and experimental development on natural sciences and engineering  
 58290 : Other software publishing  
 61100 : Wired telecommunications activities  
 61200 : Wireless telecommunications activities  
 61900 : Other telecommunications activities  
 62011 : Ready-made interactive leisure and entertainment software development  
 62012 : Business and domestic software development  
 62020 : Computer consultancy activities  
 62030 : Computer facilities management activities  
 62090 : Other information technology and computer service activities  
 63110 : Data processing, hosting and related activities  
 65201 : Life reinsurance  
 65202 : Non-life reinsurance  
 66290 : Other activities auxiliary to insurance and pension funding  
 71112 : Urban planning and landscape architectural activities  
 71121 : Engineering design activities for industrial process and production  
 71122 : Engineering related scientific and technical consulting activities  
 71129 : Other engineering activities (not including engineering design for industrial process and production or engineering related scientific and technical consulting activities)

71200 : Technical testing and analysis  
 72200 : Research and experimental development on social sciences and humanities  
 74901 : Environmental consulting activities  
 74902 : Quantity surveying activities  
 74909 : Other professional, scientific and technical activities (not including environmental consultancy or quantity surveying)  
 91040 : Botanical and zoological gardens and nature reserve activities  
 58110 : Book publishing  
 58120 : Publishing of directories and mailing lists  
 58130 : Publishing of newspapers  
 58141 : Publishing of learned journals  
 58142 : Publishing of consumer, business and professional journals and periodicals  
 58190 : Other publishing activities  
 58210 : Publishing of computer games  
 61300 : Satellite telecommunications activities  
 63120 : Web portals  
 70210 : Public relations and communication activities  
 71111 : Architectural activities  
 73110 : Advertising agencies  
 73120 : Media representation  
 74100 : Specialised design activities  
 74201 : Portrait photographic activities  
 74202 : Other specialist photography (not including portrait photography)  
 74203 : Film processing  
 74209 : Other photographic activities (not including portrait and other specialist photography and film processing) nec  
 74300 : Translation and interpretation activities  
 91011 : Library activities  
 91012 : Archive activities  
 91020 : Museum activities  
 64110 : Central banking  
 64191 : Banks  
 64192 : Building societies  
 64201 : Activities of agricultural holding companies  
 64202 : Activities of production holding companies

64203 : Activities of construction holding companies  
 64204 : Activities of distribution holding companies  
 64205 : Activities of financial services holding companies  
 64209 : Activities of other holding companies (not including agricultural, production, construction, distribution and financial services holding companies) n.e.c  
 64301 : Activities of investment trusts  
 64302 : Activities of unit trusts  
 64303 : Activities of venture and development capital companies  
 64304 : Activities of open-ended investment companies  
 64305 : Activities of property unit trusts  
 64306 : Activities of real estate investment trusts  
 64910 : Financial leasing  
 64921 : Credit granting by non-deposit taking finance houses and other specialist consumer credit grantors  
 64922 : Activities of mortgage finance companies  
 64929 : Other credit granting (not including credit granting by non-deposit taking finance houses and other specialist consumer credit grantors and activities of mortgage finance companies) n.e.c.  
 64991 : Security dealing on own account  
 64992 : Factoring  
 64999 : Other financial service activities, except insurance and pension funding, (not including security dealing on own account and factoring) n.e.c.  
 65110 : Life insurance  
 65120 : Non-life insurance  
 65300 : Pension funding  
 66110 : Administration of financial markets  
 66120 : Security and commodity contracts brokerage  
 66190 : Other activities auxiliary to financial services, except insurance and pension funding  
 66210 : Risk and damage evaluation  
 66220 : Activities of insurance agents and brokers  
 66300 : Fund management activities  
 69101 : Barristers at law  
 69102 : Solicitors  
 69109 : Activities of patent and copyright agents; other legal activities (other than those of barristers and solicitors) nec  
 69201 : Accounting, and auditing activities  
 69202 : Bookkeeping activities  
 69203 : Tax consultancy  
 70100 : Activities of head offices  
 70221 : Financial management  
 70229 : Management consultancy activities (other than financial management)  
 73200 : Market research and public opinion polling  
 82110 : Combined office administrative service activities  
 82190 : Photocopying, document preparation and other specialised office support activities  
 82200 : Activities of call centres  
 82301 : Activities of exhibition and fair organizers  
 82302 : Activities of conference organizers  
 82911 : Activities of collection agencies  
 82912 : Activities of credit bureaus  
 82920 : Packaging activities  
 82990 : Other business support service activities nec  
 85410 : Post-secondary non-tertiary education  
 85421 : First-degree level higher education  
 85422 : Post-graduate level higher education  
 91030 : Operation of historical sites and buildings and similar visitor attractions

86111 Hospital activities

86911 Other human health activities

86211 General medical practice activities

86231 Dental practice activities

Other research and experimental development on natural sciences and

72191 engineering

72111 Research and experimental development on biotechnology

26611 Manufacture of irradiation, electromedical and electrotherapeutic equipment

86112 Medical nursing home activities

86221 Specialist medical practice activities

21211 Manufacture of pharmaceutical preparations

32511 Manufacture of medical and dental instruments and supplies

21111 Manufacture of basic pharmaceutical products

10110 : Processing and preserving of meat  
 10120 : Processing and preserving of poultry meat  
 10130 : Production of meat and poultry meat products  
 10200 : Processing and preserving of fish, crustaceans and molluscs  
 10310 : Processing and preserving of potatoes  
 10320 : Manufacture of fruit and vegetable juice  
 10390 : Other processing and preserving of fruit and vegetables  
 10410 : Manufacture of oils and fats  
 10420 : Manufacture of margarine and similar edible fats  
 10511 : Liquid milk and cream production  
 10512 : Butter and cheese production  
 10519 : Manufacture of milk products (other than liquid milk and cream, butter, cheese) nec  
 10520 : Manufacture of ice cream  
 10611 : Grain milling  
 10612 : Manufacture of breakfast cereals and cereals-based foods  
 10620 : Manufacture of starches and starch products  
 10710 : Manufacture of bread; manufacture of fresh pastry goods and cakes  
 10720 : Manufacture of rusks and biscuits; manufacture of preserved pastry goods and cakes  
 10730 : Manufacture of macaroni, noodles, couscous and similar farinaceous products  
 10810 : Manufacture of sugar  
 10821 : Manufacture of cocoa, and chocolate confectionery  
 10822 : Manufacture of sugar confectionery  
 10831 : Tea processing  
 10832 : Production of coffee and coffee substitutes  
 10840 : Manufacture of condiments and seasonings  
 10850 : Manufacture of prepared meals and dishes  
 10860 : Manufacture of homogenised food preparations and dietetic food  
 10890 : Manufacture of other food products nec  
 10910 : Manufacture of prepared feeds for farm animals  
 10920 : Manufacture of prepared pet foods  
 11010 : Distilling, rectifying and blending of spirits

11020 : Manufacture of wine from grape  
 11030 : Manufacture of cider and other fruit wines  
 11040 : Manufacture of other non-distilled fermented beverages  
 11050 : Manufacture of beer  
 11060 : Manufacture of malt  
 11070 : Manufacture of soft drinks; production of mineral waters and other bottled waters  
 46170 : Agents involved in the sale of food, beverages and tobacco  
 46310 : Wholesale of fruit and vegetables  
 46320 : Wholesale of meat and meat products  
 46330 : Wholesale of dairy products, eggs and edible oils and fats  
 46341 : Wholesale of fruit and vegetable juices, mineral waters and soft drinks  
 46342 : Wholesale of wine, beer, spirits and other alcoholic beverages  
 46360 : Wholesale of sugar and chocolate and sugar confectionery  
 46370 : Wholesale of coffee, tea, cocoa and spices  
 46380 : Wholesale of other food, including fish, crustaceans and molluscs  
 46390 : Non-specialised wholesale of food, beverages and tobacco  
 47110 : Retail sale in non-specialised stores with food, beverages or tobacco predominating  
 47210 : Retail sale of fruit and vegetables in specialised stores  
 47220 : Retail sale of meat and meat products in specialised stores  
 47230 : Retail sale of fish, crustaceans and molluscs in specialised stores  
 47240 : Retail sale of bread, cakes, flour confectionery and sugar confectionery in specialised stores  
 47250 : Retail sale of beverages in specialised stores  
 47290 : Other retail sale of food in specialised stores  
 47810 : Retail sale via stalls and markets of food, beverages and tobacco products  
 56101 : Licensed restaurants  
 56102 : Unlicensed restaurants and cafes  
 56103 : Take away food shops and mobile food stands  
 56210 : Event catering activities  
 56290 : Other food service activities  
 56301 : Licensed clubs  
 56302 : Public houses and bars

6201 Computer programming activities  
 6202 Computer consultancy activities  
 6203 Computer facilities management activities  
 6209 Other information technology and computer service activities  
 6311 Data processing, hosting and related activities  
 6312 Web portals  
 6391 News agency activities  
 6399 Other information service activities not elsewhere classified  
 7021 Public relations and communication activities  
 7111 Architectural activities  
 7311 Advertising agencies  
 7312 Media representation  
 7410 Specialised design activities  
 7420 Photographic activities  
 7430 Translation and interpretation activities  
 8552 Cultural education  
 9001 Performing arts  
 9002 Support activities to performing arts  
 9003 Artistic creation  
 9004 Operation of arts facilities  
 9101 Library and archive activities  
 9102 Museum activities  
 9511 Repair of computers and peripheral equipment  
 9512 Repair of communication equipment

2611 Manufacture of electronic components  
 2612 Manufacture of loaded electronic boards  
 2620 Manufacture of computers and peripheral equipment  
 2630 Manufacture of communication equipment  
 2640 Manufacture of consumer electronics  
 2680 Manufacture of magnetic and optical media  
 3212 Manufacture of jewellery and related articles  
 4651 Wholesale of computers, computer peripheral equipment and software  
 4652 Wholesale of electronic and telecommunications equipment and parts  
 5811 Book publishing  
 5812 Publishing of directories and mailing lists  
 5813 Publishing of newspapers  
 5814 Publishing of journals and periodicals  
 5819 Other publishing activities  
 5821 Publishing of computer games  
 5829 Other software publishing  
 5911 Motion picture, video and television programme production activities  
 5912 Motion picture, video and television programme post-production activities  
 5913 Motion picture, video and television programme distribution activities  
 5914 Motion picture projection activities  
 5920 Sound recording and music publishing activities  
 6010 Radio broadcasting  
 6020 Television programming and broadcasting activities  
 6110 Wired telecommunications activities  
 6120 Wireless telecommunications activities  
 6130 Satellite telecommunications activities  
 6190 Other telecommunications activities

551 : Hotels and similar accommodation  
561 : Restaurants and mobile food service activities  
562 : Event catering and other food service activities  
563 : Beverage serving activities  
801 : Private security activities  
900 : Creative, arts and entertainment activities  
910 : Libraries, archives, museums and other cultural activities  
920 : Gambling and betting activities  
931 : Sports activities  
932 : Amusement and recreation activities  
471 : Retail sale in non-specialised stores  
478 : Retail sale via stalls and markets  
491 : Passenger rail transport, interurban  
493 : Other passenger land transport  
552 : Holiday and other short stay accommodation  
553 : Camping grounds, recreational vehicle parks and trailer parks  
559 : Other accommodation  
842 : Provision of services to the community as a whole  
861 : Hospital activities  
869 : Other human health activities  
871 : Residential nursing care activities  
872 : Residential care activities for learning disabilities, mental health and substance abuse  
873 : Residential care activities for the elderly and disabled  
881 : Social work activities without accommodation for the elderly and disabled







NORFOLK COUNTY COUNCIL

# NORFOLK INVESTMENT FRAMEWORK

May 2022



# Contents

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# Foreword

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The Norfolk Investment Framework is the result of collaboration with a wide range of organisations who I would like to thank for their contributions and their continued support.

This is a significant piece of work which seeks to achieve a step-change in pay, productivity and skills, to drive sustainable growth in the county over the medium to long term.

At its heart is a new, comprehensive evidence base for the Norfolk economy – analysis of which has led to the identification of four of the most significant challenges the county faces today.

By focussing our investments in a few key areas, rather than spreading our efforts too thinly, we can maximise Norfolk’s potential.

In the Framework, the four challenges are broken down into the types of practical interventions we could take - so that it’s clear what success would look like.

**Graham Plant**  
Deputy Leader and Cabinet Member for Growing the Economy,  
Norfolk County Council  
Chair of the NIF Steering Committee

# Purpose of the Norfolk Investment Framework (NIF)

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The NIF will allow Norfolk to self-determine long-term investment priorities and ensure the collective benefits of those investments are shared by all residents.

Norfolk has a very successful track record in bidding for and securing large-scale grant funding. The County Council, Norfolk's seven districts, the New Anglia LEP, our universities, research institutes, skills partners and voluntary organisations have all punched above their weight and secured significant grant funding from the UK Government and European Union.

However, government grant funding packages often come with short-term, politically steered objectives, pre-determined project outcomes and tight delivery deadlines; or are assessed by very specific criteria that can sometimes limit the ambitions of projects. This can stymie innovation.

Norfolk's challenges and opportunities are multifaceted and require long-term, steady investment, alongside short-bursts of grant funding.

If our collective efforts could be coalesced around a small number of medium-term priorities, and steady investment secured, we believe the benefits to the County could be transformative.

The NIF sets out medium-term investment priorities which reflect Norfolk's unique economic, social, spatial and environmental dynamics. By establishing these priorities, committing to them through the NIF and communicating them widely, we hope:

- A wider range of potential project sponsors from across the private and public sector will be inspired to work on innovative projects for the good of Norfolk
- By establishing our priorities and committing to them, investment in development time for more complex projects will be de-risked
- Multi-disciplinary and innovative projects will become more common as traditional policy silos for funding are broken
- New sources of private investment capital will be drawn to Norfolk as innovative practical solutions are trialled and Norfolk's reputation for public service innovation becomes more widely known.



# How the NIF was developed

Over 50 organisations helped us to shape the NIF. They include small and large businesses, infrastructure owners, utilities, digital incubators, research parks, universities, FE colleges, voluntary sector organisations and cultural bodies.

The creation of the NIF has been a collective effort. The framework and priorities within have been shaped thanks to input from a wide cross-section of the Norfolk community.

Our starting point was the establishment of a robust evidence base of qualitative and quantitative data that assessed Norfolk against its peers and unpicked economic and socioeconomic dynamics in the County.

We followed that with a series of collaborative workshops to debate the strengths, weaknesses, opportunities and threats to Norfolk from an array of perspectives.

Alongside this, over 30 individual consultations were held with individuals from across the public, private, voluntary, education and charitable sectors.

A Steering Committee oversaw the development of the NIF, and will continue to champion, monitor and lead calls for projects going forward. The Steering Committee is committed to unlocking transformative investment for Norfolk.

| NIF Steering Group  |  |
|---|--|
| • Alan Hopley, Voluntary Norfolk  | • Duncan Baker, MP for North Norfolk                                     |
| • Andrew Dernie, Norwich Town Deal Board                                | • Helen Wilson, New Anglia Cultural Board                                |
| • Chris Sargisson, Norfolk Chambers of Commerce                         | • Henry Cator, Great Yarmouth Town Deal Board                            |
| • CJ Green, New Anglia Local Enterprise Partnership                     | • James Bullion, Norfolk County Council - Adult Services                 |
| • Claire Cullens, Norfolk Community Foundation                          | • Julia Nix, Department for Work and Pensions                            |
| • Cllr Blunt, King's Lynn and West Norfolk Council                      | • Keith Moore, Environment Agency  |
| • Cllr Claussen, Breckland Council                                      | • Martin Dronfield, All Energy Industry Council                          |
| • Cllr Copplestone, South Norfolk and Broadland Council                 | • Pete Waters, Visit East Anglia   |
| • Cllr Kershaw, North Norfolk Council                                   | • Prof Fiona Lettice, University of East Anglia                          |
| • Cllr Plant, Great Yarmouth Borough Council and Norfolk County Council | • Prof Simon Ofield-Kerr, Norwich University of the Arts                 |
| • Cllr Stonard, Norwich City Council                                    | • Sara Tough, Norfolk County Council - Children's Services               |
| • Corrienne Peasgood, City College Norwich                              | • Steve Miller, Norfolk County Council - Community, Culture and Heritage |
| • David Pomfret, College of West Anglia                                 | • Tim Robinson, Tech East  |
| • Dr Nick Goodwin, Norwich Research Park                                | • Vicky Ethridge, King's Lynn Town Deal Board                            |

# Overview of Norfolk today

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An area of great opportunity with some deeply rooted challenges.

Norfolk covers an areas of 5,400 square kilometres and is home to over 900,000 people. It is the fifth largest county in England on spatial terms but ranks 25<sup>th</sup> largest by population. It is a largely rural county with market towns, beautiful coastline and the city of Norwich, which has been going through a resurgence in recent years.

The County's foundational economy was built on agriculture and manufacturing. While both remain important sectors there has been significant diversification into clean energy, financial services, biology-led research and production, and culture and the arts. Today the economy generates £19bn of GVA per annum.

For many years, the area was a magnet for people retiring and moving out of large cities, primarily London and the South East. Lower relative house prices and the high quality of life were a compelling draw and continue to be so. Since the pandemic, this pattern has accelerated; however, Norfolk's new residents are younger in age, with many continuing to work remotely or setting up new businesses.

The area track record in drawing in major private capital investment is under-recognised. In recent years, billions of private capital has been invested in projects, infrastructure and businesses across the county.

These include off-shore wind farms and on-shore operations, residential fibre broadband, expanded quays at the Port of Great Yarmouth, expansion of Norfolk Research Park and investment into its onsite businesses, creation of new research facilities including the Smart Emerging Technology Institute and Digi Tech Factory as well as expanded Norwich-based operations by large firms like Aviva. The Norwich to Cambridge Tech corridor will stimulate further investment in the area.

Norwich Research Park



Digi Tech Factory



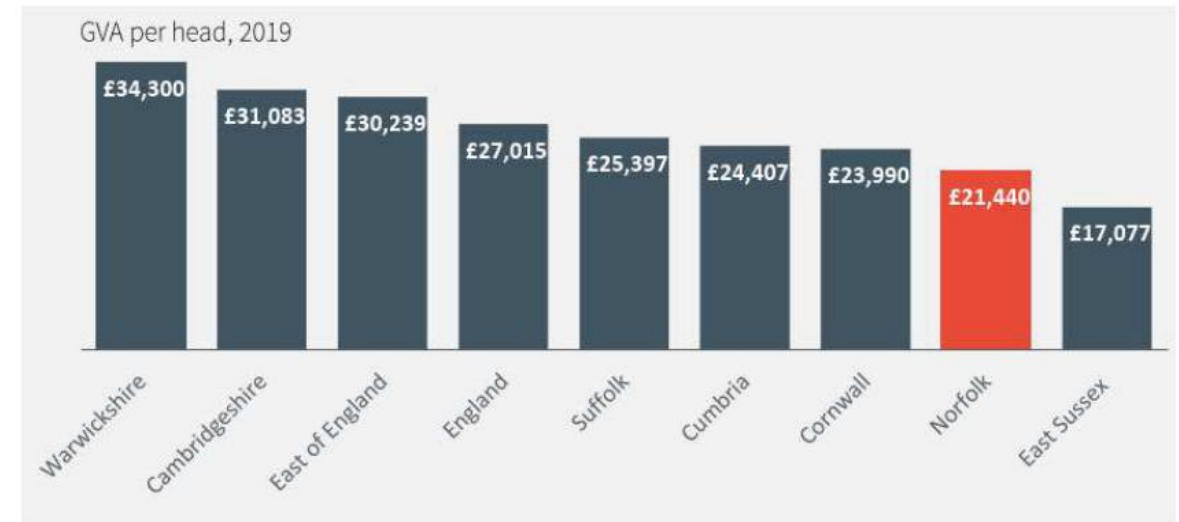
# Economy

A large economy at £19bn with potential to expand

Norfolk's economy is sizeable, however its per capita GVA is much lower at £21k when compared to similar regions and the national average of £27k. This is explained by the legacy strength of lower-GVA generating sectors, such as manufacturing and agriculture, that have suffered productivity declines over the last decade. It is also explained by the fact that Norfolk's resident-to-job ratio is low at 0.4 meaning there is an insufficient number of jobs to sustain the population. This will become more problematic as the population grows.

Norfolk's rates of business and job creation lag behind national average at 13% for business creation (against 29% nationally) and 9% for job creation (against 14%). These county-level statistics mask significant regional variation.

Thanks to the booming off-shore wind cluster, Great Yarmouth, a relatively deprived coastal town, generates £1.8bn of GVA. Meanwhile Norwich is becoming an extremely competitive city with a burgeoning data science cluster, fin-tech start-ups, research institute and an array of cultural and arts attractions. 20% of Norfolk's GVA is generated in Norwich alone.



If this current momentum is built on, and Norfolk's GVA per capita approaches the England average, the economy could generate a net additional £5bn per year, a 25% increase. This would require multi-pronged effort to create new businesses and jobs, attract more large companies into Norfolk, smartly leverage major investments like off-shore wind, and above all, support Norfolk's residents to upskill and take advantage of these opportunities. Success will not be achieved just with a net increase in GVA, but when the new opportunities are accessible by all residents.

# People

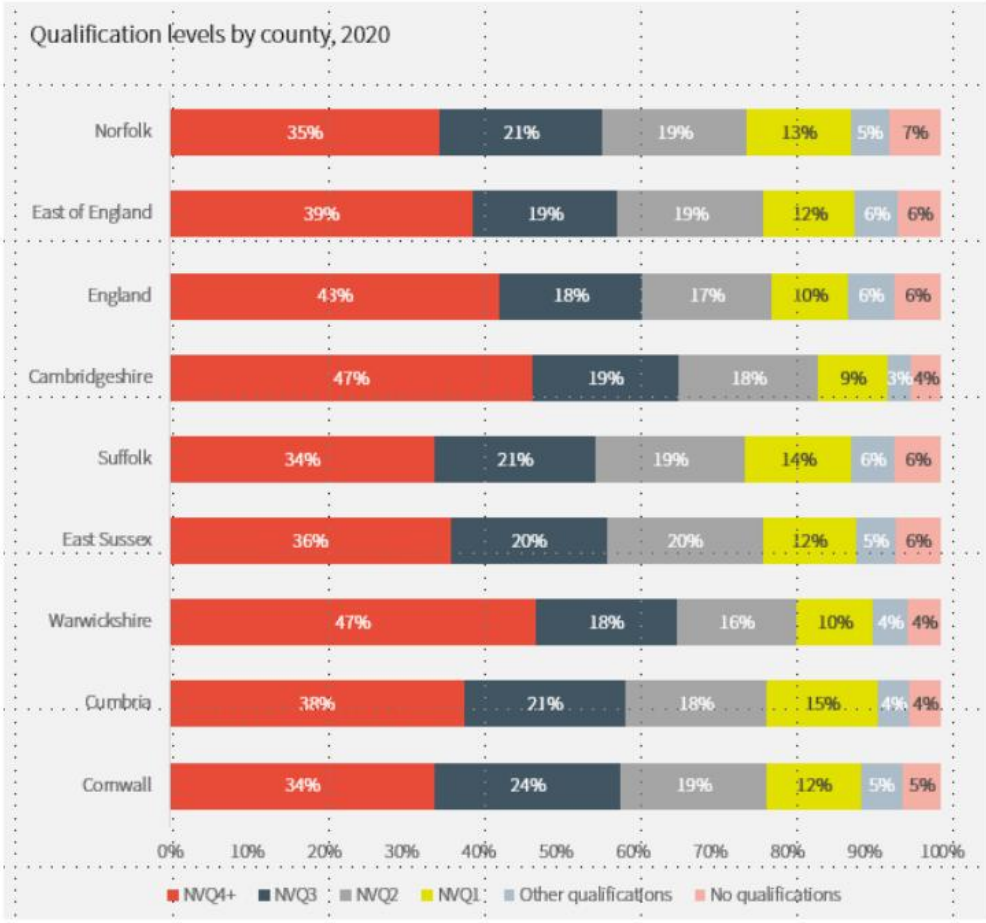
## An economically active population with pockets of deprivation

Norfolk is a hard-working county. The economic activity rate of residents is high, with 81% of working age adults either in work or looking for work, higher than the England average of 79%. Despite this, as we found in the previous section, Norfolk’s GVA per capita is low.

This may be explained by two factors. First, Norfolk has a higher proportion of adults that exceed working age. One quarter of Norfolk’s population is over the age of 65, many of whom may no longer be in work or work reduced hours.

Secondly, Norfolk does well for attainment of NVQ2 (GCSEs) and NVQ3 (A-levels) qualifications, which is good for the county. However, attainment levels drop when it comes to NVQ4 attainment (higher education degrees). This may limit the job opportunities open to residents and restricts annual average earnings, which at £28,571, are lower than the England average.

Since the pandemic, there has been a growing in-flow of residents from more urban locales, who now have more flexibility over where to live thanks to the advent of hybrid work. This may shift the profile of Norfolk’s



residential population. However, the more urgent priority is to ensure residents across all areas of the county have the means and tools to participate in Norfolk’s evolving economy in ways that are best for them.



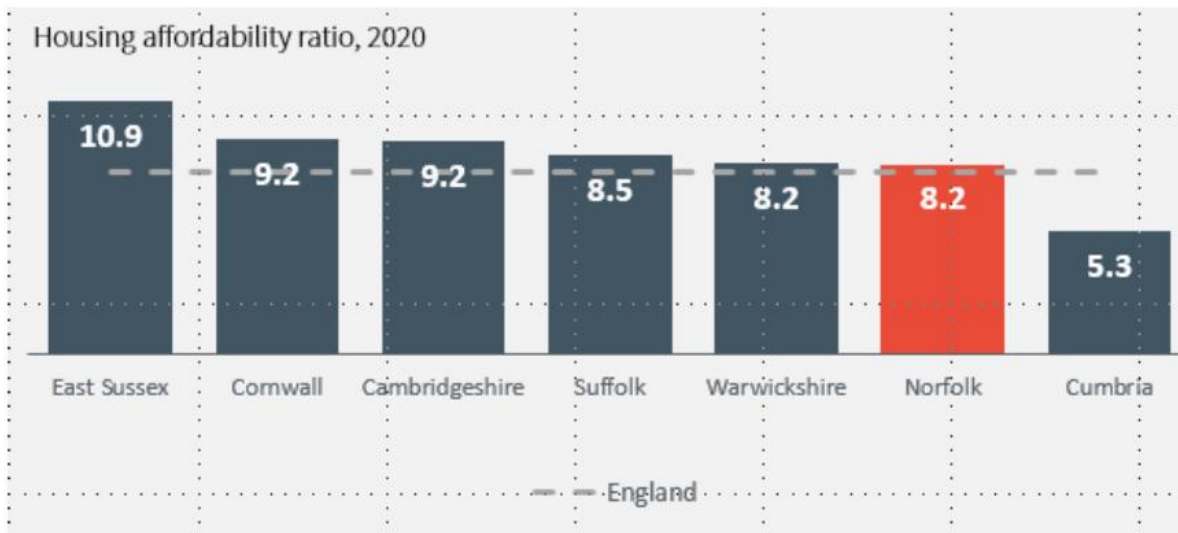
# Place

A diversity of communities that offer a high quality of life.

Norfolk is a large county with spatially distant villages, market towns and the city of Norwich. It is this variety that makes it a popular place to live with high life satisfaction scores by residents. Students that come from out-of-county to Norfolk's universities have higher retention rates than many other universities.

One of the benefits is the lower relative cost of housing. The median house price in Norfolk is £240k against the England average of £250k. However, the lower wages earned by many residents means that the ratio of median house-price to median earnings (house-price affordability ratio) is higher in Norfolk than other regions – and is higher than the England average. Yet another reason why it is so important to support residents to increase average earnings.

Like many other semi-rural parts of the UK, there has been a systematic lack of investment in infrastructure including public transport, digital connectivity and roads. Some of these are being tackled and fibre is being rolled out across the county. However, issues remain with water and



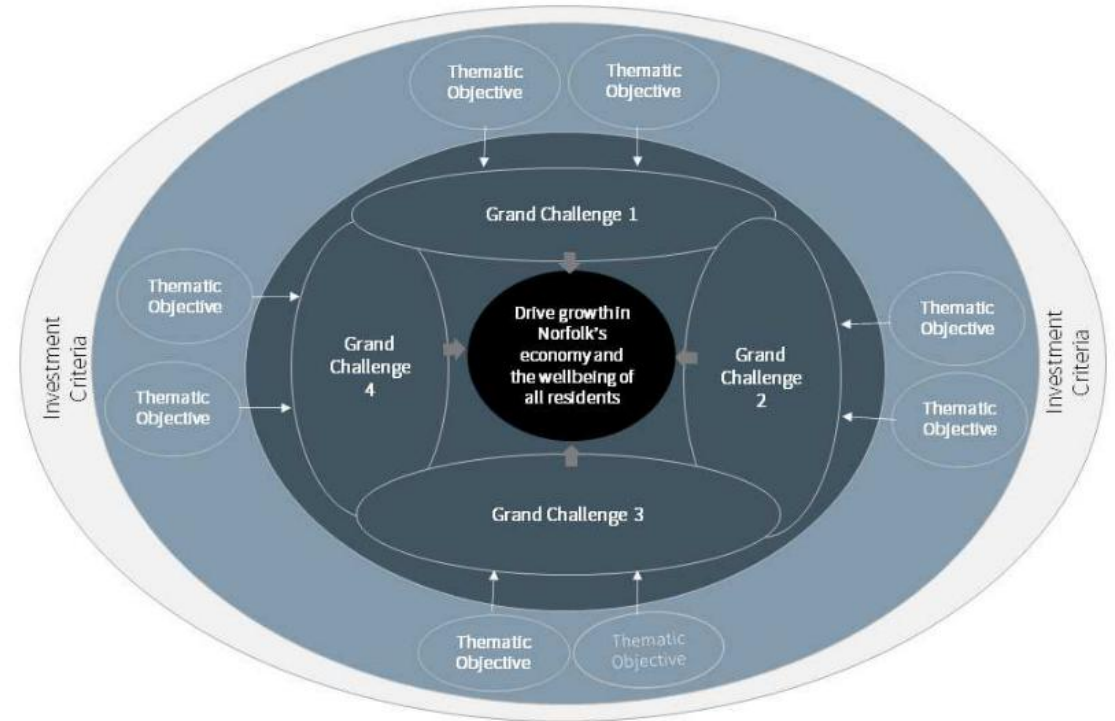
energy services on development sites. The County is also more vulnerable to climate-related events, in particular fluvial and coastal flooding. It is this vulnerability that has motivated the County to declare a 2030 target to become net zero.

# Overview of the NIF

Our NIF is based around four Grand Challenges. Norfolk's Grand Challenges are difficult but important problems, framed to convene cross-disciplinary collaborations and interconnected solutions. The Grand Challenges were shaped through the extensive Evidence Base and consultation. They are interrelated and interdependent, so the convergence of related solutions and innovative approaches can have cascading and compounding effects over time.

Norfolk's four Grand Challenges are:

1. To create **new opportunities** for Norfolk's residents by increasing skills and labour market dynamism
2. Provide effective and efficient **public services** to a spatially disperse population
3. Strengthen and future-proof **business clusters** to grow the economy
4. Protect Norfolk's economic and natural assets from **climate change**



In the NIF, two Thematic Objectives are established for each Grand Challenge. These frame Norfolk's short to medium-term objectives for each Grand Challenge. The Thematic Objectives are intended to signal areas of interest and project types to future project sponsors, well in advance of specific calls for projects. Investment Criteria will be set by the individual grant/funding programmes, as has always been the case.



## Grand Challenge 1: Skills Aspirations

Create **new opportunities** for residents by increasing skills and labour market dynamism



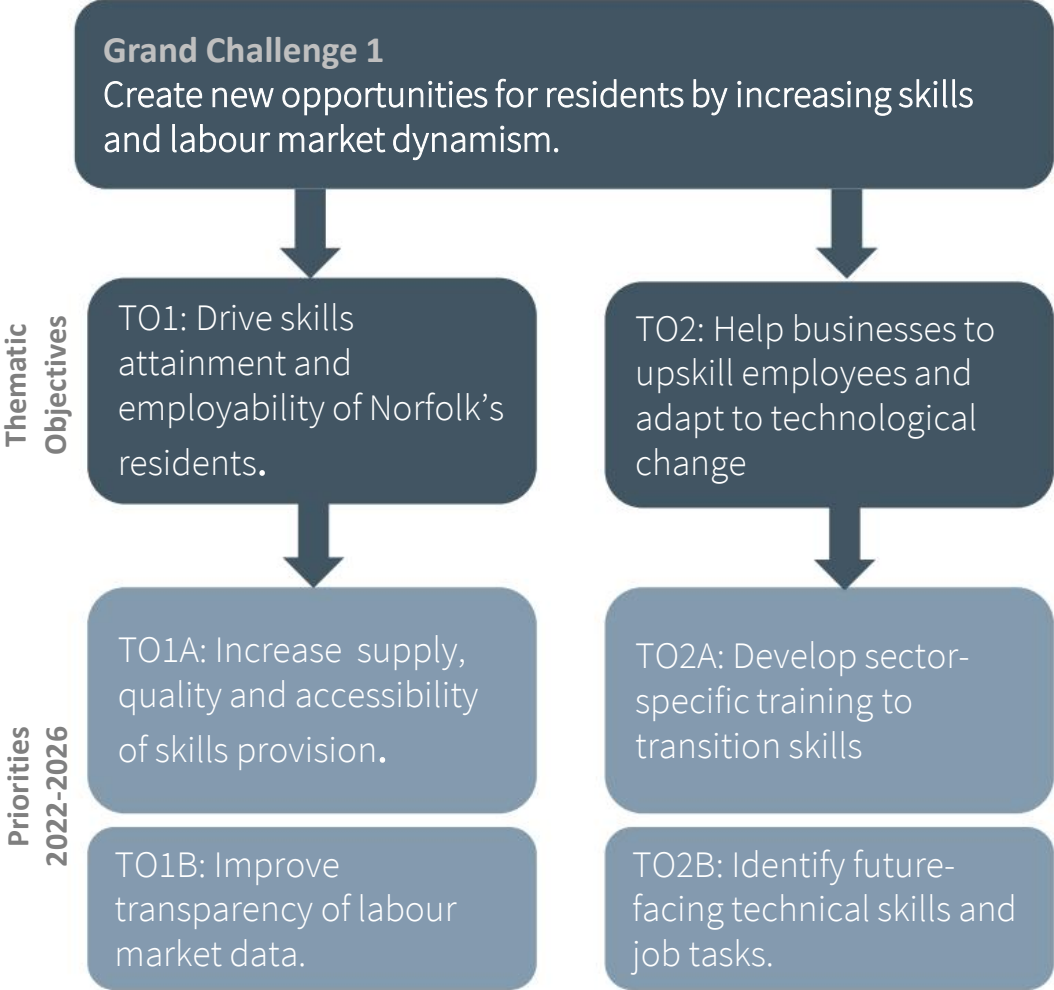
# The Skills Grand Challenge

We seek innovative approaches and projects for investment that support Norfolk’s residents to increase skills, from formal educational attainment (with a particular emphasis on NVQ4+), to industry-specific micro-courses in coding and data science.

Norfolk has strong higher and further education institutions that serve the community well. We will continue to support HE and FE expansion of programmes and outreach through the NIF. However, we understand the way people learn is becoming more flexible and adaptive to individual needs. We also understand that in a predominantly rural county, it can be difficult for people to attend institutions in person and there is need for flexible and online learning.

Our mission is to fund approaches and programmes that will help our residents expand their skills in areas that open opportunities in new sectors and jobs, and increase wages. We also want to align those skills with the requirements of Norfolk’s current and future businesses, for instance in areas such as green collar jobs and computational data design.

To achieve this, we will be focused on two Thematic Objectives.



# Thematic Objective 1: Drive skills attainment and employability of Norfolk’s residents

TO1A. Increase supply, quality and accessibility of skills provision

We seek projects that increase the supply, quality or accessibility of skills provision. This includes innovative delivery mechanisms to upskill and re-skill in-work and out of work adults.

ILLUSTRATIVE EXAMPLES

- Innovative approaches to life-long learning, targeted at Norfolk’s adults, in economically-important skills areas
- Increased apprenticeship opportunities for local employers and individuals, through innovative approaches; including flexible and agile delivery models that meet industry demand & opportunities to support part-time workers etc

TO1B. Improve transparency of labour market data

We seek projects that increase or improve the availability of transparent labour market information. An individual’s decision to invest in skills can be aided by transparent information on job opportunities and future earnings potential.

ILLUSTRATIVE EXAMPLES

- Digital job matching platform to create a Norfolk-wide jobs matching engine for full-time, part-time and seasonal jobs
- Availability of median salary information for current and new-economy jobs.

## Thematic Objective 2: Help businesses to upskill employees and adapt to technological change

### TO2A. Sector-wide transition skills

We seek projects that will work with businesses on a sector-basis to upskill employees, transition skills and future-proof jobs and businesses.

#### ILLUSTRATIVE EXAMPLES

- Sector-based programmes run on behalf of groups of employers on adoption of new technologies and skills
- Support for workers to transition skills and secure better paying jobs where automation is a risk

### TO2B. Identify future-facing technical skills and jobs

We seek projects that will work with Norfolk's leading businesses and research institutes to identify future-facing technical skills and jobs. As new clusters and ways of working emerge, there will be a host of new skills required of future workers.

#### ILLUSTRATIVE EXAMPLES

- Research on the new skills and jobs required to support green-collar jobs
- Development of skills training programmes for jobs of tomorrow (e.g. biological materials)



## Grand Challenge 2: Public Services

Provide effective and efficient **public services** to a spatially dispersed population



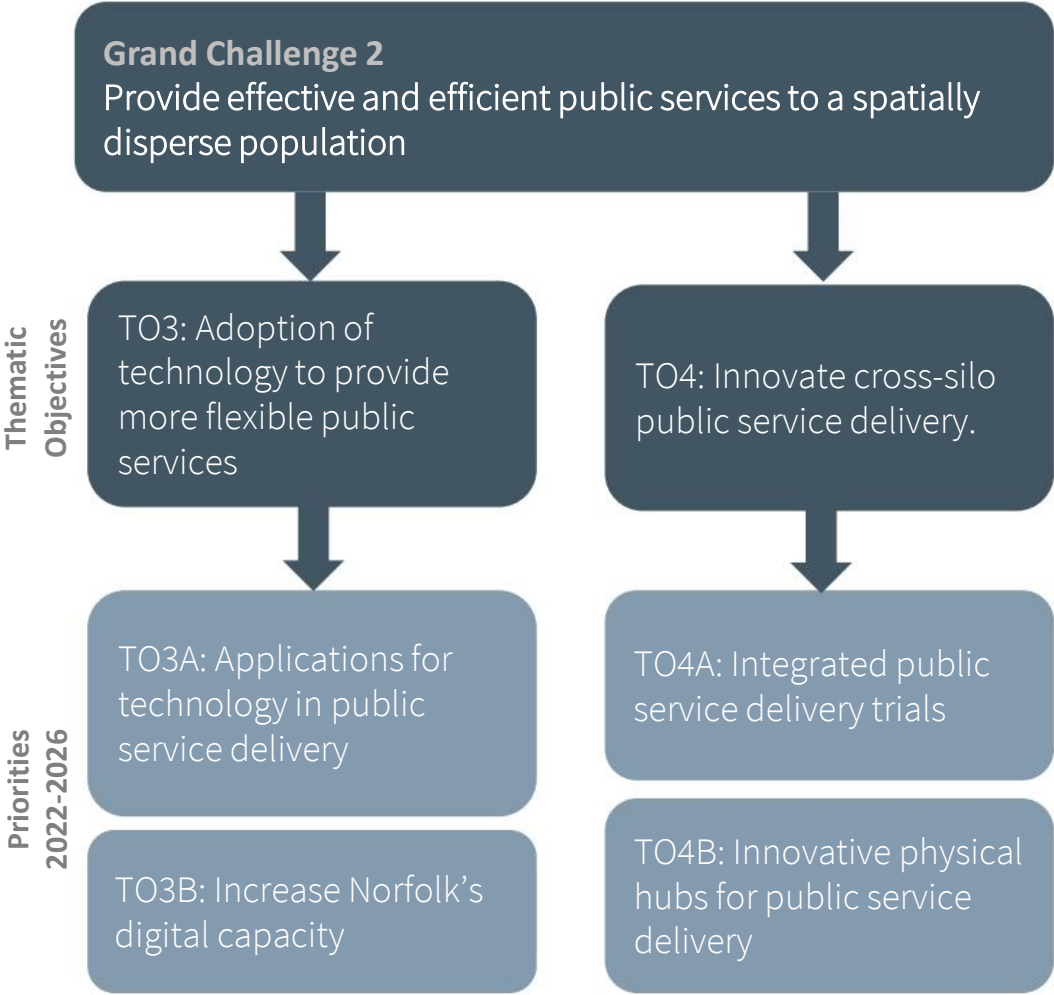
# The Public Services Grand Challenge

We seek innovative approaches and projects for investment that support Norfolk to provide public services to our residents in more flexible and responsive ways. Public services refers to all services provided by public sector agencies including social care, education, health and council services.

Over the next ten years, the population of Norfolk is forecast to grow by 14%, which is significantly higher than the England median forecast growth rate of 5%. This means that the volume of public services required to support the population will increase at a time when central government budgetary allocations are unlikely to grow at a proportionate rate. Norfolk will be under greater pressure to do more with limited resources.

This provides an opportunity to consider how technologies designed for other domains can be applied to public services and provide better flexibility to end-users, enable the creation of new, proactive public services and support Norfolk’s residents and public service workers to live a good quality of life.

To achieve this, we will be focused on two Thematic Objectives.



# Thematic Objective 3: Adoption of technology to provide greater flexibility in delivery of public services

TO3A. Applications for use of technology in public service delivery

We seek projects that strengthen public service delivery for residents (in circumstances where it is appropriate) through use of new technologies, many of which will be digital based. The use of digital and remote devices should augment or improve public service delivery and not simply replace human interfaces.

ILLUSTRATIVE EXAMPLES

- Use of technology to overcome communication barriers, such as hearing impairment, and language barriers
- Supply of and orientation on digital devices that enable older and vulnerable residents to remain independent
- Provision of support groups, and targeted support, through online meeting platforms

TO3B. Increase Norfolk’s digital capacity

We seek projects that improve Norfolk’s underlying digital infrastructure and capacity. This includes increasing broadband speeds, connecting rural households and businesses, and improving the capacity of Norfolk's residents and businesses to make use of the infrastructure.

ILLUSTRATIVE EXAMPLES

- Using the public estate to enable fibre connectivity in more rural locations
- Introduction of public wifi on high streets and public buildings to create area-wide hotspot
- Launching accessible learning for non-digital native residents and businesses to promote their services and products online

# Thematic Objective 4: Innovate cross-silo public service delivery tailored to target groups

TO4A. Integrated public service delivery trials

We seek projects that support the integration of public services delivery across policy domains and client group silos, to provide more holistic and proactive support to residents.

ILLUSTRATIVE EXAMPLES

- Explore new approaches to co-commissioning and co-design with specific public service user groups
- Use of on-demand transport alternatives to public transport modes to transport people to appointments
- Innovative approaches to using data on a county-wide basis to assess availability of resources against client need

TO4B. Innovative physical hubs for public services

We seek projects that establish innovative physical hubs for public service delivery, by creatively using community and high street space. Ideally, hubs should be designed for target client groups and offer a range of public and non-public services, curated for client groups.

ILLUSTRATIVE EXAMPLES

- Establish community hubs to deliver a range of public and private services for older residents (eg diabetic clinic with podiatry, nutritionist)
- Use of flexible retail models to provide rolling schedule of services in more rural locations



### Grand Challenge 3: Business Growth

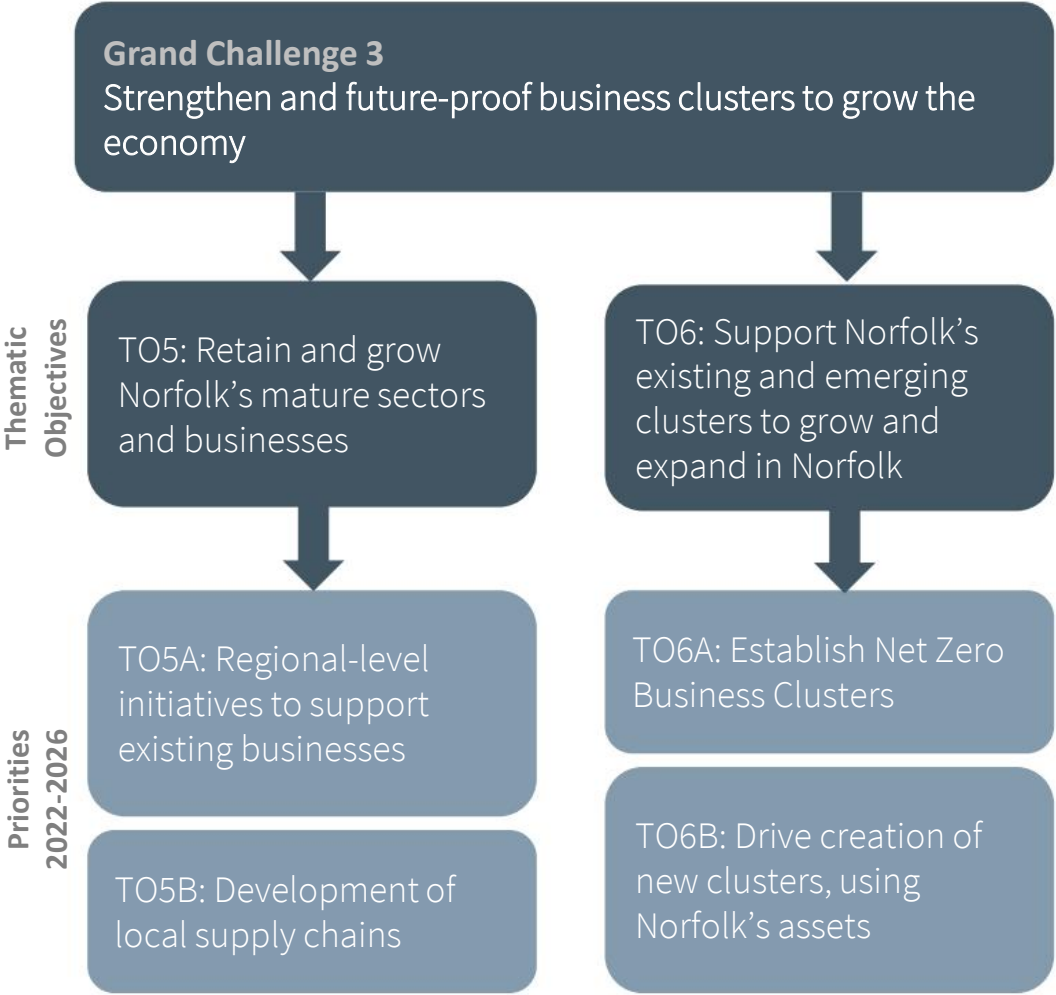
Strengthen and future-proof **business clusters** to grow the economy

# The Business Grand Challenge

We seek innovative approaches and projects for investment that support Norfolk’s businesses to grow and compete as the economy evolves. Norfolk’s strong foundational sectors face a decade of change as businesses adopt wider automation. It is estimated that 15% of Norfolk’s jobs are at risk of being replaced by automated or machine-learning technologies.

This presents both a risk and an opportunity. Businesses that don’t adapt and change will find it difficult to compete. However, it also provides an opportunity for Norfolk to establish new clusters to absorb displaced labour (e.g. through the creation of green collar jobs) and establish Norfolk as a base for innovative businesses developing automation technologies. Norfolk’s strengths in data science and fin-tech provides a strong base off to build, alongside its national strengths agri-biotech and genetics.

To accelerate and further support growth, we will be focused on two Thematic Objectives.





## Thematic Objective 5: Retain and grow Norfolk's mature sectors and businesses

### TO5A. Regional-level initiatives to support existing businesses

We seek projects that support our growing industrial and professional services sectors by strengthening Norfolk as an environment for business. Projects should enable all businesses (regardless of sector) and help make Norfolk a competitive location to base a business.

#### ILLUSTRATIVE EXAMPLES

- Mapping employees residences and places of work to ensure public transport mirrors people flows
- Programme where Norfolk's major businesses attend secondary schools to explain upcoming trends and operations and inspire more young people to pursue NVQ4+ training
- Work with education providers to offer specialist skills (e.g. coding) for adults and young adults, whether in work, or not in work

### TO5B. Development of Local Supply Chains

We seek projects that encourage the development of local supply chains for existing sectors, including renewable energy (off-shore wind and nuclear) and advanced manufacturing.

#### ILLUSTRATIVE EXAMPLES

- Development of industrial/commercial site for co-location of supply chains
- Expand the capacity and capability of regional ports to support offshore wind
- Encouraging existing businesses to diversify vertically into supply chain delivery for emerging industries, such as offshore wind

# Thematic Objective 6: Support Norfolk’s existing and emerging clusters to grow and expand in Norfolk

TO6A. Establish Net Zero business clusters

We seek projects that draw on the County’s industrial strengths to develop new net zero–related business clusters and help Norfolk to become net-zero by 2030.

ILLUSTRATIVE EXAMPLES

- Innovative approaches to increasing design efficiency, materials reuse and retrofit of buildings at scale
- Establishment of a Hydrogen Energy Hub to undertake research and prototype testing of thermal and electrolytical process for generation
- Creation of a ‘Norfolk Award’ given to an international applied researcher, or post-doctoral student on a specific research area, with industrial potential for net zero

TO6B. Drive creation of new clusters, using Norfolk’s assets

We seek projects that use Norfolk’s existing industrial assets and infrastructure to catalyse the creation of new or wider clusters. Projects may include prototype development, research trials or creation of shared investment assets.

ILLUSTRATIVE EXAMPLES

- Using the expansion of Sizewell C nuclear plant to develop a more established nuclear supply chain cluster in Suffolk and Norfolk
- Using the Norfolk Boreas and East Anglia Hub offshore wind project to drive a nationally-significant cluster
- Leveraging Norwich’s financial services strengths to create an R&D cluster, for instance in machine learning





## Grand Challenge 4: Climate Change

Protect Norfolk's economic and natural assets from climate change

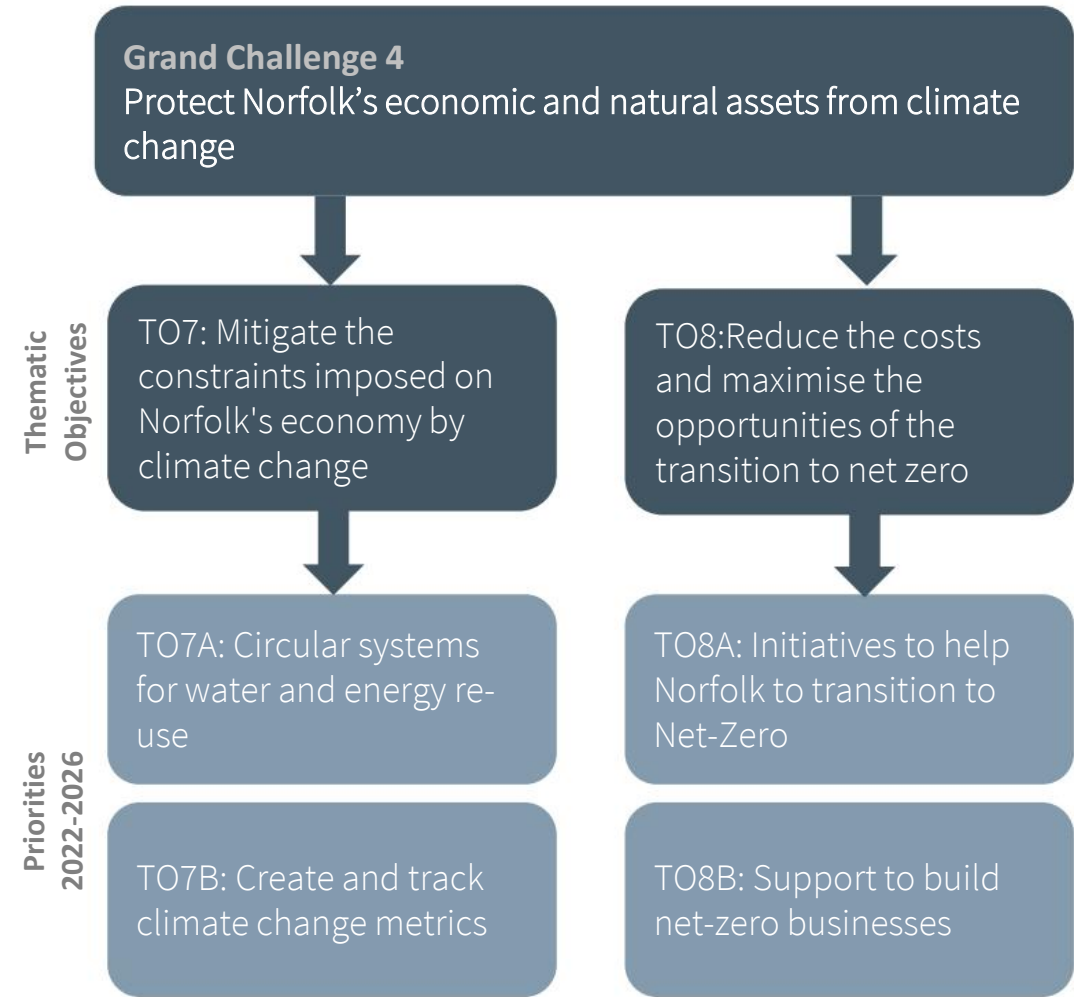
# The Climate Change Challenge

We seek innovative approaches and projects for investment that support Norfolk to protect its economy and natural assets from climate change. Norfolk County Council has committed to reduce carbon emissions from 11.6 million tonnes per year to zero by 2030.

Norfolk's commitment to tackling climate change is not just a moral imperative. Norfolk is the most 'at risk' county in mainland UK with coastal erosion, flooding and lack of rainfall all impacting on our natural assets and economic base today.

To safeguard the future of our County, we seek to invest in practicable projects and initiatives that trial innovative solutions to these challenges. At the same time, we seek to leverage Norfolk's unique position at the climate change front-line to develop technologies, solutions and policies that can be adopted by others over the coming years.

To achieve this, we will be focused on two Thematic Objectives.



# Thematic Objective 7: Mitigate the constraints imposed on Norfolk's economy by climate change

T07A. Circular systems for water and energy re-use

We seek projects that create innovative circular systems for water and energy re-use. Projects may seek to capture resources for reuse or as a by-product to increase the County’s resilience.

This could be through:

- Nature-based solutions to improving drainage in areas prone to flooding
- Nature-based solutions to capturing fluvial flooding for use in agriculture
- Renewable energy creation in high-usage areas, such as industrial parks

T07B. Create and track climate change metrics

We seek projects that will establish innovative approaches to raising awareness of and tracking climate-change related metrics across Norfolk. The metrics should be of use by businesses, residents and other institutions.

This could be through:

- Norfolk-wide real-time energy consumption platform where residents can gage their consumption against peers and track county-level usage
- Adoption of smart LED lampposts that integrate pollution and CO2 monitoring
- County-wide secondary school competitions to develop net zero measurement prototypes

## Thematic Objective 8: Reduce the costs and maximise the opportunities of the transition to net zero

### TO8A. Initiatives to help Norfolk to transition to Net-Zero

By reducing the cost burden to businesses (and residents) of **transitioning to net-zero** to retain competitiveness.

This could be through:

- Supporting investment in smarter technology to reduce energy demand
- Developing enabling infrastructure for the supply and distribution of clean hydrogen
- Retrofitting commercial buildings to reduce energy demand
- Improving public transport to offset the increased cost of fuel / Battery Electric Vehicles

### TO8B. Support to build net-zero businesses

Supporting new and existing businesses in Norfolk to develop products that enable others to reduce their emissions.

This could be through:

- Encouraging local oil & gas businesses with offshore expertise to support the development of new wind power
- Train construction firms/workers to design, install and build low emission buildings
- EV infrastructure that works for regional residents

# Grand Challenges + Thematic Objectives Summary

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## Grand Challenge 1

Create new opportunities for residents by increasing skills and labour market dynamism.

## Grand Challenge 2

Provide effective and efficient public services to a spatially disperse population

## Grand Challenge 3

Strengthen and future-proof business clusters to grow the economy

## Grand Challenge 4

Protect Norfolk's economic and natural assets from climate change

TO1: Drive skills attainment and employability of Norfolk's residents.

TO3: Adopt technology to provide more flexible public services

TO5: Retain and grow Norfolk's mature sectors and businesses

TO7: Mitigate the constraints imposed on Norfolk's economy by climate change

TO2: Help businesses to upskill employees and adapt to technological change

TO4: Innovate cross-silo public service delivery.

TO6: Support Norfolk's existing and emerging clusters to grow and expand in Norfolk

TO8: Reduce the costs and maximise the opportunities of the transition to net zero





## Governance and Monitoring

# Governance and Monitoring

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The Investment Framework Steering Group has an agreed terms of reference, which will be regularly reviewed, as the Framework moves from development into implementation.

Both the evidence and the Framework are being published on the County Council's website.

The Steering Group will consider and make recommendations to Norfolk County Council on the commissioning of work required to progress the development and delivery of the Norfolk Investment Framework – for example, establishing project sub-groups to focus developing projects to address each of the four grand challenges.

The secretariat for the Steering Group is provided by the County Council.

Transparent and comprehensive stakeholder engagement will continue to characterise our approach to implementing the framework.

Monitoring processes overseen by the Steering Group include the development of an evaluation plan – which will establish whether the objectives of the Framework have been achieved by 2026.

The terms of reference also allow for appropriate reporting to Norfolk County Council.

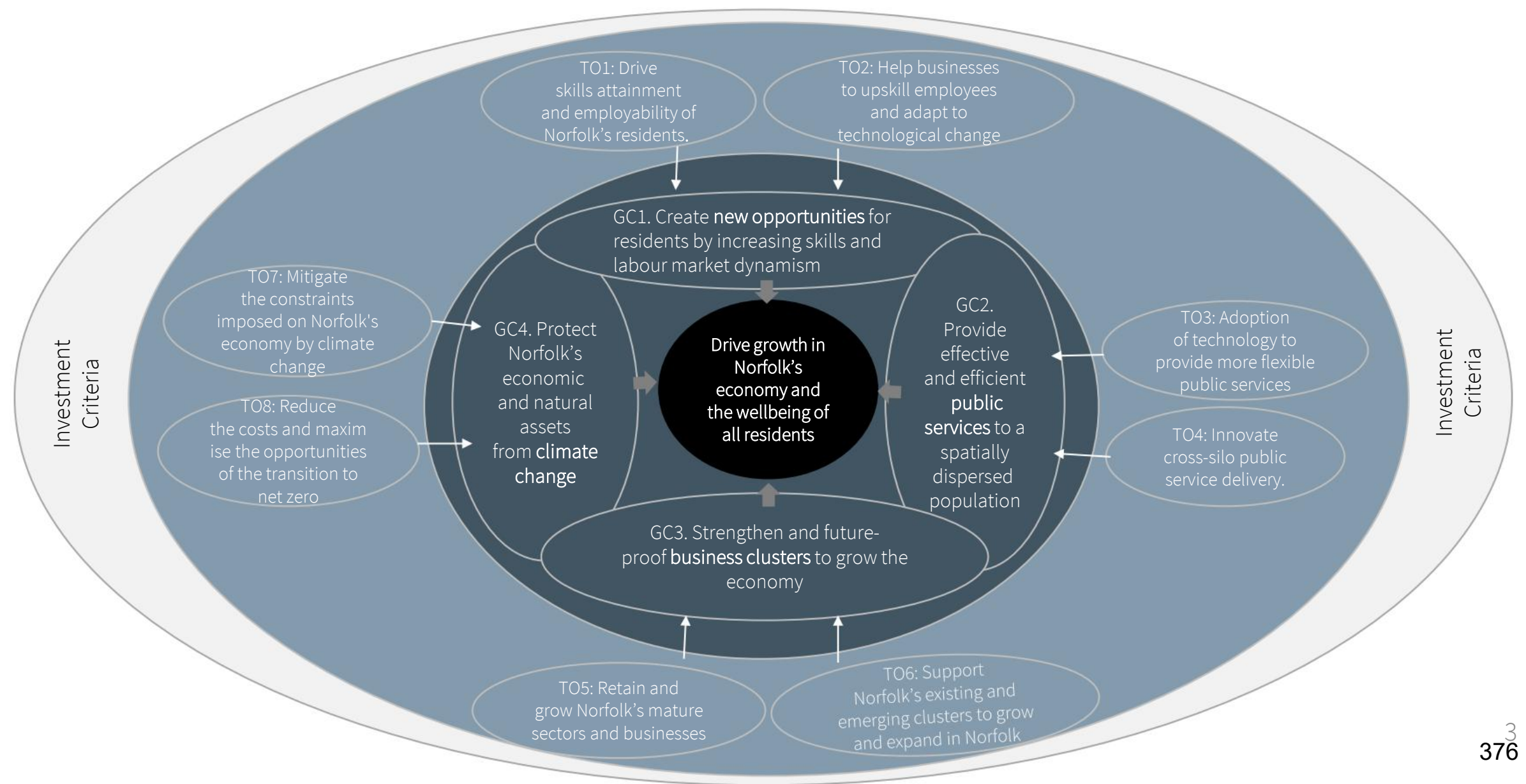
At the time of publication of the Framework, no specific funding has been allocated or secured for its delivery. As and when funding is secured, to address the challenges outlined in the Framework, appropriate reporting will be made to Norfolk County Council, as the accountable body for the Framework.







# Norfolk Investment Framework



# Cabinet

Item No: 10

**Report Title: Delivering a social care quality framework for Norfolk**

**Date of Meeting: 6 June 2022**

**Responsible Cabinet Member: Cllr Bill Borrett (Cabinet Member for Adult Social Care, Public Health & Prevention)**

**Responsible Director: James Bullion (Executive Director of Adult Social Services)**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Executive Summary / Introduction from Cabinet Member**

The Care Act 2014 requires local authorities to help develop a market that delivers a wide range of sustainable high-quality care and support services that will be available to their communities. Although Norfolk County Council (the Council) does not directly provide care services, this influencing role is across all parts of the social care market, the majority of which is not directly commissioned by the Council. Since the introduction of this duty in April 2015, the Council has worked with private businesses to support the care market, including backing the creation of the Norfolk Care Association in January 2020 as an independent voice, representing and supporting social care organisations across Norfolk. The county of Norfolk has had a history of comparably low quality of care. The Council has identified improvement in care quality as a corporate vital sign, with the target for at least 85% of all types of care provision to be either good or outstanding by April 2024. Currently (end of April 2022), only 70.9% of care providers are rated good or outstanding. This compares to a national average of 83.7% and a regional average of 84.0%.

In 2021, Norfolk County Council set up a cross party Member led task and finish group to review care quality drivers and agreed an internal plan to support improvement. This initial plan focused on actions for the Council, however quality of care is affected both positively and negatively by multiple factors and a more collaborative approach is needed to secure high performance in Norfolk.

At the end of April, stakeholders from across the Norfolk care system met to discuss the position of social care quality across the county and to develop an approach to work together to better understand the key drivers and coordinate and direct action.

Six key focal areas have been identified that will form the strategic framework for quality of care improvement. It is proposed to create a Care Quality Programme Board operating as a joint committee within the ICS framework that can deliver a Norfolk wide care quality strategic framework. This framework will enable wide engagement, and a collaborative

approach to better understand the key drivers and coordinate and direct action to secure improvement.

## **Recommendations:**

**Cabinet is recommended:**

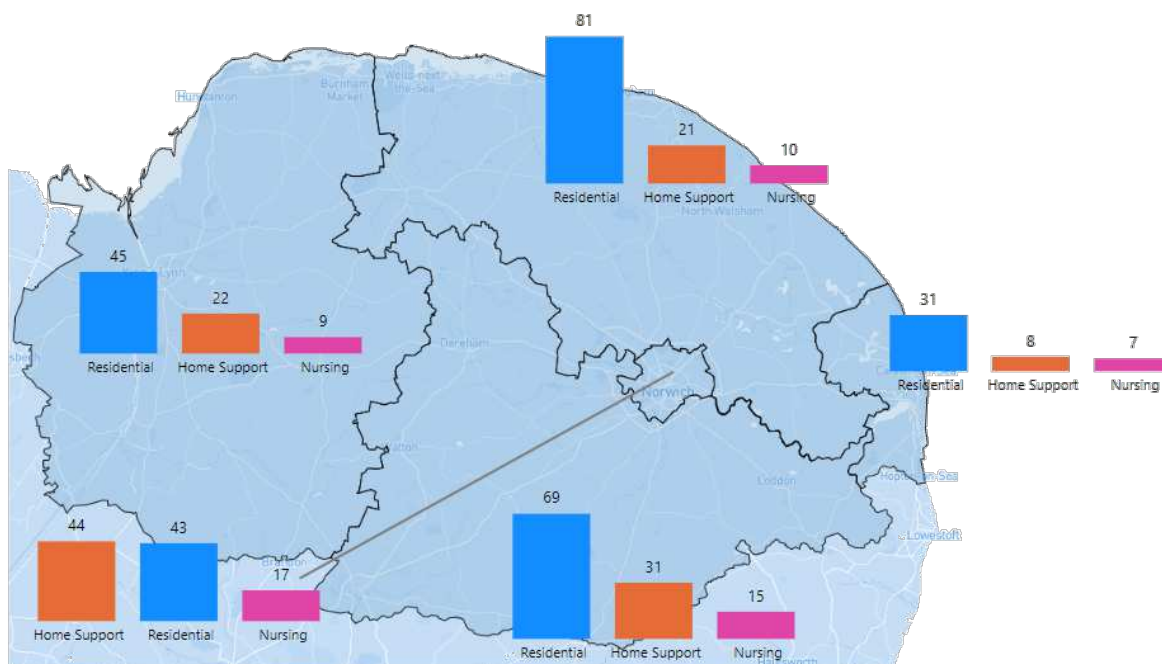
- a) **To agree the approach for building a system wide strategic framework to secure care quality improvement in Norfolk**
- b) **To endorse the proposed governance arrangements for the oversight of this work**

## **1. Background and Purpose**

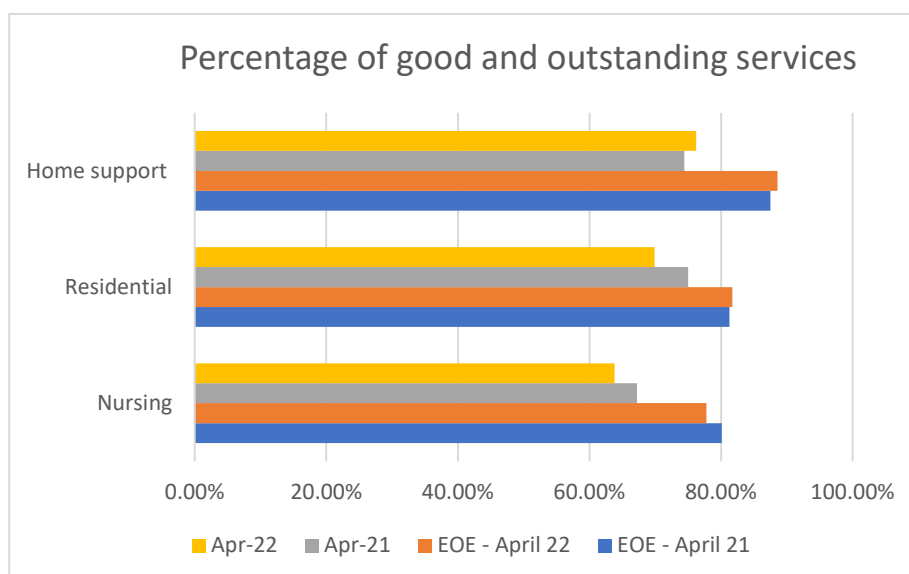
- 1.1 The county of Norfolk has had a history of comparably low quality of care. The Council has identified improvement in care quality as a corporate vital sign, with the target to reach 85% of all types of care provision either good or outstanding by April 2024.
- 1.2 In 2021 a cross party member led task and finish group met to review care quality drivers and agreed an internal plan to support improvement. Progress against this plan was reported to People Select Committee in September 2021 and to Performance Panel in January 2022.
- 1.3 This initial plan focused on actions for the Council, however quality of care is affected both positively and negatively by multiple factors and a more collaborative approach is needed to secure high performance in Norfolk. This will require a wider focus, with broader engagement and ownership from care providers, those that use care services and more widely across the emerging integrated care system.
- 1.4 Following an initial engagement event with stakeholders, the proposal is to develop a Norfolk Care Quality Framework that enables wide engagement, analysis and actions with focus on the challenges, solutions and ownership from all stakeholders across the county.
- 1.5 This paper sets out the context for this work, it provides an update on the actions that have been undertaken to date and the proposed direction and governance to build a system approach for social care quality improvement across Norfolk

## **2. Care quality in Norfolk**

- 2.1 Across Norfolk there are currently 453 care providers registered with the Care Quality Commission (CQC). Residential care provision accounts for 269 care providers; nursing 58 and 126 home support providers, which includes home care, extra care housing, supported living and shared lives.



2.2 Although Norfolk has a slightly higher % of outstanding care compared to other local authorities in our area, as at April 2022, only 70.9% of care providers were rated good or outstanding. This compares to a national average of 83.7% and a regional average of 84%. The table below shows comparative performance across types of care registration.



2.3 Norfolk faces challenges across all parts of the sector, but there is most disparity compared to the East of England across nursing provision and home support.

2.4 There is also significant variance across the county. For example, nursing is rated good or outstanding between a range of 55.5% and 66.7% across Norfolk, with the exception of Norwich where it is 81.8%. Likewise home support quality stands out in the West and North, where it is 81.8% and 86.4% respectively – but only 62.5% in the East.

2.5 This requires more focus at a place based level to understand variation in the models of care and support for social care across the system.

- 2.6 Despite the challenge, improvement is achievable. Although we want to aim for all care to reach these standards, pursuing the initial targets means that a net of 40 residential care homes would need to improve to good or where there is sustained inadequate provision – leave the care market. For both nursing and home support a net improvement of 11 care providers is needed.
- 2.7 The reasons for poor care quality are wide ranging. However, while there are challenges pertaining to Norfolk, these do not prevent high quality care as there are many areas across the country that have similar features, but better quality of care. Some of the challenges in Norfolk that will have an impact include:
- a) Geography – rurality presents key workforce challenges, for front line care workers, nurses and Registered Manager roles
  - b) Age and suitability of the care estate – presents higher costs and difficulty meeting contemporary care needs
  - c) Volume of providers – creates a wider reach for quality oversight and contract monitoring
  - d) Shortall in available capacity – for some sectors this has led to tolerance of non-compliant care due to lack of alternatives
- 2.8 Historically, the Council’s quality function had insufficient capacity to support the size and challenge of Norfolk. This has been addressed and although the pandemic required the Integrated Quality Service to support the care sector in different ways, the IQS activity has now been fully operational as intended for 12 months.
- 2.9 The price Norfolk pays for care compares well with other local authorities both regionally and nationally and it is not believed that this is a primary factor in care quality concerns.
- 2.10 Some of the wider challenges within the health and social care infrastructure could impact on the quality of social care services. Further evidence is needed to test views about variations in the Norfolk and Waveney health and social care system. These include:
- a) Variation in quality and access to health services in parts of the county; including primary care; mental health services and community nursing
  - b) Lower levels of continuing health care and funded nursing care compared to the region
  - c) Level of investment to support learning disability, autism and mental health services in the community – including support for Section 117
  - d) Clarity of vision for care sector as level of acuity of need increases
  - e) Lack of dementia services in Norfolk
  - f) High number of providers, especially independent providers within single locations, which increases opportunity for staff turnover

### **3. Actions undertaken**

- 3.1 A cross party Member led task and finish groups was implemented last year and met over a three month period with agreement of an action plan. The progress against this plan was reported to People Select Committee in September 2021 and Performance Review Panel in February 2022. This plan focused on actions for Norfolk County Council. Despite continued pressures across adult social care,

good progress has been made against the key areas of work identified. This work, including progress and further areas for focus, is outlined in the table below:

| Key actions   | Progress and focus areas   |
|---|--|
| Strengthening the Integrated Quality Service and implementing a quality improvement and escalation policy               | Additional staff recruited and increase in permanent staff. Risk assessed schedule of PAMMS reviews with target of 24 reviews completed each month, alongside improvement support for providers. The service is expanding its remit to day services and domestic abuse projects and merging Positive Behavioural Support into PAMMS inspections for services for people with learning disabilities. In line with the new Quality Escalation and Improvement Policy, more focus on work to escalate actions where there is repeated non-compliance in services.   |
| A coordinated contract management approach and strengthening of approaches to effectively monitor and manage compliance | Continued work to jointly review contracts through the oversight work, provider at risk working group and provider concern meetings. Improvements to the contract register implemented. Commencement of a wider corporate review of contract management and tools to support monitoring.   |
| Review of contracts to strengthen quality and workforce measures and develop an ethical commissioning approach          | Following initial scoping work, engagement of an independent user led organisation to develop an ethical commissioning framework to define the standards and principles that determine how we will conduct business in Norfolk.  |
| Embedding a quality culture across all adult social care teams to ensure a care quality focus in all roles.             | Strengthened the reporting function on LAS (the adult social care recording system) using a shared process with the Multi Agency Safeguarding Hub (MASH) to enable the work of the integrated quality service and MASH to be seen by practitioners. This will enable better recording, data sharing and evidence in support of practitioner decision making regarding placement.   |
| Undertaking a cost of care review and adopting tools to support this  | Members approved the outcomes of the co-produced cost of care review for older people residential and nursing provision as part of the budget decisions for 2022-23. The service, in conjunction with Childrens Services, is using the iESE Care Cubed costing tool to enable an evidence based approach to undertake targeted review of costs for working age adults complex care packages within residential and supported living services. As part of social care reform work, the service is undertaking the fair cost of care reviews – building on the work undertaken for older people residential and nursing care and undertaking the fair cost of care for home support. This will be reported to Cabinet as part of the new statutory Market Sustainability Report in the autumn. |



|  |  |
|--|--|
| Implementing the Adult Social Care Workforce Strategy            | Working with system partners to implement the five year plan with a focus internally on ensuring an external workforce lead is in place, leading a two year recruitment campaign, working with NorCA and Norfolk and Suffolk Care Support Ltd to implement recruitment and retention initiatives including workshops with providers and schools and colleges, an earn as you learn initiative and piloting a Norfolk Care Academy approach to support the recruitment of new workers to the sector. Approved extension of the ESF part funded Developing Skills in Health and Social Care Programme. |
| Ensuring adequate wellbeing and resilience support for providers | Continued development of a wellbeing programme for social care providers and staff and communicating access to wider health resources for all social care staff  |

#### **4. Building a system wide strategic framework for care quality improvement across Norfolk**

4.1 The factors and challenges affecting the care market are varied and, as set out in Section 2 above, in order to explore and address these a more collaborative approach is needed. At the end of April, stakeholders from across the Norfolk care system met to discuss the position of social care quality across the county and to develop an approach to work together to better understand the key drivers and coordinate and direct action. This included representation from Norfolk Care Association (NorCA); Healthwatch Norfolk; Norfolk and Waveney Clinical Commissioning Group; CQC and Norfolk County Council.

4.2 A mission statement was proposed by partners:

'We want Norfolk to be a county where everyone can access good quality adult social care.'

Achieved by:

'Working together we will ensure good quality delivery and availability of care and support to the residents of Norfolk that need it. Supporting people to stay independent for longer in the most appropriate setting and ensuring good ongoing support and opportunity for those with more complex needs. We recognise that success needs a collective focus from all stakeholders to put care quality at the forefront of our agendas, policies and actions. Our mission is to work together to share ownership of this aim, to enable opportunities and to use our wider organisational resources to deliver care quality improvement for Norfolk.'

4.3 There is already considerable work being undertaken to support quality improvement, but it was agreed that a more collaborative approach is needed to enable system wider ownership and oversight. It was proposed that a joint board is set up within the Integrated Care System to enable oversight of existing work and new workstreams across all stakeholders. This will also enable coordination with partnership boards at a place level, where there is a need to explore variations linked to population health and indeed community infrastructure and support within different parts of the county.

- 4.4 Six key focal areas have been identified that will form the strategic framework for quality of care improvement.



4.4.1 **Provider and workforce – quality improvement and sustainability need to be driven by care providers**

Key features identified:

- a) NorCA co-production at the heart of this to ensure improvement is market-led
- b) Workforce was felt to be the top priority – with focus on system support for delivering the Norfolk and Waveney adult social care workforce strategy and prioritising training, including beyond the Developing Skills in Health and Social Care programme – specific challenges focused on workforce capacity and quality of leadership
- c) Commission work to support market led analysis and quality improvement priorities
- d) Improving provider engagement
- e) Delivering the fair cost of care reviews and market sustainability reporting as part of the social care reform work

4.4.2 **Individual, family and carer feedback – quality challenges need to be enabled by a stronger voice for people who use care services in Norfolk, their families and carers**

Key features identified:

- a) Involvement of Healthwatch Norfolk
- b) Focus on engagement
- c) Embedding systematic feedback and feedback cycles
- d) Focusing on feedback and actions within contract monitoring

4.4.3 **Commissioning and contract management – quality expectations need to be set and providers held to account by strong council functions**

Key features identified:

- a) Prioritise and incentivise quality within commissioning strategies
- b) Review of contracts and specifications with strong contract management
- c) Develop and embed the ethical commissioning charter
- d) Proactively commission new services, where there is low availability of quality choices, to provide alternative good and outstanding care options
- e) Co-ordination with CCG contracts within the social care market

**4.4.4 Quality monitoring and improvement – quality monitoring needs to be delivered through proactive and collaborative work with the care sector to support and sustain improvement and ensure safeguards**

Key features identified:

- a) Continued focus within the Integrated Quality Services delivering the PAMMS programme of work
- b) Build on provide support models and leadership
- c) Embedding the quality improvement and escalation policy following consultation
- d) Embedding integration of quality within the adult social care records system to continue to improve join up across operational teams
- e) Targeted work with commissioning to focus on sustained inadequate provision

**4.4.5 Health services to support care provision – quality health provision is needed to ensure health and social care services are well connected and can deliver the best outcomes to local people**

Key features identified:

- a) Address health inequalities – and understanding the impact of variation in services and investment
- b) Review variation in quality across Norfolk and place based focus
- c) Joined up approach that ensures the right social care services are matched to individuals needs
- d) Strong health input and access to universal services
- e) Nursing and nursing associate strategies

**4.4.6 Operational measures – a quality culture is needed to ensure that all interactions with individuals, care providers, families and carers supports proactive improvement to delivery and quality of care**

Key features identified:

- a) Adult Social Care recovery actions and improvements to holding lists and reviews
- b) Embedding a quality culture within training and induction
- c) Ensuring an evidence based approach

## **5. Governance arrangements**

- 5.1 Following direction and agreement by Cabinet, work will commence to create a Care Quality Programme Board operating within the ICS framework. It is proposed that this replaces the Care Market Programme Board.
- 5.2 Although many of the care quality areas defined in Section 4 above are already identified and underway the programme board will work alongside these enabling

reporting to the joint committee to ensure oversight of actions, deliverables and progress.

- 5.3 For areas where there is not current work in place, representatives will be identified to lead each workstream, to scope the strategic direction and priority actions and will be supported to develop new working groups.
- 5.4 The work will deliver a co-produced strategy setting out the ambition for care quality in Norfolk and defining the key measures being taken by all stakeholders across the ICS to deliver high quality care.

## **6. Impact of the Proposal**

- 6.1 The proposal is to reset the wider system approach to improve care quality in Norfolk, with the target of at least 85% of social care provision rated good or outstanding by April 2024. The focus will enable closer examination of some of the variations in care quality across the geography of the county and the reasons for this. By adopting an integrated approach to the oversight of care quality, we will aim to enable ownership and related actions across relevant partner organisations, and also enable awareness of local issues as part of the place-based Health and Wellbeing Partnerships.

## **7. Evidence and Reasons for Decision**

- 7.1 The quality of social care provision in Norfolk is low compared to the rest of the region and nationally. A different approach is needed to increase awareness and ownership of the reasons for poorer care quality and a joint approach to addressing change.

## **8. Alternative Options**

- 8.1 None identified.

## **9. Financial Implications**

- 9.1 The proposal requires resources from officers across partner organisations to prioritise this agenda. Individual projects may also have resources implications, which will need to be assessed as part of business cases and within budget constraints.
- 9.2 No additional funding is being sought as part of the adoption of the care quality framework.

## **10. Resource Implications**

- 10.1 **Staff:** Commitment of officer time to enable the proposed approach and joint working across the ICS.

10.2 **Property:** None identified

10.3 **IT:** None identified

## **11. Other Implications**

11.1 **Legal Implications:** The proposal supports the Council's statutory duties within the Care Act 2014 to deliver a sustainable care market. The framework will operate across multi organisations, but within the governance arrangements of each individual organisation.

11.2 **Human Rights Implications:** None identified

11.3 **Equality Impact Assessment (EqIA) (this must be included):**  
The purpose of the programme of work is to ensure availability of high quality social care provision to all residents of Norfolk, regardless of need or location. One of the aims of the work will be to identify variations in care quality and actions to help support improvement.

11.4 **Data Protection Impact Assessments (DPIA):** None identified

## **12. Risk Implications / Assessment**

12.1 The risks for delivery will be identified and monitored as part of the development of the care quality framework

## **13. Select Committee Comments**

13.1 Due to agenda priorities for the People and Communities Select Committee this item has been rescheduled to be discussed at the July meeting.

## **14. Recommendations**

14.1 **Cabinet is recommended:**

- a) **To agree the approach for building a system wide strategic framework to secure care quality improvement in Norfolk**
- b) **To endorse the proposed governance arrangements for the oversight of this work**

### **Officer Contact**

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

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**Telephone no.: 01603 973863**

**Email: gary.heathcote@norfolk.gov.uk**



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# Cabinet

Item No: 11

|   |  |
|---|--|
| <b>Decision making report title:</b>  | <b>Schools' Capital Programme</b>                                |
| <b>Date of meeting:</b>   | <b>June 2022</b>   |
| <b>Responsible Cabinet Member:</b>  | <b>Cllr John Fisher (Cabinet Member for Children's Services)</b> |
| <b>Responsible Director:</b>  | <b>Sara Tough, Executive Director of Children's Services</b>     |
| <b>Is this a key decision?</b>  | <b>Yes</b>   |
| <p><b>Executive Summary</b></p> <p>The County Council has a duty to secure sufficient pupil places to meet the demands of the school-age population, and the long-term needs are set out in the School's Local Growth and Investment plan annually.</p> <p>Norfolk County Council receives schools' capital grant funding to support its strategic plans for the provision of additional places and for improving the quality of existing maintained school buildings.</p> <p>The cost-effective provision of high-quality learning environments is central to meeting the County Council's ambition to ensure high standards of achievement in schools as part of the Better Together, For Norfolk Strategy.</p> <p>In 2020, Cabinet approved the schools' capital programme from 2020-2023+ and agreed that once all other funding opportunities were fully exploited, NCC would underwrite any further shortfall, and this would be reviewed annually when the refreshed capital programme was being presented.</p> <p>This report provides a refreshed schools' capital programme and the updated financial position on other funding income and borrowing implications for NCC.</p> <p><b>Recommendations To</b></p> <ul style="list-style-type: none"><li>• Agree the proposed Schools' Capital Programme for the next three years and beyond, and agree the inclusion of new schemes added</li><li>• Review annually the funding gap taking into account other sources of external funding which have come forward</li><li>• Note the impact of external grant funding received and revised financial profiling for NCC borrowing.</li></ul> |  |

## 1. Background and Purpose

- 1.1 The County Council has a duty to secure sufficient pupil places to meet the demands of the school-age population. The main financial source to support



this duty is the annual schools' capital grant funding from the Government. This grant, along with funding from other sources, is used to support the Council's strategic plans for the provision of additional places and for improving the quality of existing NCC-maintained school buildings. In May/June of each year, Cabinet is asked to either approve the roll-forward of its approved schools' capital building programme or approve a new programme approximately every three years. This report forms part of an annual reporting cycle as follows:

- 1.1.1 November – Portfolio Member update and identification of emerging capital pressures and priorities for the forward years
- 1.1.2 January - Growth and Investment Plan (summary of strategic pupil place pressures) to Cabinet
- 1.1.3 May/June – proposed revisions to capital programme in the light of funding allocations.
- 1.2 The Capital Priorities Group considers emerging business cases for investment and makes a recommendation to the Executive Director of Children's Services as decision maker on schemes for inclusion into the programme and subsequent budget adjustments.
- 1.3 The group continues to support and monitor the progress of the capital programme and considers in detail any projects of concern, based on a regular risk assessment.
- 1.4 The structure of this report is as follows:
  - A summary of existing schools' capital funding sources
  - A summary of progress against the programme approved in November 2021.
  - A schedule of schemes in the approved programme for 2022-2025+
  - A refresh to the profile of projected NCC borrowing to support the agreed programme and profile of anticipated expenditure based on current information

## **2. Proposals**

### **Priorities underpinning the programme**

- 2.1 Three priorities have been set for the capital programme in recent years. Current unallocated sums are as follows but include programme level budget risks (e.g. inflation and carbon zero budget increases). The table below is based on the best information available at 31 March but due to the change of finance system this is not as complete as would be anticipated at this time of year.

2.2

| Priority | Scope   | Unallocated & Programme Risk as at 31 March 2022 |
|----------|---|--|
| A        | Growth  | £20.515m plus new allocation                     |
| B        | Special Educational Needs                                 | NCC Borrowing capacity plus new allocations      |
| C        | Rationalisation, major capital maintenance and compliance | £10.068m plus new allocations                    |
|          | TOTAL   | £30.583m   |

Beneath these priorities the programme has been constructed as in the following table:

|    | Scope                            |
|----|----------------------------------|
| A1 | Major growth                     |
| A2 | Masterplanning for future growth |
| A3 | Area growth and reorganisation   |
| A4 | Growth – minor increases         |
| B1 | Special Educational Needs        |
| B2 | Additional needs                 |
| B3 | Early years                      |
| C1 | Rationalisation and efficiency   |
| C2 | Major capital maintenance        |
| C3 | Statutory compliance             |
|    |                                  |

2.3

Government funding sources for the NCC schools' capital programme are as follows:

- Government grant: 'Basic Need' for growth places at all state-maintained schools and 'Capital Maintenance' for major condition improvements at NCC- maintained schools
- SEND Government capital grant – all fully allocated to support provision for children with EHCPs
- £2m CIL income from the Greater Norwich Growth Area. CIL has replaced Developer Contributions in all the Districts within the Greater Norwich Growth Area and between 2017 and 2021 an annual £2m allocation has been agreed for education provision, based on projected CIL income. Ongoing consideration is being given to whether some or all of this income can be utilised to offset interest rates for borrowing to deliver schemes in the Greater Norwich Growth Area.

Capital grants payments are summarised in the table below

| £m  | 2022/23 | 2023/24 | 2024/25 |
|---|---------|---------|---------|
| <b>Basic Need</b>                         | 8.090m  | 15.938m | 2.716m  |
| <b>LA Capital Maintenance</b>             | 4.875m  | -       | -       |
| <b>SEN (High Needs) provision capital</b> | 8.956m  | 10.364m | -       |
| <b>CIL Income</b>                         | 2m      | 2m      | 2m      |

2.4 As set out in the table above, Norfolk County Council has been successful in receiving an additional Basic Need allocation of £18.654m across two financial years, announced by government since the last report, this has mitigated demand on NCC finance in the current year.

2.5 Other sources of capital funding available are:

- Developer funding – this funding is received from housing developers via District Council Section 106 agreements. Where the scale of development warrants it, a new school site can be claimed free of charge.
- Free school programme – at present new school proposals might be eligible for free school funding from central Government. The current criteria include the need for both new pupil places and improved standards in an area. Applications from Sponsor Academies are made in ‘waves’ opened by the Department for Education and available land from the LA is preferable to assist delivery. Considerable schools’ capital has been previously channelled to deliver the Government free school programme and expansion of selective schools, but with a Spending Review pending there is no certainty of allocations for future programmes of work.

2.6 Any alternative further sources of schools’ capital funding for provision of places which arise will be fully considered and utilised as appropriate.

2.7 Section 106 developer contributions for education are set out in the table below.

|   |   |
|---|---|
| <b>Developer contribution collected</b> | Between 2019/20 – 2021/22<br>£22,097,402 was collected towards educational provision. |
|---|---|

|   |   |
|---|---|
| <b>Developer contribution yet to be collected</b> | From agreements up to and including 2021/22 there is a provisional amount of £50,981,835 yet to be collected. |
|---|---|

- 2.8 When received subsequent to project completion, these contributions release schools' capital previously invested into supporting the future programme. There is no certainty on this funding, if, for example, the planning approval expires, or the housing concludes before the trigger for the S106 is reached. As S106 becomes less common and replaced by CIL across District Councils, this amount will not increase to previous levels.

## 2.9 **Progress against previously agreed programme**

The principle of borrowing was agreed last year as a last resort to support the statutory duty. However, the past two annual Basic Need grant allocations provide a steady income which has been allocated to high priority schemes on the programme for secondary expansion, allowing other schemes to enter the programme without additional funding required.

- 2.10 The construction delivery programme for the remaining schemes is regularly reviewed in light of progress of housing growth. This has resulted in some changes to timescales, reflecting prudent and timely delivery of places, and is likely to continue in particular in light of the Natural England new requirements in some areas for Nutrient Neutrality mitigation.

## **Proposals for the forthcoming mainstream schools' capital programme**

### **A Growth**

- 2.11 The programme in the next three to five years constitutes largely category A schemes either new primary schools within large housing developments or new secondary school provision.

- 2.12 New primary schools are planned in housing developments and therefore reliant on the output of the housing market. As a key element of infrastructure in a new community there is considerable pressure to bring new schools forward, but this needs to be balanced with the demand for additional places which can take longer in some parts of the County. All new schools are designated as Free Schools under legislation. They will be subject to 125 year lease from Norfolk County Council to the incoming Academy Trust assigned to open the school either via an LA presumption route or a DFE Free School wave.

2.13 The following table sets out all schemes approved and proposed for 2021-24+ to support pupil growth as a result of new housing development.

|      |  |  |
|------|--|--|
| 2.14 | Project  | Anticipated year construction commencement |
|      | New Blofield Primary (relocation and expansion)  | 2023                                       |
|      | Primary in Cringleford (new school)              | 2023                                       |
|      | Silfield (new school)                            | 2023                                       |
|      | Hethersett High Academy (expansion)              | 2024                                       |
|      | Wymondham High Academy (expansion)               | 2024                                       |
|      | Primary in Bradwell (new school)                 | 2024                                       |
|      | Holt Primary (relocation and expansion)          | 2024                                       |
|      | Primary in Thetford (new school)                 | 2024                                       |
|      | * King's Lynn Academy (expansion)                | 2024                                       |
|      | Primary in Poringland (new school)               | 2025                                       |
|      | North Norwich/Rackheath High School (new school) | 2025+                                      |
|      | Primary in Attleborough (first new school)       | 2025+                                      |

\* new scheme into the programme for 2022/23

2.15 The majority of these schemes have been accepted into in previous schools' mainstream capital programmes at design development stage but are currently not fully funded. Many of the other new schemes have considerable S106 funding available to support their delivery, including Bradwell and Attleborough's first new primary in the Strategic Urban Extension (SUE).

2.16 The nature of pupil forecasting means that identifying the precise time at which a new school will be required is a challenge, as it depends on a number of factors including the location of nearest schools and the existing capacity in surrounding schools. As a Local Authority, we are conscious of the need to ensure the stability of existing schools, and not to oversupply places and create unnecessary surplus. One way this has been managed is to use growth in addition as an opportunity to shape the education landscape and fulfil the policy desire to have primary schools of 420 (2 forms of entry).

2.17 An overall gap for the programme remains (see Appendix A for cost estimates), although the allocations from government reduce this gap by approximately £18m as set out in 2.3 above. Cost pressures in the construction sector will affect this going forward.

2.18 The anticipated borrowing set out below is based on the best information we have at the time, and has been reduced from current financial year and Year +1 as the grant income has been received. This will be reviewed as part of the ongoing monitoring of the programme.

## Proposed profile of expenditure

| Year                                | 2022/23  | 2023/24   | 2024/25   |
|-------------------------------------|--|---|---|
| <b>Borrowing Required</b>           | -  | -   | £10M  |
| <b>Schemes assumed for delivery</b> | <p>Cringleford new primary design development</p> <p>Silfield new primary design development<br/>Blofield Primary new building design development</p> <p>Hethersett High Academy expansion design development</p> <p>Wymondham High Academy expansion design development</p> <p>King's Lynn Academy design development</p> | <p>Cringleford new primary construction</p> <p>Silfield new primary construction<br/>Blofield Primary new building construction</p> <p>North Norwich/<br/>Rackheath High design development</p> <p>Wymondham High Academy design development</p> <p>Hethersett High Academy design development</p> <p>King's Lynn Academy design development</p> <p>Thetford new Primary design development</p> | <p>Wymondham High construction</p> <p>Hethersett High construction</p> <p>King's Lynn Academy construction</p> <p>Bradwell new primary construction</p> <p>Thetford new primary construction</p> <p>Poringland new primary design development</p> <p>Potential land acquisition costs</p> |

### 3. Impact of the Proposal

- 3.1 The proposed new three-year rolling programme will ensure that the Local Authority's statutory duty to provide sufficient school places is effectively discharged.
- 3.2 By ensuring the delivery of schools in new communities, this will secure important infrastructure as part of housing development.
- 3.3 NCC carefully plans new schools to support the developments of new communities in larger developments in line with our Better Together, For Norfolk Strategy.

## 4. Evidence and Reasons for Decision

- 4.1 The 'Norfolk multiplier' for new homes is 28.1 primary age children per 100 homes (4 per year group) and 14.5 secondary age children per 100 homes (3 per year group). This is an average, with some parts of the County producing higher numbers and other parts lower. New developments can produce new patterns of place demand, and therefore an average can allow for variation.

| Development size | New primary places | New secondary places |
|------------------|--------------------|----------------------|
| 500              | 140                | 73                   |
| 800              | 225                | 116                  |
| 1000             | 281                | 145                  |
| 1500             | 422                | 218                  |

## 5. Alternative Options

- 5.1 The alternative option would be to only build places within the capital grant. The implication of this is a likely sharp increase in school transport costs and number of journeys across the County to provide school places as children attend schools outside of their catchment area.

## 6. Financial Implications

- 6.1 The financial implications of this paper are that the available funds from central government continue to increase, which overall reduces the need for borrowing to deliver the capital programme. The Basic Need grant has been uplifted by 10% to address the requirements for additional design for the move towards carbon zero buildings in use by 2030. The uplift suggested by latest designs for new schools is likely to be between 12 to 20%. There is, however, no additional uplift to take into account the extreme and reportedly unprecedented inflation in the construction market.

## 7. Resource Implications

- 7.1 **Staff:** The schools' capital programme can be delivered within existing staffing capacity.
- 7.2 **Property:** New schools will result in development of the schools' estate. All new schools opened are academies under the Education and Inspection Act 2006, and as such are subject to a peppercorn 125 lease from Norfolk County Council.
- 7.3 **IT:** There are no ICT implications for this programme other than infrastructure delivered as standard within the new schools.

## 8. Other Implications



- 8.1 **Legal Implications** None identified
- 8.2 **Human Rights implications** None identified
- 8.3 **Equality Impact Assessment (EqIA) (this must be included)**

This programme has been assessed to ensure that it has no adverse impact on young people including those with disabilities, gender reassignment, marriage/civil partnerships, pregnancy/maternity, race, religious belief, sex or sexual orientation where appropriate, as it aims to secure a good place of education for every child. In particular it seeks to ensure that every school has sufficient capacity for strong leadership and governance to safeguard a good education for all.
- 8.4 **Health and Safety implications** (where appropriate)
- 8.4.1 **Investment in condition of the estate is frequently in support of health and safety and safeguarding of pupils on school sites.**
- 8.5 **Sustainability implications** (where appropriate) NCC has a target to carbon net zero by 2030 and this has implications for all new building design and schools as a subset. Investment in sustainable infrastructure is generally predicated on additional capital investment returned via reduced running costs. Any offset of costs in this case will not be recouped by NCC but the school as user of the building.
- 8.6 **Any other implications**
- 9. Risk Implications/Assessment**
- 9.1 There is a long-term risk to the Council's ability to deliver its statutory responsibility without sufficient investment in maintaining and expanding its assets. The schools' mainstream capital programme is aligned to the Schools' Local Growth and Investment Plan.
- 9.2 The programme requires regular monitoring, management and budgetary control to deliver schemes on time and within budgets. This is addressed through the bi-monthly meetings of the Children's Services Capital Priorities Group, the oversight of the Executive Director of Children's Services and via the Cabinet Member's regular report.
- 9.3 The programme is set out on best estimate of costs and through good procurement practice, the Council will continue where possible to manage down the capital expenditure and minimise need for borrowing. At a programme level, key risks have been incorporated into a risk register as beyond individual project capacity. An allowance has been identified for the programme so delivery is assured if one or more of these risks comes to fruition. The most recent example of this is the high inflation caused by construction industry conditions.
- 9.4

There is a risk that external grants and payments from third parties will not be received for reasons outside the Council's control. The programme will be adjusted to reflect these circumstances and reduced available funding.

## **10. Select Committee comments**

10.1 n/a

## **11. Recommendations**

- 11.1
- Agree the proposed Schools' Capital Programme for the next three years and beyond, and agree the inclusion of new schemes added
  - Review annually the funding gap taking into account other sources of external funding which have come forward
  - Note the impact of external grant funding received and revised financial profiling

## **12. Background Papers**

12.1 [Schools' Local Growth and Investment Plan \(January 2022\)](#)

[Better Together, For Norfolk \(2021\)](#)

[Schools' capital programme Cabinet Paper November 2021](#) (starting page 83)

## **Officer Contact**

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

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## Mainstream schools' capital programme

## Existing residual programme 2019-2022

| Project                            | Priority area | Previous allocations | 2022/23 | 2023/24 | 2024/25 | Total allocation | Funding source           | Completion  | Additional Information                    |
|------------------------------------|---------------|----------------------|---------|---------|---------|------------------|--------------------------|-------------|---|
|                                    |               | £m                   | £m      | £m      |         | £m               |                          |             |   |
| Gayton VC Primary                  | A3            | 7.886                |         | -       |         | 7.886            | Basic Need and Condition | Summer 2022 | Relocation and expansion of school to 1FE |
| Costessey Ormiston Victory Academy | A1            | 9.900                | -       | -       |         | 9.900            | Basic Need and CIL       | Summer 2022 | Expansion of existing school              |
| Sprowston High Academy             | A1            | 8.217                | 0.08    | -       |         | 8.297            | S106 and Basic Need      | Summer 2022 | Expansion of existing school              |

## Mainstream programme 2022-2025+

| Project                                 | Priority area | Previous allocations | 2022/23 | 2023/24 | 2024/25 | Total allocation | Funding Source to date         | Anticipated completion | Additional Information          |
|---|---------------|----------------------|---------|---------|---------|------------------|--------------------------------|------------------------|---------------------------------|
|   |               | £m                   | £m      | £m      | £m      | £m               |                                |                        |                                 |
| Bradwell Primary (new school)           | A1            | 0.050                | 0.450   |         | 4.000   | 4.500            | S106 and Basic Need            | 2025                   | New 2FE Primary school          |
| Blofield Primary inc. nursery           | A1/A3         | 0.500                | -       | 4.500   | 4.500   | 9.500            | CIL, Basic Need and Condition  | 2024                   | Relocation and expansion to 2FE |
| Hethersett High Academy                 | A2            | 0.500                | -       | 4.750   | 4.750   | 10.000           | Basic Need and CIL             | 2024/25                | Expansion of existing school    |
| Holt Primary                            | A1/A3         | 0.500                | -       | 7.500   |         | 8.000            | S106, Basic Need and Condition | 2025                   | Relocation and expansion to 2FE |
| Cringleford Primary                     | A1            | 0.500                | 1.500   | 7.500   |         | 9.500            | CIL and Basic Need             | 2024                   | New 2FE Primary school          |
| King's Lynn Academy                     | A1            | 0.050                | 0.450   | 5.000   |         | 5.500            | Basic Need                     | 2024/25                | Expansion of existing school    |
| Poringland Primary                      | A4            | 0.750                | -       | -       |         | 0.750            | S106 and Basic Need            | 2023                   | New studio hall                 |
| Poringland Primary (new school)         | A1            | 0.050                | -       | -       |         | 0.050            | Basic Need                     | TBC                    | New 2FE Primary school          |
| North Norwich/Rackheath New High School | A1            | 0.050                | -       | -       |         | 0.050            | Basic Need                     | 2027                   | New High School                 |
| Silfield Primary (new school)           | A1            | 0.050                | 0.450   | 4.500   | 4.500   | 9.500            | S106 and Basic Need            | 2024                   | New 2FE Primary school          |
| Thetford Primary (new school)           | A1            | 0.600                | -       | -       |         | 0.600            | Basic Need                     | 2025                   | New 2FE Primary school          |
| Wymondham High Academy                  | A1            | 0.500                | -       | 4.750   | 4.750   | 10.000           | S106 and Basic Need            | 2024/25                | Expansion of existing school    |

## SEND Capital Programme

## Existing programme

| Project                                   | Priority area | Previous allocations | 2022/23 | 2023/24 | 2024/25 | Total allocation | Funding Source                            | Completion  | Additional Information                             |
|---|---------------|----------------------|---------|---------|---------|------------------|---|-------------|--|
|   |               | £m                   | £m      | £m      |         | £m               |   |             |  |
| Easton Cognition and Learning School      | B1            | 2.230                | 0.50    | -       |         | 2.730            | NCC Borrowing and DfE Free School capital | Spring 2022 | New Complex Needs School site, services and access |
| John Grant Complex Needs School           | B1            | 0.750                | -       | -       |         | 0.750            | NCC Borrowing - grant to school           | Jan-23      | Expansion of existing school                       |
| Parkside Special School 6th form          | B1            | 0.050                | 0.450   | -       |         | 0.500            | NCC Borrowing and DfE High Needs Grant    | Spring 2022 | Relocation of 6th form                             |
| Sheringham Woodfield Complex Needs School | B1            | 0.050                |         |         |         | 0.050            | NCC Borrowing                             | TBC         | Expansion of existing school and land              |

## Specialist Resource Bases

|                                 |    |       |   |   |  |       |               |             |                              |
|---------------------------------|----|-------|---|---|--|-------|---------------|-------------|------------------------------|
| Alderman Peel High, Wells       | B1 | 0.050 |   |   |  | 0.05  | NCC Borrowing | TBC         | New 20 place ASD SRB         |
| Drake Primary                   | B1 | 1.780 | - | - |  | 1.780 | NCC Borrowing | Summer 2022 | SEMH SRB from 8 to 16 places |
| Greyfriars Primary, King's Lynn | B1 | 1.750 | - | - |  | 1.750 | NCC Borrowing | Summer 2022 | New 16 place ASD SRB         |
| Stalham High                    | B1 | 0.050 | - | - |  | 0.500 | NCC Borrowing | TBC         | New 20 place ASD SRB         |
| Watton Junior Academy           | B1 | 0.050 |   |   |  |       | NCC Borrowing | TBC         | New 16 place SEMH SRB        |

## Condition improvements to Special Schools

|                                 |    |       |   |   |  |       |               |             |                     |
|---------------------------------|----|-------|---|---|--|-------|---------------|-------------|---------------------|
| Sidestrand Hall                 | B1 | 0.750 | - | - |  | 0.750 | NCC Borrowing | Autumn 2022 | Replacement modular |
| Sidestrand Hall new access road | B1 | 0.500 |   |   |  | 0.500 | NCC Borrowing | TBC         |                     |

# Report to Cabinet

Item No. 12

**Report Title: Creation of GNGB Strategic Investment Fund**

**Date of Meeting: 6 June 2022**

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

**Responsible Director: Simon George (Executive Director of Finance and Commercial Services)**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Introduction from Cabinet Member**

This report provides the background to the Greater Norwich Growth Board (GNGB) recommendation to drawdown £20m City Deal Borrowing to create a cyclable programme of funding to bring forward the delivery of major community infrastructure projects.

A similar report is being considered by Broadland District Council, Norwich City Council and South Norfolk Council to consider and approve the governance arrangements for creating and managing the Strategic Investment Fund.

## **Executive Summary**

On 17<sup>th</sup> June 2021, the GNGB endorsed the “in principle” draw down of £20m City Deal borrowing to create a new cyclical programme of funding for the delivery of major community infrastructure projects.

The members of the GNGB undertake to repay the £20m borrowing through annual instalments from the Infrastructure Investment Fund (IIF, also known as pooled CIL).

The new Strategic Investment Fund (SIF) will be used to finance projects sponsored by the local district councils working with local developers. Developer contributions for these projects are then placed into the SIF and used through the cyclical programme to fund future community infrastructure projects.

## **Recommendations:**

1. To acknowledge the GNGB proposal to set up the Strategic Investment Fund as set out in Annex 1

2. To agree that the County Council will act on behalf of the members of the GNGB as administrator of the £20m City Deal borrowing.

## 1. Background and Purpose

- 1.1. This report and associated annex summarises the proposal from the GNGB to drawdown £20m City Deal borrowing from the Public Works Loan Board (PWLB) to fund major infrastructure projects.

## 2. Proposals

- 2.1. The Council will draw down the £20m City Deal borrowing from PWLB and loan it to the district councils for sponsored infrastructure projects as defined by CIL regulation. The loans will be repaid by the GNGB via the IIF. The beneficiary project will then repay the loan plus interest back to the GNGB. As money is repaid to the GNGB it will be deposited in to the newly established SIF, which in turn can be reloaned on a cyclical basis to future projects which are not restricted by CIL legislation.
- 2.2 The members of the GNGB, South Norfolk District Council, Broadland District Council and Norwich City Council; will act as sponsor and lead authority for the beneficiary projects funded from the £20m City Deal. The councils will be reviewing and approving the governance arrangements for the creation and management of the Strategic Investment Fund over the following period:

|                                | Cabinet meeting       | Council Meeting       |
|--------------------------------|-----------------------|-----------------------|
| Broadland District Council     | 19 <sup>th</sup> July | 28 <sup>th</sup> July |
| South Norfolk District Council | 18 <sup>th</sup> July | 25 <sup>th</sup> July |
| Norwich City Council           | TBC                   | TBC                   |

## 3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate the administrative duties to be undertaken by the Council as lead authority for the City Deal loan of up to £20m

## 4. Evidence and Reasons for Decision

- 4.1. Annex 1 attached to this report provides the details of the GNGB proposal and the associated governance around the subsequent loan process.
- 4.2. This proposal enables the GNGB to accelerate the development of community infrastructure projects within the Greater Norwich area whilst transferring the risk to the district council who act as lead authority for each individual project.

## 5. Alternative Options

- 5.1. To create this new investment fund, no viable alternative options have been identified to the recommendations in this report.

## **6. Financial Implications**

- 6.1. The cost of the £20m City Deal borrowing, including interest payable, will be met by the IIF. The £20m will be drawdown in increments over time as projects progress to delivery and are approved.
- 6.2. The GNGB commits to providing a forecast of City Deal loan repayments within each publication of the joint Five-Year Infrastructure investment Plan.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

It will be the responsibility of each lead authority to undertake an equality impact assessment for each individual project

### **8.4 Data Protection Impact Assessments (DPIA)**

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

## **9. Risk Implications/Assessment**

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and Medium-Term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.



- 9.2. It will be the responsibility of each Lead Authority to undertake environmental impact assessments for each individual project.

## **10. Select Committee comments**

- 10.1. None

## **11. Recommendation**

- 11.1. Recommendations are set out in the introduction to this report.

## **12. Background Papers**

- 12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 284

### **Officer Contact**

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## ANNEX 1

Greater Norwich Growth Board  
16 March 2022

### City Deal Borrowing and the establishment of the Greater Norwich Strategic Investment Fund

*Harvey Bullen, Director of Financial Management, Norfolk County Council*

#### Summary

At their public meetings on 17th June and 30 September 2021, the Greater Norwich Growth Board (GNGB) endorsed a recommendation to drawdown £20m City Deal borrowing to create a cyclable programme of funding to bring forward the delivery of major community infrastructure projects. This report provides the background to the City Deal borrowing and explains the governance, legal and administrative arrangements that would be required to support the proposed new fund.

#### Recommendations

- (i) To give authority to Norfolk County Council, as the Greater Norwich Growth Board's accountable body, to draw down up to £20m from the Public Work Loans Board to create a cyclical fund to support local infrastructure projects as agreed in the Greater Norwich City Deal, subject to the following conditions:
  - The loan is used to create a fund, which will accelerate the delivery of infrastructure projects within the parameters defined within Community Infrastructure Levy (CIL) legislation.
  - Repayment to be made from the Infrastructure Investment Fund (IIF pooled CIL).
  - The loan will be loaned on to one of the Greater Norwich partners acting as lead authority and secured in a borrowing agreement with NCC, which will include an agreed repayment schedule and back stop date.
  - Repayments from the lead authority would be made into a new cyclable Strategic Investment Fund (SIF).
  - Due diligence and legal arrangements regarding the beneficiary project will be the responsibility of the lead authority.
- (ii) To agree the draft legal agreement that will commit future pooled Community Infrastructure Levy income as repayment against the drawdown of up to £20m through the Greater Norwich City Deal (amounts will be drawn in stages see Appendix E and F)
- (iii) Subject to (ii), upon each staged draw down totaling no more than £20m, the GNGB to be granted delegated authority to sign the legal agreement together with their s151 officer's, under the direction of Norfolk County Council as the Accountable Body and in accordance with their signed Joint Working Agreement – Appendix H
- (iv) For the GNGB to be given delegated authority to manage the

allocation of the City Deal borrowing and later, governance of the Strategic Investment Fund in line with the draft Terms of Reference- Appendix A and B.

## 1. Background of the Greater Norwich City Deal

- 1.1 As part of the Greater Norwich City Deal agreement<sup>1</sup> signed with MHCLG in 2013, the Greater Norwich Growth Board (GNGB) were afforded the opportunity to access lower-cost loan funding from the Public Works Loans Board (PWLB)
- 1.2 The total £80m borrowing was allocated in this way:  
£60m for strategic infrastructure investment:
  - £40m for the Broadland Northway (previously known as the NDR)
  - £10m for the Long Stratton Bypass
  - £10m for Central Norwich road network schemes  
£20m to establish the Local Infrastructure Fund (LIF)
  - 'to create a revolving fund to support local infrastructure projects' as detailed by Her Majesty's Treasury when initially granting access to the loan.
- 1.3 To date, £40m for the Broadland Northway has been drawn down by the Board. This loan runs until June 2041 and is repaid in annual instalments from the Infrastructure Investment Fund (IIF also known as pooled CIL). A further £6.733m has more recently been agreed to be drawn down to support the delivery of Long Stratton Bypass. This loan will run for 25 years from the date that it is drawn, which is forecast to end in 2047/48.
- 1.4 In addition to the reduced cost borrowing, the signing of the City Deal led to the establishment of the IIF. Income received from the Community Infrastructure Levy (CIL) is pooled within the IIF and allocated to the infrastructure projects which form the Greater Norwich Growth Programme. The Growth Programme which is administered by the GNGB. To date, the partnership has allocated over £29m of IIF funding and £46m of CIL supported borrowing which has levered in at least an additional £240m to deliver infrastructure projects within the Greater Norwich area.
- 1.5 An update regarding the IIF and the City Deal borrowing is included within each Five Year Infrastructure Investment Plan. The most recent version stated that the GNGB may need to draw down the £10m allocated to Central Norwich road schemes in order to ensure timely delivery of East Norwich. This amount is not formally committed, but the full £60m allocated to strategic infrastructure (see 1.2) continues to be ringfenced to projects and must be drawn down by end March 2026.
- 1.6 The £20m allocated to the Local Infrastructure Fund (LIF) was a loan facility intended to provide upfront funding for onsite infrastructure delivery to small and

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<sup>1</sup> <https://www.gov.uk/government/publications/city-deal-greater-norwich>

medium-sized local developers. The facility was available for four years but the rate and level of take up was lower than expected. All the agreed loans were financed directly by Norfolk County Council without the need to draw down the £20m through the City Deal.

- 1.7 Following a review of the LIF facility, on 17th March 2020 the GNGB made the decision to bring it to a close and instructed the Greater Norwich Infrastructure Delivery Board (IDB) to prepare an updated City Deal Borrowing schedule, proposing a reassignment of the £20m previously allocated to LIF. Several options were reviewed and on 17th June 2021 the GNGB endorsed the 'in principle' draw down of £20m City Deal borrowing to create a new cyclical programme of funding to bring forward the delivery of major community infrastructure projects and that the IIF should be used to repay the PWLB borrowing.

## **2. Introduction**

- 2.1 The Greater Norwich partners have been working together for over 10 years. This ongoing partnership relationship will soon result in the current Joint Core Strategy being replaced by the Greater Norwich Local Plan (GNLP). The GNLP seeks to ensure that the development needs of Greater Norwich continue to be met to 2038, and its production demonstrates the partners' commitment to working together to support growth in the longer term. To support the delivery of the GNLP many strategies and plans have been developed including, but not limited to:

- Norfolk Strategic Infrastructure Delivery Plan (includes the Broadland Growth Link Road £38m)
- Local Transport Plan and Transport for Norwich Strategy Implementation Plans, including the Transforming Cities Programme and the Local Walking and Cycling Infrastructure Plans (includes the Green Loop £5.8m).
- Education capital programme (a new High School to the North East of the City £26m).
- East Norwich Masterplan (indicating that costs for infrastructure are £28.3m and £76.1m for site specific costs excluding schools and health/community facilities)

- 2.2 As these programmes develop and move closer towards delivery, eligible projects will be encouraged to apply to the IIF for funding. To date just over £39m has been received into the IIF and the forecast of total income received by March 2026 is £74m<sup>2</sup>. But this amount is small when compared to the full infrastructure requirements of Greater Norwich. The GNGB are proactively

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<sup>2</sup> \*The complexity of CIL forecasting leads to a very high margin of error in any projections, either up or down.

working together to close this funding gap and wish to harness the full benefit of the reduced cost borrowing that was made available through the City Deal. They have endorsed a recommendation to reassign the borrowing that was initially allocated to the LIF, to a new loan model which will lead to the establishment of the Strategic Investment Fund: A cyclical fund that will be used to support local infrastructure projects, as originally intended within the City Deal.

### **3. The objectives of setting up a new fund**

#### **3.1 The objectives of establishing the Strategic Investment Fund**

- To accelerate the delivery of major strategic infrastructure projects.
- To ultimately capture the benefit of extending the scope of beneficiary projects beyond that which is currently possible with the IIF, whose use is restricted by CIL legislation. By establishing the SIF, the definition of infrastructure projects can be broadened to match the original definition agreed within the City Deal *‘This fund will be used to support infrastructure required to open up sites for housing or employment development’*
- To realise the benefit of drawing down the full allocation of reduced cost borrowing which is available to the GNGB until end March 2026.

### **4. The proposed model - The Strategic Investment Fund**

- 4.1 In order for the Strategic Investment Fund (SIF) to be formed, up to £20m City Deal borrowing will first need to be drawn down from PWLB and loaned to infrastructure projects as defined by CIL regulation. This enables the GNGB to repay the City Deal loan from the IIF, as they do for the Broadland Northway. The beneficiary project will then repay the loan plus interest back to the GNGB. As money is repaid it will be paid into the newly established SIF. Money paid into the SIF will then be reloaned on a cyclical basis to future projects that are no longer restricted by CIL legislation and can be delivered beyond the term of the City Deal agreement (March 2026). See Appendix C for a flow diagram demonstrating the route of the money.
- 4.2 The delivery of LSBP has been used to demonstrate how the proposed new model could be utilised (4.3 and 4.4). Please note that this is for demonstration purposes to aid understanding and is not a recommendation to agree that a loan should be allocated to this project.
- 4.3 Long Stratton Bypass funding is made up of three parts:
1. A £26.2m contribution from the Department for Transport (DfT).
  2. A £6.733m local contribution from the Highways authority which has recently been agreed to be drawn down through the City Deal borrowing (see 1.2 and 1.3) and repaid from the IIF.
  3. A £4.5m developer contribution. This is to be agreed through the signing of a s106 agreement, which will confirm the delivery related trigger points at which the payment is due.

- 4.4 It is proposed that the GNGB utilises the borrowing allocated within their City Deal to fund the 'developer contribution' of the project budget, by way of facilitating a loan that covers the period before the developer has reached the respective trigger points and repays the loan. In doing so, LSBP will be delivered much earlier in the overall Long Stratton development.

The proposed process of drawing down this loan (Also see diagram in Appendix D) is as follows:

- The £4.5m required for the 'developer contribution' is drawn down from the Public Works Loan Board (PWLB) by Norfolk County Council, as the GNGB's Accountable body. This amount will be deducted from the total borrowing facility originally allocated to the LIF within the City Deal.
- The interest and loan repayments for the PWLB loan are made from the Infrastructure Investment Fund (IIF) for the full term of the loan. This borrowing will require a legal agreement signed by all district partners.
- The £4.5m developer contribution would be lent on to South Norfolk District Council (SNDC) and a legal borrowing agreement will be signed between SNDC and NCC (as the GNGB's Accountable Body). This will confirm the loan and interest repayments to be made back to the GNGB. A backstop date will be agreed to confirm the latest point at which the loan will be repaid.
- SNDC will enter within an agreement with the owner/promoter of LSBP to cover the repayments of the £4.5m (this may be the s.106 agreement). Liability for the repayments to be received from the developer will rest with SNDC. It is expected that repayment's will be received in stages.
- Once all legal agreements are established, SNDC will pay the £4.5m to NCC to allow them to deliver LSBP. This will be in advance of when the developer payment would otherwise have been available, thereby accelerating its delivery.
- Repayments for the £4.5m PWLB loan will be paid from the IIF because the developer contribution is not available at the time of delivering LSBP.
- Interest and loan repayments made by the developer to SNDC will be transferred to a new Strategic Investment Fund (SIF).
- The SIF will be independent of the IIF. Amounts received into the SIF can be re-loaned to other schemes in the future creating a 'cyclable pot'. It is forecasted to take 2-10 years before any funding will be available within the SIF.
- Sections 5- 8 outline the arrangements the GNGB intend to put in place to safeguard the decision making for all partners.



## **5. Legal arrangements**

5.1 All projects will need one Greater Norwich partner acting as the Lead Authority. In most circumstances, the loan process will be supported by three legal agreements:

- NCC draw down money from PWLB
  - NCC sign a legal loan agreement with all partners to underwrite the initial loan draw down from PWLB, committing to repay the interest and loan from the IIF (as with the Broadland Northway)
- NCC loan money on to the Lead Authority
  - Lead Authority will sign a legal agreement with Norfolk County Council to underwrite and therefore take the risk of the interest and loan repayments which will be made back to the SIF.
- Lead Authority loan money on to the developer
  - Lead Authority will sign a s106 agreement and/or a legal agreement with the developer to confirm the details of the repayments that are to be made. (Both may be required because not all aspects can be secured through a s106 agreement)

5.2 The intention of these legal arrangements is for the financial risk of the loan to be transferred away from the GNGB and the IIF. This is done by securing a long stop date for the loan to be repaid by the Lead Authority. In the case of LSBP, SNDC would agree to repay the full loan by a particular date, irrespective of whether they have secured the full repayment from the developer.

## **6. Managing the cost to the Infrastructure Investment Fund (IIF)**

6.1 £20m will not be required at once, instead increments will be drawn down over time as projects progress to delivery and are approved. If the total £20m was drawn down, given current interest rates the forecasted repayment from the IIF would be £1,284,000 a year for 20 years. But it will take several years before this full amount will be required.

6.2 The GNGB will commit to providing a forecast of the City Deal loan repayments within each publication of the joint Five-Year Infrastructure Investment Plan. The forthcoming year's IIF repayments will be confirmed and committed alongside the decision-making process for each Greater Norwich Annual Growth Programme, which has an established route of decision making through all partner District Cabinets and Councils.

## **7. Governance**

7.1 The initial City Deal borrowing and later the SIF, are expected to be flexible in their allocation, allowing for a variety of projects and repayment models to be utilised. It is expected that the detail of all processes will be tailored to each new

loan allocation with certain models emerging over time. The funds will need to be flexible with clear and transparent reporting to ensure that the GNGB meets all government standards, legislative requirements and to support decision making.

- 7.2 The establishment of the SIF will enable the GNGB to utilise available funds without the restrictions that currently bind the IIF. The SIF project scope can be extended to the full extent of what was originally permitted within the City Deal Document.

‘This fund will provide loans to developers for site specific help to enable housing sites to be delivered quickly, managed on a rolling basis. This fund will be used to support infrastructure required to open up sites for housing or employment development’

- 7.3 Foundational governance and legal arrangements need to be in place to safeguard the partners against risk and to provide confidence in delegating the management of the fund to the GNGB. The GNGB is an award-winning established board who are considered a model of best practice for the way they manage the IIF (pooled CIL see appendix G). This voluntary partnership is supported by a joint working agreement which requires all decisions to be unanimously agreed and has been formalised by the signing of a legal agreement relating to the Draw-down and Borrowing Authorisations. (See Appendix H)
- 7.5 Two separate governance arrangements will need to be agreed and established. One for the initial City Deal borrowing and a second for the SIF. The GNGB have endorsed two draft Terms of Reference for these funds within appendix A and B. Subject to agreement, these Terms of Reference will be used as the foundation from which processes are designed and developed to support the administration, monitoring and reporting of this proposed model of borrowing.

## **8. Monitoring and Reporting**

- 8.1 The GNGB has an established governance and decision-making process. this is supported by the Greater Norwich Infrastructure Delivery Board whose membership consists of a Director from each partner authority and the Chief Executive of the LEP.
- 8.2 The GNGB compile a joint Five Year Infrastructure Investment Plan on an annual basis, which is reviewed and agreed by each District Cabinet and Full Council. It is proposed that delivery and financial reports for the City Deal Borrowing and SIF are added as an additional section within this Plan.
- 8.3 Lower-level processes for the general administration and monitoring of each loan will be developed by the Greater Norwich Projects Team, who already administer the IIF. More details of the documents that will be required are included within the draft Terms of Reference.

## **9. Agreement with Her Majesty's Treasury**

- 9.1 The draw down schedule for the total £80m borrowing was initially agreed in 2013 when the City Deal was signed. Later in 2017, following the £40m draw down for the Broadland Northway, the schedule was reprofiled and re-agreed by Her Majesty's Treasury (HMT). Most recently in August 2021, HMT agreed a new schedule and confirmed that they have sufficient information to enable the GNGB to proceed to draw down the remaining borrowing at the reduced 'project rate' as agreed within the City Deal.

## **10. Recommendations**

- (i) To give authority to Norfolk County Council, as the Greater Norwich Growth Boards accountable body, to draw down up to £20m from the Public Work Loans Board to create a cyclical fund to support local infrastructure projects as agreed in the Greater Norwich City Deal, subject to the following conditions:
  - The loan is used to create a fund, which will accelerate the delivery of infrastructure projects within the parameters defined within Community Infrastructure Levy (CIL) legislation.
  - Repayment to be made from the Infrastructure Investment Fund (IIF pooled CIL)
  - The loan will be loaned on to one of the Greater Norwich partners acting as lead authority and secured in a borrowing agreement with NCC, which will include an agreed repayment schedule and back stop date.
  - Repayments from the lead authority would be made into a new cyclable Strategic Investment Fund (SIF)
  - Due diligence and legal arrangements regarding the beneficiary project will be the responsibility of the lead authority.
- (ii) To agree the draft legal agreement that will commit future pooled Community Infrastructure Levy income as repayment against the drawdown of up to £20m through the Greater Norwich City Deal (amounts will be drawn in stages see Appendix E and F)
- (iii) Subject to (ii), upon each staged draw down totaling no more than £20m, the GNGB to be granted delegated authority to sign the legal agreement together with their s151 officer's, under the direction of Norfolk County Council as the Accountable Body
- (iv) For the GNGB to be given delegated authority to manage the allocation of the City Deal borrowing and later, governance of the Strategic Investment Fund in line with the draft Terms of Reference- Appendix A and B

## **11. Issues and Risks**

**Other resource implications (staff, property)**

Staff resource will be as detailed within the roles & responsibly section of each Terms of Reference. No additional staff resource is proposed.

### **Legal implications**

The £20m City Deal borrowing will be drawn from PWLB by NCC as the GNGBs Accountable Body.

The drawing down of £20m City Deal borrowing and ultimately the establishment of the SIF are dependent upon a legal borrowing agreement being signed by all four partner authorities to agree that the interest and loan repayments for the £20m City Deal borrowing will be made from the IIF for the full term of the loan. This will require each Cabinet and Full Council agreement.

The legal loan agreement between NCC as Accountable Body and the Lead Authority will require agreement with the Cabinet and Full Councils of the signing partners involved. (In the example of LSBP this would be NCC and SNDC)

The legal loan agreement between the Lead Authority and the developer will require agreement with the Cabinet and Full Council of the Lead Authority. (In the example of LSBP this would be SNDC)

### **Risks**

The GNGBs membership consists of the Leaders of each partner authority together with the chair of the New Anglia LEP. The GNGBs joint working agreement requires a unanimous agreement from all five partners for all decisions. This ensures that project allocations from either the initial City Deal Borrowing or the SIF will not be able to proceed unless all partners agree.

The risk of project delivery delaying repayment to the SIF will be underwritten by a backstop date within the legal agreement between NCC and the Lead Authority.

The risk of not having enough CIL within the IIF to make the interest and loan repayments to PWLB (the initial £20m drawn down through the City Deal) is mitigated through the GNGB's administration and reporting arrangements that are already in place. Annual delivery and financial updates will continue to be provided to all partners by means of the joint Five-Year Infrastructure Investment Plan. As with previous City Deal loan drawdowns, a reserve equal to one year's interest and loan repayment will be secured to allow a cushion of time if any issues do arise.

In August 2020 the [Planning For The Future](#) white paper proposed the cessation of CIL in favour of a new Infrastructure Levy. No further details have been published about this but informal advice from DHLUC is that any change will be subject to trials in certain areas and there is expected to be an extended transitional period. To safeguard against changes, CIL is defined in the signed legal agreement relating to GNGB draw-down and borrowing authorisations dated 21st Oct 2015 (Appendix F):

The "Community Infrastructure Levy" means the Community Infrastructure Levy pursuant to the Planning Act 2008 and Community Infrastructure Levy

Regulations 2010 or equivalent- or replacement developer tax or levy as implemented from time to time.

The government has recently consulted on proposed legislative changes to the Minimum Revenue Provision (MRP) calculation. It believes some authorities are not making a prudent amount of MRP in their revenue budgets in accordance with current policy. This has the potential to impact on some local authority's ability to finance future capital investment. Until the final regulations are announced it is not known how this will impact on each local authority's MRP calculation and consequently their ability to borrow. Whilst any changes should not prevent the proposals in this paper, they do represent a risk which will need to be considered by Section 151 officers before drawing down PWLB funding and entering into loan agreements.

### **Equality**

It will be the responsibility of the Lead Authority to undertake an equality assessment of the individual project.

### **Environmental implications**

It will be the responsibility of the Lead Authority to undertake an environmental impacts assessment of the individual project.

### **Appendix**

- A- City Deal borrowing Draft Terms of Reference
- B- Strategic Investment Fund Draft Terms of Reference
- C- Loan money flow diagram
- D- Proposed establishment of the SIF- a more detailed flow diagram
- E- Draft legal agreement for the draw down of up to £20m to be repaid by the IIF
- F- Agreement relating to GNGB Draw-down and Borrowing Authorisations- Dated 21<sup>st</sup> Oct 2015
- G- IIF terms of reference
- H- GNGB Joint working agreement

### **Officer Contact**

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

| <b>Name</b>  | <b>Telephone Number</b> | <b>Email address</b>   |
|--------------|-------------------------|--|
| Grace Burke  | 01603 222727            | <a href="mailto:grace.burke@norfolk.gov.uk">grace.burke@norfolk.gov.uk</a>   |
| Ruth Oyeniyi | 01603 222125            | <a href="mailto:ruth.oyeniyi@norfolk.gov.uk">ruth.oyeniyi@norfolk.gov.uk</a> |

## **Fund Name**

City Deal Borrowing

## **Vision**

To enable and where possible to accelerate the delivery of growth within the Greater Norwich area, maximising the opportunities for job, homes and prosperity for local people.

## **Purpose**

Upfront funding for infrastructure is seen as one of the biggest barriers to the creation of new jobs and homes. Borrowing as agreed through the Greater Norwich City Deal will be drawn down to support the delivery of infrastructure required to facilitate growth in the Greater Norwich area. It is intended that this borrowing will be used as capital funding for projects, with interest and repayments being made into the Strategic Investment Fund\*, thereby creating a capital fund that can be recycled to provide for ongoing strategic investment within the Greater Norwich area.

## **Scope**

Infrastructure projects funded from the initial borrowing as agreed within the Greater Norwich City Deal, will be required to provide a clear community benefit through the delivery of infrastructure as defined by legislation; Section 216(2) of the PA 2008 as originally enacted:

- Roads and other transport facilities (section 216(2)(a), PA 2008).
- Flood defences (section 216(2)(b), PA 2008).
- Schools and other educational facilities (section 216(2)(c), PA 2008).
- Medical facilities (section 216(2)(d), PA 2008).
- Sporting and recreational facilities (section 216(2)(e), PA 2008).
- Open spaces (section 216(2)(f), PA 2008).

Acceptance into the City Deal Borrowing programme will be determined on a case by case basis. Projects would need to demonstrate their strategic nature whilst adhering to the vision and purpose of the fund.

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\*Strategic Investment Fund – separate terms of reference support this fund

## Governance

As set out in the Greater Norwich City Deal, a fund of up to £20 million will be established through borrowing from the Public Works Loan Board (PWLB) by Norfolk County Council on behalf of the Greater Norwich Growth Board. This borrowing will be undertaken to finance a programme of strategic projects. Individual projects will be assessed by the Greater Norwich Growth Board (GNGB) and unless otherwise agreed by all partners, the Lead Authority named in the Business Case will be required to enter into a legal contract with Norfolk County Council, as the Accountable Body for the borrowing.

Due to the strategic nature of the projects, the progress through the decision-making process is likely to be an iterative and collaborative process and therefore may be developed over an extended period of time.

The allocation of money to successful projects together with the ongoing oversight of the City Deal borrowing will be delegated to the GNGB in agreement with Norfolk County Council as their Accountable Body. However, the responsibility for securing repayments and enforcing the terms of the borrowing agreement will rest with the respective Lead Authority.

## Process

A suite of fund management processes will be developed and agreed by all partners. This will include:

Fund rules

Project application form

Application guidance notes (for applicant)

Application appraisal guidance (for appraisee)

Agreement in Principle

Rejection Letter

Project Highlight Report

## Roles & Responsibilities

**Accountable Body-** Norfolk County Council as the accountable body for the GNGB will action any loan drawn down from the PWLB. They will also direct the GNPT in the monitoring of the City Deal Borrowing.

**Lead Authority-** each project application will be sponsored by one of the Greater Norwich partners as the Lead Authority (LA). The LA is responsible for progressing the application through the agreed decision-making procedure and will adhere to the agreed fund reporting processes.

**Greater Norwich Growth Board-** will continue to work in accordance with [their Joint Working Agreement and Constitution](#) as signed by all parties in September 2014, and under the delegated powers as granted to them by each authorities Cabinet and Full Councils.



**Infrastructure Delivery Board-** will oversee the management of the City Deal Borrowing and the delivery of its project programme, providing annual updates to the GNGB.

**Greater Norwich Project Team-** will monitor the City Deal Borrowing and provide biannual updates to the IDB.

## **Fund Name**

Strategic Investment Fund (SIF)

## **Vision**

To enable and where possible to accelerate the delivery of growth within the Greater Norwich area, maximising the opportunities for job, homes and prosperity for local people.

## **Purpose**

Upfront funding for onsite infrastructure is seen as one of the biggest barriers to the creation of new jobs and homes. The Strategic Investment Fund (SIF) will be used to support infrastructure required to open up sites for housing or employment growth. It is intended that this borrowing will be used as capital funding for projects, with interest and repayments being made back into the SIF, thereby creating a capital fund that can be recycled to provide for ongoing strategic investment within the Greater Norwich area.

## **Scope**

Acceptance into the SIF programme will be determined on a case by case basis. Projects would need to demonstrate their strategic nature whilst adhering to the vision and purpose of the fund.

## **Governance**

As set out in the Greater Norwich City Deal, a fund of up to £20 million will be established through borrowing from the Public Works Loan Board (PWLb) by Norfolk County Council on behalf of the Greater Norwich Growth Board. This borrowing will be undertaken to finance a programme of strategic projects. Individual projects will be assessed by the Greater Norwich Growth Board (GNGB) and unless otherwise agreed by all partners, the Lead Authority named in the Business Case will be required to enter into a legal contract with Norfolk County Council, as the Accountable Body for the borrowing.

Due to the strategic nature of the projects, the progress through the decision-making process is likely to be an iterative and collaborative process and therefore may be developed over an extended period of time.

The allocation of money to successful projects together with the ongoing oversight of the SIF will be delegated to the GNGB in agreement with Norfolk County Council as their Accountable Body. However, the responsibility for securing repayments and enforcing the terms of the borrowing agreement will rest with the respective Lead Authority.

## Process

A suite of fund management processes will be developed and agreed by all partners. This will include:

Fund rules

Project application form

Application guidance notes (for applicant)

Application appraisal guidance (for appraisee)

Agreement in Principle

Rejection Letter

Project Highlight Report

## Roles & Responsibilities

**Accountable Body-** Norfolk County Council as the accountable body for the GNGB will action any loan drawn down from the PWLB. They will also direct the GNPT in the monitoring of the SIF.

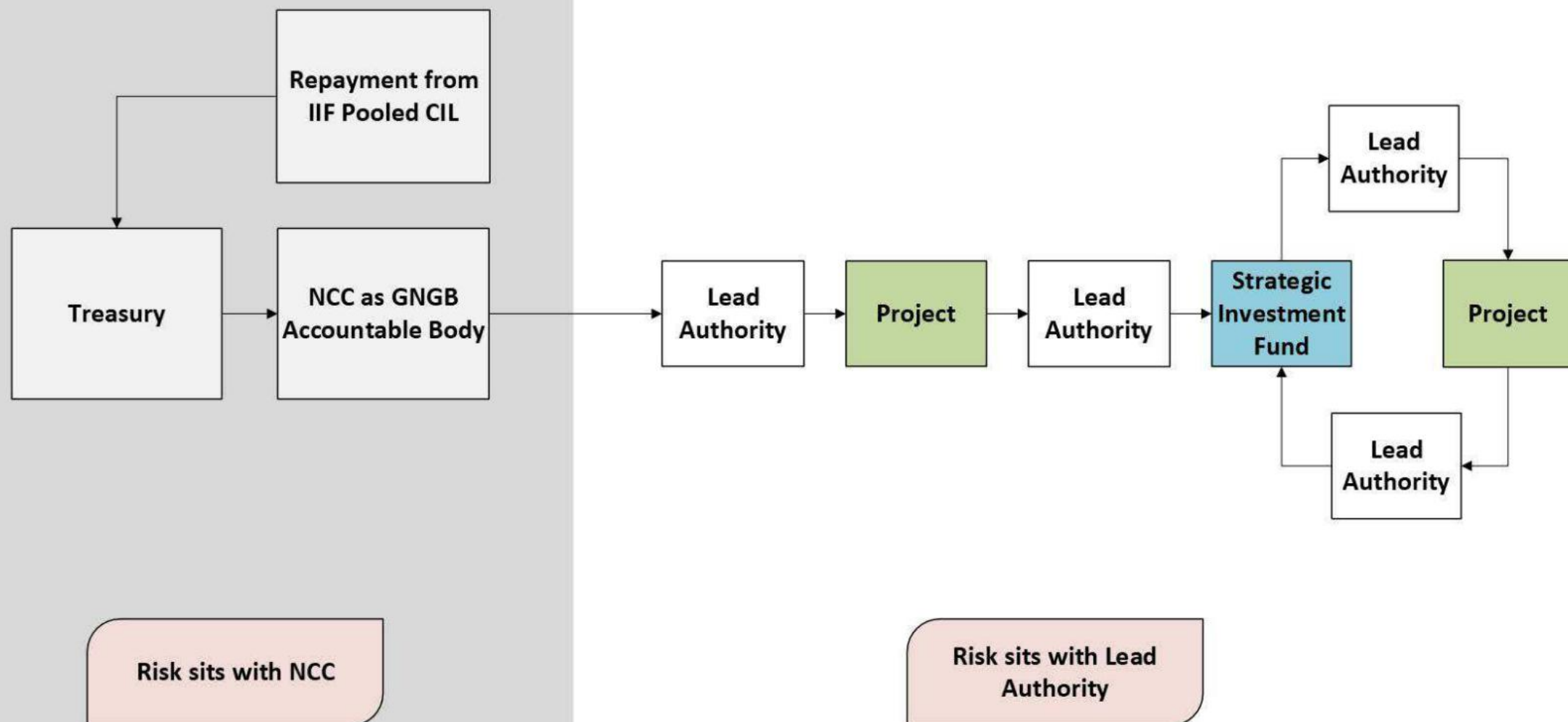
**Lead Authority-** each project application will be sponsored by one of the Greater Norwich partners as the Lead Authority (LA). The LA is responsible for progressing the application through the agreed decision-making procedure and will adhere to the agreed fund reporting processes.

**Greater Norwich Growth Board-** will continue to work in accordance with [their Joint Working Agreement and Constitution](#) as signed by all parties in September 2014, and under the delegated powers as granted to them by each authorities Cabinet and Full Councils.

**Infrastructure Delivery Board-** will oversee the management of the SIF and the delivery of its project programme, providing annual updates to the GNGB.

**Greater Norwich Project Team-** will monitor the SIF and provide biannual updates to the IDB.

# PROPOSED ESTABLISHMENT OF THE STRATEGIC INVESTMENT FUND: SHOWING THE MOVEMENT OF MONEY



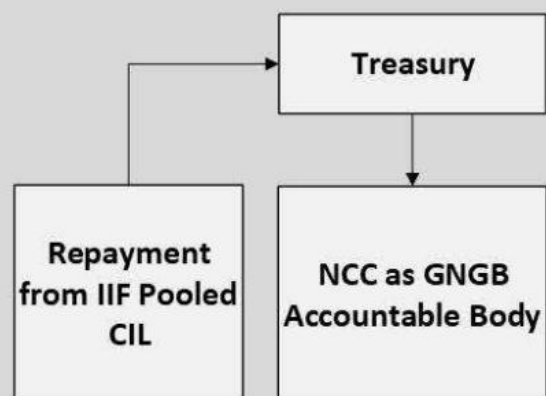
**PROPOSED ESTABLISHMENT OF THE STRATEGIC INVESTMENT FUND:  
SHOWING THE MOVEMENT OF MONEY**

**PROCESS**

**LEGAL**

**GOVERNANCE**

**RISK**



NCC as the GNGB's Accountable body, draws down the loan monies from PWLB.

Decision making and management of the process is delegated to the GNGB.

Financial and delivery updates are reported on an annual basis within each 5 year Infrastructure Investment Plan.

All partners sign an agreement to commit IIF(pooled CIL) to repay up to £20m which will be drawn down from PLWB

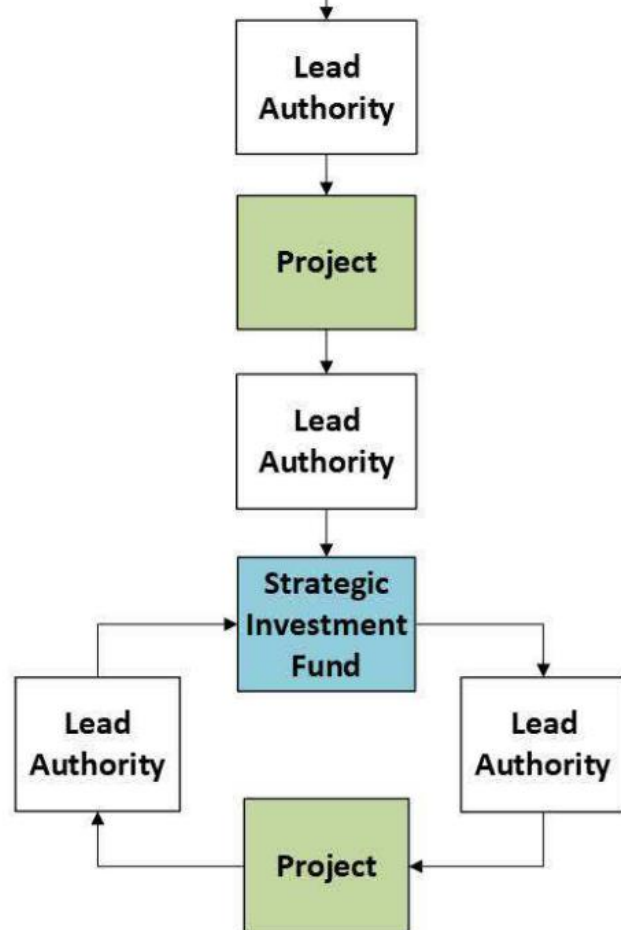
City Deal Agreement

Joint Working Agreement & Constitution

IIF Fund Rules

Agreement relating to GNGB Draw-down and Borrowing Authorisations

Risk sits with NCC



GNGB use their delegated authority to loan to one of the Greater Norwich Partners acting as Lead Authority..

Repayment from all loans (capital and interest) will be made into the SIF which is managed by the GNGB.

Loans allocated from the City Deal Borrowing will stop when a total of £20m has been reached.

The SIF will continue on a cyclical basis, re-lending the money that has been repaid into it to new projects

Lead Authority sign agreement with NCC to agree repayment and agree a back stop date to secure the full amount.

Lead Authority sign a s106 and/or legal agreement with Developer to recoup the loan themselves.

City Deal Borrowing terms of reference

Strategic Investment Fund terms of reference

A full suite of documents and templates will be developed to progress projects through application, acceptance, monitoring and reporting.

Decision making process will mirror the IIF, progressing through the established Greater Norwich board and officer group structure.

Risk sits with Lead Authority

Dated \_\_\_\_\_ 20[ ]

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**PROJECT SCHEDULE**

Pursuant to Agreement Relating to GNGB Partner Draw-down and Borrowing  
Authorisations of 21st October 2015

Relating to GNGB Partner Draw-down and Borrowing Authorisations for the  
[Construction of .....]

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**BROADLAND DISTRICT COUNCIL**

**NORWICH CITY COUNCIL**

**SOUTH NORFOLK DISTRICT COUNCIL**

**&**

**NORFOLK COUNTY COUNCIL**

nplaw  
Norfolk County Council  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

Dated \_\_\_\_\_ 20[ ]

## **Background**

- This Project Schedule sets out agreed obligations in relation to Partner Draw-down and Borrowing Authorisations for the [Construction of xxx ] and has been prepared in accordance with clause 5 of the Agreement Relating to GNGB Partner Draw-down and Borrowing Authorisations dated 21st October 2015 between Broadland District Council, Norwich City Council, South Norfolk District Council and Norfolk County Council (“the Agreement”).
- Accordingly this Project Schedule forms part of the Agreement.

### **1 Project**

- [Construction of .....] and related measures “the Project”.

### **2 Project Description**

- [ xxx ]
- [ xxx ]

### **3 Project Period**

- The Project is due to mobilize in [ xxx ].
- Construction is programmed to begin in [ xxx ] with a majority of the works completed by [ xxx ].

### **4 Background**

- The adopted Joint Core Strategy for Broadland, Norwich and South Norfolk identifies [ xxx ] as a key location for growth and proposes the development of [ xxx ].

### **5 Agreed terms**

- Loan funding would be repaid over a 20 year period

### **6 Additional Terms & Conditions**



- In accordance with paragraph 5.4 of the Agreement, Liabilities in respect of any overspend or delay in respect of Project Schedule timeframes and milestones shall be shared as follows:

| Partner         | Share of overspend risk | Share of timeframes and milestones risk |
|-----------------|-------------------------|---|
| [ xxx ] Council | 100%                    | 100%                                    |

## 7 Fees and expenses

- The County Council shall borrow funds from various sources as they are identified to assist with the delivery of the Growth Programme. The County Council shall ensure that the cost of any additional borrowing (up to £ [xxx ]m) for this purpose will be undertaken at the equivalent of the prevailing PWLB project rate discount as set out in the City Deal dated 12 December 2013.
- Funding from the Infrastructure Investment Fund for the purposes of the Project shall be capped at £[xxx ] million plus any associated borrowing costs incurred by the County Council as provided for herein.

## 8 Repayment and review

- In accordance with paragraph 3.4 of the Agreement, the County Council shall use the Infrastructure Investment Fund to fund the costs of borrowing costs in accordance with the following schedule.

Illustrative costs of borrowing to be funded from Infrastructure Investment Fund:

*DRAFTING NOTE: This table to be updated after the final funds drawdown.*

| Year    | Principal start | Repayment | Interest | Balance |
|---------|-----------------|-----------|----------|---------|
|         |                 |           |          |         |
| 2023/24 |                 |           |          |         |
| 2024/25 |                 |           |          |         |
| 2025/26 |                 |           |          |         |

|         |  |  |  |  |
|---------|--|--|--|--|
| 2026/27 |  |  |  |  |
| 2027/28 |  |  |  |  |
| 2028/29 |  |  |  |  |
| 2029/30 |  |  |  |  |
| 2030/31 |  |  |  |  |
| 2031/32 |  |  |  |  |
| 2032/33 |  |  |  |  |
| 2033/34 |  |  |  |  |
| 2034/35 |  |  |  |  |
| 2035/36 |  |  |  |  |
| 2036/37 |  |  |  |  |
| 2037/38 |  |  |  |  |
| 2038/39 |  |  |  |  |
| 2039/40 |  |  |  |  |
| 2040/41 |  |  |  |  |
| 2041/42 |  |  |  |  |
| 2042/43 |  |  |  |  |
| 2046/47 |  |  |  |  |
| 2047/48 |  |  |  |  |
| Totals  |  |  |  |  |

## 9 VOLUNTARY PREPAYMENTS

If the Parties agree to make additional repayments over and above those listed above, a new schedule will be produced based on the remaining outstanding debt, including interest, in accordance with clause 16 (Variation) of the Agreement.

Signed by [ ] .....  
Section 151 Officer  
for and on behalf of **NORFOLK  
COUNTY COUNCIL**

Signed by [ ] .....  
Section 151 Officer  
for and on behalf of **BROADLAND  
DISTRICT COUNCIL**

Signed by [ ] .....  
Section 151 Officer  
for and on behalf of **NORWICH CITY  
COUNCIL**

Signed by [ ] .....  
Section 151 Officer  
for and on behalf of **SOUTH  
NORFOLK DISTRICT COUNCIL**

Dated \_\_\_\_\_ 2015

**BROADLAND DISTRICT COUNCIL**

**NORWICH CITY COUNCIL**

**SOUTH NORFOLK DISTRICT COUNCIL**

and

**NORFOLK COUNTY COUNCIL**

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## **AGREEMENT**

Relating to GNGB Partner Draw-down and Borrowing Authorisations

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nplaw  
Norfolk County Council  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

**THIS AGREEMENT** is made on the \_\_\_\_\_ day of \_\_\_\_\_ 2015

BETWEEN

- (1) **BROADLAND DISTRICT COUNCIL** of Thorpe Lodge, 1 Yarmouth Road, Norwich, Norfolk, NR7 0DU ("**Broadland**")
- (2) **NORWICH CITY COUNCIL** of City Hall, St Peter Street, Norwich, NR2 1NH ("**Norwich**")
- (4) **SOUTH NORFOLK DISTRICT COUNCIL** of South Norfolk House, Swan Lane, Long Stratton, Norfolk, NR15 2XE ("**South Norfolk**")
- (4) **NORFOLK COUNTY COUNCIL** of County Hall, Martineau Lane, Norwich, NR1 2DH ("**County Council**")

(together "the Parties"; Broadland, Norwich and South Norfolk together the "District Councils")

### **Recitals**

- (i) The Parties have with the New Anglia Local Enterprise Partnership established the Greater Norwich Growth Board to oversee the delivery of the Greater Norwich Growth Programme as more particularly set out in the Joint Working Agreement dated 26 September 2014.
- (ii) The Greater Norwich Growth Board has agreed the Infrastructure Investment Fund Programme Governance (as appended to the Joint Working Agreement), the purpose of which is to deliver the capital programme of infrastructure projects identified in the Joint Core Strategy and the Greater Norwich Infrastructure Plan (formerly the Local Investment Plan and Programme).
- (iii) The Parties agree that the County Council shall borrow funds from various sources as they are identified to assist with the delivery of the Growth Programme. The County Council shall ensure that the cost of any

borrowing (up to £60m) for this purpose will be undertaken at the equivalent of the prevailing Public Works Loan Board project rate discount as set out in the City Deal dated 12 December 2013.

- (iv) The Parties acknowledge the collective and individual benefits of delivering the Growth Programme to each of them. Furthermore the Parties have agreed to enter into this Agreement to formalise their commitment and their financial obligations in respect of any borrowing undertaken for the purpose of funding schemes and projects approved in the Growth Programme by the Greater Norwich Growth Board.
- (v) More particularly this Agreement is intended to give assurance to the County Council, as the accountable body, of the District Councils' agreement that their Community Infrastructure Levy will be made available to the County Council (or other accountable bodies if different to Norfolk County Council) for purposes of meeting the County Council's liabilities in respect of borrowing undertaken by the County Council on behalf of the Greater Norwich Growth Board for the delivery of the Growth Programme.
- (vi) In agreeing to work together in relation to these matters the Parties accordingly wish to record the basis on which they will collaborate with each other. This Agreement sets out the terms of financial arrangements, the principles of collaboration and respective roles and responsibilities of the Parties.

THE PARTIES AGREE as follows:

#### 1.1 Interpretation

"Annual Growth Programme" means the programme of capital projects developed by the GNGB and approved annually by the Parties in accordance with clause 5, more particularly set out in Schedule 1;

"CIL Revenues" means all that party's Community Infrastructure Levy revenues less an administration deduction to the extent permitted by the Regulations but not to exceed a deduction of 5%, and a further deduction of 15% or 25% neighbourhood contribution as applicable;

“Commencement Date” means 1<sup>st</sup> October 2015;

“Community Infrastructure Levy” means the Community Infrastructure Levy pursuant to the Planning Act 2008 and Community Infrastructure Levy Regulations 2010 or equivalent or replacement developer tax or levy as implemented from time to time;

“Continuing CIL Payments” means payments to the County Council of such proportion of a District Council’s CIL Revenues to enable the County Council to meet from such payments its obligations to meet repayment and associated interest liabilities pursuant to any Loans in relation to those Projects;

“Event of Default” means any event or circumstance specified in this definition:-

- (a) the Party fails to perform and/or observe any provision of this Agreement;
- (b) the Greater Norwich Growth Board is dissolved;
- (c) the Party terminates its participation in or is discharged from the Greater Norwich Growth Board;
- (d) any fraud on the part of the Party;
- (e) any representation or warranty made or repeated by the Party pursuant to this Agreement, is incorrect when made or repeated;

“FOIA” means the Freedom of Information Act 2000, the Environmental Information Regulations 2004 and any subordinate legislation made thereunder and any guidance and codes of practice issued under such legislation;

“GNGB” means the Greater Norwich Growth Board established pursuant to the Joint Working Agreement;

“Greater Norwich Infrastructure Plan” means the plan supporting the delivery of infrastructure identified in the Joint Core Strategy for the Greater Norwich area.

“Joint Core Strategy” means the overarching strategy for growth across the Greater Norwich area.



“Joint Working Agreement” means the agreement between the Parties and New Anglia Local Enterprise Partnership establishing the Greater Norwich Growth Board for the joint management of the Greater Norwich Growth Programme dated 26 September 2014;

“Loan” means any loan, or other form of finance accessed by the County Council for the purpose of funding strategic projects as may be agreed by the GNGB from time to time. Furthermore it is understood that any finance accessed by the County Council up to £60m on behalf of the GNGB will be on terms equal to the equivalent prevailing Public Works Loan Board project rate discount and terms;

“PWLB” means Public Works Loan Board;

“Project” means a capital project agreed by the GNGB in accordance with clause 5 in relation to which the parties will collaborate in accordance with this Agreement, as further described in a particular Project Schedule;

“Project Period” means subject to earlier termination in accordance with this Agreement, the period from the start date to the end date for a Project, as set out in a Project Schedule;

“Project Schedule” means a document specifying particulars in relation to a particular Project, agreed by the parties in accordance with clause 5 and attached to this Agreement as a Schedule;

“Regulations” means the Community Infrastructure Levy Regulations 2010;

“Infrastructure Investment Fund” means the pooled fund comprising the CIL Revenues out of which payments may be made by the County Council towards its liabilities in respect of any Loan drawn down for the purposes of funding the Annual Growth Programme; and

“Termination Date” means 31<sup>st</sup> March 2026.

## 1.2 In this Agreement:

- (a) clause, Schedule and paragraph headings shall not affect the interpretation of this Agreement;

- (b) unless the context otherwise requires, words in the singular shall include the plural and in the plural shall include the singular;
- (c) a reference to a party shall include that party's successors, permitted assigns and permitted transferees;
- (d) a reference to a statute or statutory provision is a reference to it as amended, extended or re-enacted from time to time;
- (e) a reference to a statute or statutory provision shall include all subordinate legislation made from time to time under that statute or statutory provision;
- (f) a reference to this Agreement (or any provision of it) or to any other agreement or document referred to in this Agreement is a reference to this Agreement that provision or such other agreement or document as amended (in each case, other than in breach of the provisions of this Agreement) from time to time;
- (g) unless the context otherwise requires, a reference to a clause or Schedule is to a clause of, or Schedule to, this Agreement and a reference to a paragraph is to a paragraph of the relevant Schedule;
- (h) any words following the terms including, include, in particular, for example or any similar expression shall be construed as illustrative and shall not limit the sense of the words, description, definition, phrase or term preceding those terms;
- (i) a reference to an amendment includes a novation, re-enactment, supplement or variation (and amended shall be construed accordingly);
- (j) a reference to continuing in relation to an Event of Default means an Event of Default that has not been remedied or waived;
- (k) a reference to a regulation includes any regulation, rule, official directive, request or guideline (whether or not having the force of law) of any governmental, inter-governmental or supranational body, agency, department or regulatory, self-regulatory or other authority or organisation;

- (l) references to a document in agreed form are to that document in the form agreed by the parties and initialled by them or on their behalf for identification and
- (m) the Schedules form part of this Agreement and shall have effect as if set out in full in the body of this Agreement. Any reference to this Agreement includes the Schedules.

## **2. Status of this Agreement**

- 2.1 This Agreement shall commence on the Commencement Date and subject to all the Parties' liabilities arising under the Agreement having been settled and subject to the Project Schedules shall continue until the Termination Date ("the Initial Term"), when it shall terminate automatically without notice unless, no later than 12 months before the end of the Initial Term (or any Extended Term agreed under this clause), the Parties agree in writing that the term of the Agreement shall be extended for an agreed period ("the Extended Term"). Unless it is further extended under this clause, and subject to all the Parties' liabilities arising under the Agreement having been settled the Agreement shall terminate automatically without notice at the end of an Extended Term.
- 2.2 The Parties agree that this Agreement shall take the form of a legally binding contractual relationship and shall from the Commencement Date be construed accordingly.
- 2.3 The Parties agree to adopt the following principles when carrying out the Annual Growth Programme ("the Principles"):
  - 2.3.1 collaborate and co-operate in accordance with Joint Working Agreement governance structures to ensure that the Annual Growth Programme is successfully delivered;
  - 2.3.2 be accountable. Take on, manage and account to each other for performance of the respective roles and responsibilities set out in this Agreement;

- 2.3.3 be open. Communicate openly about major concerns, issues or opportunities relating to the Annual Growth Programme;
- 2.3.4 work collaboratively to identify solutions, eliminate duplication of effort, mitigate risk and reduce cost;
- 2.3.5 adhere to statutory requirements and best practice. Comply with applicable laws and standards including EU procurement rules, data protection and freedom of information legislation.
- 2.3.6 act in a timely manner. Recognise the time-critical nature of the Annual Growth Programme delivery and respond accordingly to requests for support;
- 2.3.7 manage stakeholders effectively;
- 2.3.8 deploy appropriate resources. Ensure sufficient and appropriately qualified resources are available and authorised to fulfil the responsibilities set out in this Agreement; and
- 2.3.9 act in good faith to support achievement of these Principles.

### **3. Payment Obligations**

- 3.1 The District Councils agree to the use of a proportion of their future Community Infrastructure Levy revenues as more particularly set out in this Agreement to establish the Infrastructure Investment Fund which shall support the delivery of GNGB priority infrastructure projects (including £40m of investment for the delivery of the Norwich Northern Distributor Road and its related measures).
- 3.2 The District Councils agree to pay on a half yearly basis their respective CIL Revenues to the County Council.
- 3.3 The County Council shall on receipt of the CIL Revenues pursuant to clause 3.2 above promptly allocate the CIL Revenues to the Infrastructure Investment Fund.

- 3.4 The County Council as the accountable body shall manage the Infrastructure Investment Fund on a prudent basis for the purposes of the Annual Growth Programme and in accordance with the terms of this Agreement. This shall include reporting to the GNGB on a twice yearly basis in appropriate terms including advising on the available funding within the Infrastructure Investment Fund and the quantum of works that can be funded.
- 3.5 The County Council shall invest this Fund for treasury management purposes in accordance with the County Council's Treasury Strategy and at the average interest rate achieved by the County Council for such investments. All interest that accrues on the credit balance of the Infrastructure Investment Fund from time to time pursuant to this clause 3.5 shall be credited to the Infrastructure Investment Fund.
- 3.6 In the event that the Infrastructure Investment Fund is in deficit due to a decision by the Parties to operate a deficit as a short term funding approach the Parties will consider whether it is reasonable for the County Council to charge interest. Subject to all Parties' agreement such agreement not to be unreasonably withheld the County Council shall recover interest charges payable in respect of an Infrastructure Investment Fund deficit at a rate in accordance with the County Council Treasury Strategy's average interest rate for investments current at that time and the Infrastructure Investment Fund shall be debited accordingly.
- 3.7 In the event of lower than anticipated CIL Revenues the Parties shall take all reasonable measures to avoid a deficit in the Infrastructure Investment Fund which may include re-phasing existing projects cancelling projects and re-financing loans.
- 3.8 From time to time the County Council will enter into Loan agreements as a borrower on such terms as are approved in writing by the Parties for the purposes of the Annual Growth Programme as more particularly set out in the relevant Project Schedule (appended as a Schedule to this Agreement).

3.9 The County Council shall repay any such Loan as is referred to in clause 3.8 plus any associated borrowing costs as referred to above from the Infrastructure Investment Fund.

3.10 For the avoidance of doubt the District Councils will not be required by this Agreement to contribute any funds (e.g. general revenue or cash reserves) or make any payment other than as provided for in clause 3.2 above.

#### **4. Representations and Warranties**

4.1 At the date of this Agreement each of the Parties represents and warrants to the other Parties that:-

4.1.1 It has full power to enter into and perform this Agreement and the execution of this Agreement has been validly authorised.

4.1.2 Neither the execution of this Agreement by the Party nor the performance of its obligations under it will conflict with or result in any breach of any law or enactment or any deed, agreement or other instrument, obligation or duty to which the Party is bound save that nothing in this Agreement shall operate to unlawfully fetter the exercise of the Party's statutory powers or unlawfully constrain or unlawfully prevent the Party's compliance with its statutory duties; or cause any unlawful limitation on any of the powers whatsoever of the Party or on the right or ability of the officers of the Party to exercise such powers.

4.2 The Parties agree that the terms of this Agreement shall apply when borrowing is required to support the delivery of a Project (or Projects) within the Annual Growth Programme as detailed in the attached Project Schedules.

#### **5. Projects**

5.1 The GNGB will recommend on an annual basis a programme of projects ("the Annual Growth Programme"), including any recommended draw down on borrowing, taking into account each Party's annual business plans.

- 5.2 Projects in the Annual Growth Programme in the majority of cases will be derived from the Greater Norwich Infrastructure Plan.
- 5.3 Upon endorsement by the Parties of the recommendations of the GNGB, the Parties shall within 21 days sign the Project Schedule in the template form appended at Schedule 1. Once signed by the Parties, a Project Schedule becomes part of this Agreement.
- 5.3.1 A Project Schedule that has been signed by all Parties may be amended at any time in accordance with clause 16.
- 5.3.2 Unless terminated earlier in accordance with this Agreement, each Project Schedule has contractual effect during the applicable Project Period.
- 5.3.3 Each Party shall in relation to the obligations allocated to it in a Project Schedule agreed in accordance with this clause:
- 5.3.3.1 perform such obligations, including by providing the Inputs in accordance with timeframes or milestones (if any) specified in the Project Schedule;
- 5.3.3.2 use reasonable care and skill in performing such obligations;
- 5.3.3.3 comply with all laws applicable to it;
- 5.3.3.4 obtain and maintain consents, licences and permissions (statutory, regulatory, contractual or otherwise) that are necessary to enable it to comply with such obligations.
- 5.4 Liabilities in respect of any overspend or delay in respect of Project Schedule timeframes or milestones shall be as set out in the respective Project Schedule.

## 6. **Binding Agreement**



- 6.1 This Agreement may be executed in any number of counterparts, each of which when executed and delivered shall constitute an original of this Agreement, but all the counterparts shall together constitute the same Agreement. No counterpart shall be effective until each Party has executed at least one counterpart.
- 6.2 No person who is not a party to this Agreement shall have any rights under the Contracts (Rights of Third Parties) Act 1999 to enforce any term of this Agreement.
- 6.3 Where any Party withdraws from this Agreement:
- 6.3.1 the rights of that Party in respect of the Agreement shall cease on such withdrawal;
  - 6.3.2 the Agreement shall continue in full force in respect of (a) any liabilities which arise out of this Agreement up to the date of withdrawal pursuant to clause 6.4 and (b) those Loan related liabilities referred to in and assumed pursuant to clause 6.5; and
  - 6.3.3 the disputes procedure set out in Clause 11 shall remain in force in respect of any of the matters arising from the performance of or withdrawal of a Party under this Agreement.
- 6.4 A Party wishing to withdraw from this Agreement shall give written notice to each of the other Parties such notice to expire at any time and the date of withdrawal of that Party shall be the date 12 months from the date of the receipt of the notice by the other Parties.
- 6.5 In the event of a District Council withdrawing from the Agreement before the Termination Date the withdrawing District Council commits in respect of those Projects to which by means of a Project Schedule it is party and that have been agreed to prior to receipt of notice of the Party's withdrawal in accordance with clause 6.4 to continue to pay to the County Council the Continuing CIL Payments being such proportion of the withdrawing District

Council's CIL Revenues to enable the County Council to meet from such payments its obligations to meet repayment and associated interest liabilities pursuant to any Loans in relation to those Projects. Without prejudice to the obligation of the withdrawing District Council to make such payments all Parties agree to use reasonable endeavours to negotiate a financial settlement in regard to the Continuing CIL Payments and the County Council's liabilities in respect of the Loans that is fair and reasonable to all Parties. Unless specifically set out in Project Schedules in calculating for the purposes of such settlement the withdrawing District Council's Continuing CIL Payments payable to the County Council on the Projects for which borrowing has been undertaken pursuant to this Agreement the Parties shall take into account the following factors:

- 6.5.1 Past CIL Revenue contributions made pursuant to this Agreement;
  - 6.5.2 Any surplus or deficit in the Infrastructure Investment Fund at the point of withdrawal;
  - 6.5.3 Future CIL Revenue contributions that will need to be made by all Parties to fund any outstanding loans including interest until they are repaid;
  - 6.5.4 The Community Infrastructure Levy projected to arise within the area of the withdrawing District Council over the remaining period of the Loan(s); and
  - 6.5.5 Any other financial obligations/commitments entered into under this Agreement.
- 6.6 If the Parties cannot agree a financial settlement in regard to the remaining liabilities referred to in clause 6.5 within 9 months of the issuing of notice pursuant to clause 6.4, the dispute resolution procedure in clause 11 shall be invoked.

## **7. Information flow and Project management**

- 7.1 To enable the Parties to maximise the benefits of their collaboration, each Party shall:
- 7.1.1 engage the others in planning discussions in relation to the Projects and proposed projects from time to time;
  - 7.1.2 keep the other Parties informed about its own progress in relation to each Project; and
  - 7.1.3 facilitate regular discussions between appropriate members of its personnel and those of the other Parties in relation to each Project, including in relation to:
    - 7.1.3.1 repayment and funding aspects
    - 7.1.3.2 performance and issues of concern in relation to each Project;
    - 7.1.3.3 new developments and resource requirements;
    - 7.1.3.4 compliance with deadlines; and
    - 7.1.3.5 such other matters as may be agreed between the Parties from time to time.
  - 7.1.4 Each Party shall:
    - 7.1.4.1 supply to the other Parties information and assistance reasonably requested by them relating to a Project as is necessary to enable other Parties to deliver their own obligations in relation to the Project; and
    - 7.1.4.2 review documentation, including draft specifications or service descriptions or other technical documentation, for use when performing its obligations in relation to a Project (if any), as soon as reasonably practicable at the request of the other party, and notify it of any errors or incorrect assumptions made in any such documents so far as it is aware.

## **8. Escalation**

- 8.1 If any Party has any issues, concerns or complaints about a Project, or any matter in this Agreement, that Party shall notify the other Parties and the Parties shall then seek to resolve the issue by a process of consultation.
- 8.2 If any Party receives any formal inquiry, complaint, claim or threat of action from a third party (including, but not limited to, claims made by a supplier or requests for information made under the Freedom of Information Act 2000) in relation to the Project, the matter shall be promptly referred to the GNGB (or its nominated representatives). No action shall be taken in response to any such inquiry, complaint, claim or action, to the extent that such response would adversely affect the Project, without the prior approval of the GNGB (or its nominated representatives).

## **9. Events of Default**

- 9.1 Where an Event of Default occurs, the County Council may by notice in writing to the defaulting Party require the Party to meet as soon as reasonably practicable and agree, acting reasonably, a repayment plan to repay the outstanding CIL Revenues.
- 9.2 In the event of there being insufficient CIL Revenues in the Infrastructure Investment Fund to meet the Loan repayments including for the avoidance of doubt any interest charges:
- 9.2.1 the County Council, in consultation with and by written notice to the GNGB, may at its sole discretion restructure the Loan or defer further drawdowns from the Infrastructure Investment Fund until such time that sufficient funds become available;
- 9.3 Upon notice by the County Council the Parties always acting in accordance with the Principles will agree the reasonable restructuring and amendment of the Districts' respective CIL Revenues to ensure that where possible the County Council is "no better nor no worse" financially in relation to its

provision and administration of the Loan facility, using 9.2 methodology subject always to clause 3.10.

## **10. Freedom of Information and Environment Information Regulations**

- 10.1 Nothing in this Agreement shall prevent the Parties from disclosing any Information which any Party is required to disclose in order to comply with the FOIA and any other statutory requirements whether or not existing at the date of this Agreement, provided always that the Parties shall, where reasonably practicable, seek to collaborate in relation to Requests for Information with a view to treating such requests in a consistent manner as between the Parties.
- 10.2 The Parties commit to share data and knowledge relevant to the Agreement where appropriate and in accordance with their duties under the Data Protection Act 1998.

## **11. Dispute Resolution Procedure**

- 11.1 The Section 151 officers of the Parties shall attempt in good faith to negotiate a settlement to any dispute arising between them arising out of or in connection to this Agreement. If an agreement cannot be reached the issue will be referred to the Parties' Chief Executive Officers or Managing Directors.
- 11.2 If the Parties are for any reason unable to resolve the dispute within 45 days of it being referred to them, the Parties will attempt to settle it by mediation in accordance with the CEDR Model Mediation Procedure. Unless otherwise agreed between the Parties, the mediator shall be nominated by CEDR Solve. To initiate the mediation, a Party must serve notice in writing (ADR notice) to the other parties to the dispute, requesting a mediation. A copy of the ADR notice should be sent to CEDR Solve. The mediation will start not later than 30 days after the date of the ADR notice.
- 11.3 The commencement of mediation shall not prevent the Parties commencing or continuing court proceedings in relation to the dispute under clause 19 which clause shall apply at all times.

**12. Effect on Invalidity of any Provision**

- 12.1 If at any time any of the provisions of this Agreement become illegal, invalid or unenforceable in any respect under any law or regulation of any jurisdiction, neither the legality, validity nor enforceability of the remaining provisions of this Agreement shall be in any way affected or impaired as a result.

**13. No Waiver**

- 13.1 No failure or delay on the part of the Parties in exercising any right or power and no course of dealing between the Parties hereto shall operate as a waiver nor shall any single or partial exercise of any right or power of a Party prevent any other or further exercise thereof or the exercise of any other right or power of the Parties. The rights and remedies of the Parties are cumulative and not exclusive of any rights or remedies which the Parties would otherwise have.

**14. No Fettering of Discretion/Statutory Powers and Novation**

- 14.1 Nothing contained in or carried out pursuant to this Agreement and no consents given by the Parties shall unlawfully prejudice the Parties' rights powers or duties and/or obligations in the exercise of their functions or under any statutes, byelaws, instruments, orders or regulations.
- 14.2 The County Council shall be entitled to novate the Agreement to any other body which substantially performs any of the functions that previously had been performed by the County Council.

**15. Entire Agreement**

- 15.1 This Agreement and the documents referred to in it including for the avoidance of doubt the Joint Working Agreement constitute the entire Agreement between the Parties and supersede and replace any previous Agreement, understanding, representation or arrangement of any nature between the Parties relating to the subject matter of this Agreement.

- 15.2 The Parties shall only represent themselves as being an agent, partner or employee of any other Party to the extent specified by this Agreement and shall not hold themselves out as such nor as having any power or authority to incur any obligation of any nature express or implied on behalf of any other Party except to the extent specified in this Agreement.
- 15.3 Any provision of this Agreement that expressly or by implication is intended to come into or continue in force on or after termination or expiry of this Agreement including clauses 2, 3, 5, 6, 9 and 11 shall remain in full force and effect.
- 15.4 Termination or expiry of this Agreement shall not affect any rights, remedies, obligations or liabilities of the Parties that have accrued up to the date of termination or expiry, including the right to claim damages in respect of any breach of the Agreement which existed at or before the date of termination or expiry.
- 15.5 This Agreement may be executed in any number of counterparts, each of which when executed and delivered shall constitute a duplicate original, but all the counterparts shall together constitute the one agreement.
- 15.6 Transmission of the executed signature page of a counterpart of this Agreement by (a) fax or (b) email (in PDF, JPEG or other agreed format) shall take effect as delivery of an executed counterpart of this Agreement.
- 15.7 No counterpart shall be effective until each party has executed and delivered at least one counterpart.

## 16. **Variation**

- 16.1 This Agreement may only be varied by written agreement of the Parties

## 17. **Set-off**



17.1 All amounts due under this Agreement shall be paid in full without any set-off, counterclaim, deduction or withholding (other than any deduction or withholding of tax as required by law).

**18. Further assurance**

18.1 At any time upon the written request of the County Council, the Party will promptly execute and deliver or procure the execution and delivery of any and all such further instruments and documents as may be necessary for the purpose of obtaining for the Parties the full benefit of this Agreement and of the rights and powers granted in it.

**19. Governing Law & Jurisdiction**

19.1 This Agreement shall be governed by and construed in accordance with English law and, without affecting the dispute resolution procedure set out in clause 11, each Party agrees to submit to the exclusive jurisdiction of the courts of England.

**IN WITNESS** hereof the parties hereto have executed this Agreement as a Deed the day and year first written

THE COMMON SEAL OF **NORFOLK**

**COUNTY COUNCIL** was affixed hereto

in the presence of:-

.....

Authorised Signatory

THE COMMON SEAL OF **BROADLAND**

**DISTRICT COUNCIL** was affixed hereto

in the presence of

.....

Authorised Signatory

THE CORPORATE SEAL OF **NORWICH**

**CITY COUNCIL** was affixed hereto

in the presence of:-

.....

Authorised Signatory

THE COMMON SEAL OF **SOUTH NORFOLK**

**DISTRICT COUNCIL** was affixed hereto

in the presence of:-

.....

Authorised Signatory

## **SCHEDULE 1**

### **Annual Growth Programme**

Relating to GNGB Partner Draw-down and Borrowing Authorisations Agreement

Dated \_\_\_\_\_ 20[ ]

**BROADLAND DISTRICT COUNCIL**

**NORWICH CITY COUNCIL**

**SOUTH NORFOLK DISTRICT COUNCIL**

**&**

**NORFOLK COUNTY COUNCIL**

- 
- Project
  - Project Period
  - Background
  - Agreed terms
  - Project period
  - Additional Terms & Conditions
  - Fees and expenses
  - Repayment and review
  - Payment schedule: loan repayment profile to include interest payments

| Repayment<br>Date | Repayments<br>(£) | Repayment<br>Date | Repayments<br>(£) |
|-------------------|-------------------|-------------------|-------------------|
|                   |                   |                   |                   |
|                   |                   |                   |                   |
|                   |                   |                   |                   |
|                   |                   |                   |                   |

## VOLUNTARY PREPAYMENTS

Details to be considered/set out.

|                          |       |   |
|--------------------------|-------|---|
| Signed by [ ]            | ..... |   |
| Section 151 Officer      | [     | ] |
| for and on behalf of [ ] |       |   |
| Signed by [ ]            | ..... |   |
| Section 151 Officer      | [     | ] |
| for and on behalf of [ ] |       |   |
| Signed by [ ]            | ..... |   |
| Section 151 Officer      | [     | ] |
| for and on behalf of [ ] |       |   |
| Signed by [ ]            | ..... |   |
| Section 151 Officer      | [     | ] |
| for and on behalf of [ ] |       |   |

## **SCHEDULE 2**

### **Annual Growth Programme Project re Construction of the Norwich Northern Distributor Road**

Relating to GNGB Partner Draw-down and Borrowing Authorisations  
Agreement

Dated \_\_\_\_\_ 20[ ]

**BROADLAND DISTRICT COUNCIL**

**NORWICH CITY COUNCIL**

**SOUTH NORFOLK DISTRICT COUNCIL**

**&**

**NORFOLK COUNTY COUNCIL**

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#### **1 Project**

- Construction of the Norwich Northern Distributor Road (the 'NDR')

#### **2 Project Description**

- The NDR is a dual carriageway all-purpose strategic distributor road, which will link the A1067 Fakenham Road near Attlebridge to the A47 Trunk Road (T) at Postwick. This will be over a length of approximately 20.4km. The NDR will improve connectivity and accessibility across both the northern part of the Norwich urban area and areas of the county in an arc from the northwest to the east of this main urban area. Such improvement will ease the relative

disadvantage of the peripheral location of these areas and provide the basis of the transport infrastructure required to address existing and future problems, and to achieve the growth objectives which have been identified for Norwich and its surrounding area.

- The NDR is an essential piece of transport infrastructure that releases an estimated £1bn of economic benefits for Norwich and Norfolk by reducing congestion and offering new access to key strategic employment and growth locations.

### **3 Project Period**

- The project is due to mobilize in autumn 2015 with essential ground clearance work to be carried out before ground nesting season commencing late October 2015. Should this be achieved, full mobilization and construction will begin in March 2016 with a majority of the works completed by autumn 2017.

### **4 Background**

- As part of the consultation on a revised Norwich Area Transportation Strategy (NATS) undertaken in 2003, the public were asked if they supported a NDR. The consultation indicated strong local support for the NDR with 78% of respondents being in favour.
- The overall strategy for the revised NATS was agreed in 2004. It recognised the Norwich Area as a centre where growth would be focussed and therefore the strategy looked to provide the essential infrastructure needed to accommodate this growth, including a Northern Distribution Road.
- The NDR is of national significance pursuant to a direction made by the Secretary of State for Transport under section 35 of the Planning Act 2008.
- Following public consultation in 2013 and examination in public during summer 2014 the panel of inspectors from the Planning Inspectorates report recommended the NDR for development. SoS Patrick McLoughlin MP signed a Development Consent Order (DCO) giving permission for the NDR to be constructed

## 5 Agreed terms

- Loan funding would be repaid over a 25 year period

## 6 Additional Terms & Conditions

- In accordance with paragraph 5.4 of the Agreement, Liabilities in respect of any overspend or delay in respect of Project Schedule timeframes and milestones shall be shared as follows:

| Partner                | Share of overspend risk | Share of timeframes and milestones risk |
|------------------------|-------------------------|---|
| Norfolk County Council | 100%                    | 100%                                    |

## 7 Fees and expenses

- The County Council shall borrow funds from various sources as they are identified to assist with the delivery of the Growth Programme. The County Council shall ensure that the cost of any borrowing (up to £40m) for this purpose will be undertaken at the equivalent of the prevailing Public Works Loan Board project rate discount as set out in the City Deal dated 12 December 2013.
- Funding from the Infrastructure Investment Fund for the purposes of the NDR shall be capped at £40 million plus any associated borrowing costs incurred by the County Council as provided for herein.

## 8 Repayment and review

- In accordance with paragraph 3.4 of the Agreement, Norfolk County Council shall use the Infrastructure Investment Fund to fund the costs of borrowing costs in accordance with the following schedule.

Illustrative costs of borrowing to be funded from Infrastructure Investment Fund:

*DRAFTING NOTE: The interest rate incorporated within this costs of borrowing table is that applicable at the end of June 2015 and will be updated by the County Council at the date of funds drawdown.*

| Financial year | Borrowing requirement | Re-payment | Annual costs of borrowing to be funded | Cumulative costs of borrowing to be funded |
|----------------|-----------------------|------------|--|--|
|----------------|-----------------------|------------|--|--|



|              |                    | year | from Infrastructure<br>Investment Fund | from Infrastructure<br>Investment Fund |
|--------------|--------------------|------|--|--|
|              | £                  |      | £                                      | £                                      |
| 2015/16      | 7,623,953          |      |  |  |
| 2016/17      | 19,100,380         |      |  |  |
| 2017/18      | 10,075,949         | 1    | 1,913,679                              | 1,913,679                              |
| 2018/19      | 2,749,718          | 2    | 2,066,707                              | 3,980,386                              |
| 2019/20      | 450,000            | 3    | 2,229,269                              | 6,209,655                              |
| 2020/21      |                    | 4    | 2,256,747                              | 8,466,402                              |
| 2021/22      |                    | 5    | 2,256,747                              | 10,723,149                             |
| 2022/23      |                    | 6    | 2,256,747                              | 12,979,896                             |
| 2023/24      |                    | 7    | 2,256,747                              | 15,236,643                             |
| 2024/25      |                    | 8    | 2,256,747                              | 17,493,390                             |
| 2025/26      |                    | 9    | 2,256,747                              | 19,750,137                             |
| 2026/27      |                    | 10   | 2,256,747                              | 22,006,884                             |
| 2027/28      |                    | 11   | 2,256,747                              | 24,263,631                             |
| 2028/29      |                    | 12   | 2,256,747                              | 26,520,378                             |
| 2029/30      |                    | 13   | 2,256,747                              | 28,777,125                             |
| 2030/31      |                    | 14   | 2,256,747                              | 31,033,872                             |
| 2031/32      |                    | 15   | 2,256,747                              | 33,290,619                             |
| 2032/33      |                    | 16   | 2,256,747                              | 35,547,366                             |
| 2033/34      |                    | 17   | 2,256,747                              | 37,804,113                             |
| 2034/35      |                    | 18   | 2,256,747                              | 40,060,860                             |
| 2035/36      |                    | 19   | 2,256,747                              | 42,317,607                             |
| 2036/37      |                    | 20   | 2,256,747                              | 44,574,354                             |
| 2037/38      |                    | 21   | 2,256,747                              | 46,831,101                             |
| 2038/39      |                    | 22   | 2,256,747                              | 49,087,848                             |
| 2039/40      |                    | 23   | 2,256,747                              | 51,344,595                             |
| 2040/41      |                    | 24   | 2,256,747                              | 53,601,342                             |
| 2041/42      |                    | 25   | 1,831,986                              | 55,433,328                             |
| <b>Total</b> | <b>£40,000,000</b> |      | <b>£55,433,328</b>                     |  |

## 9 VOLUNTARY PREPAYMENTS

If the Parties agree to make additional repayments over and above those listed above, a new schedule will be produced based on the remaining outstanding debt, including interest, in accordance with paragraph 16 of the Agreement “Variation”.

Signed by [ ] Section 151 Officer .....

for and on behalf of [ ]  
[ ]

Signed by [ ] Section 151 Officer .....

for and on behalf of [ ]  
[ ]

Signed by [ ] Section 151 Officer .....

for and on behalf of [ ]  
[ ]

Signed by [ ] Section 151 Officer .....

for and on behalf of [ ]  
[ ]

## Greater Norwich Growth Board

### Infrastructure Investment Fund Programme Governance

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#### **Purpose**

The purpose of the Infrastructure Investment Fund is to deliver the capital programme of projects identified in the Joint Core Strategy (JCS) and the Local Investment Plan and Programme (LIPP). These include but are not restricted to:

- Norwich Area Transportation Strategy (NATS), including the NDR
- Long Stratton Bypass
- Schools
- Green Infrastructure
- Community Space
- Libraries
- Sports Provision

It is estimated that this represents approximately £440 million of investment over a fifteen year duration (the figures are based on the current cost of these projects as presented to HMT as part of PWLB agreement). The project profile will be updated through the agreed business plans and managed by the Greater Norwich Growth Board.

#### **Management of the Infrastructure Investment Fund**

The decision on the timing and delivery of the projects will be determined by the Greater Norwich Growth Board, who will ensure the co-ordination between projects being delivered by the Strategic Infrastructure Investment Fund and those being delivered by the Local Infrastructure Fund. They will also ensure the wider synchronization of Infrastructure projects alongside the other two key strands of the City Deal programme, namely Skills and Business Support.

Norfolk County Council has been given the authority through the Greater Norwich City Deal agreement to borrow up to £60 million from the Public Works Loan Board (PWLB) to assist with the delivery of the LIPP.

In the overarching governance, the Greater Norwich Growth Board has the authority to request Norfolk County Council to borrow on its behalf.

# Greater Norwich Growth Board

## Delivery of the Infrastructure Investment Fund

The implementation of the agreed programme of projects will be through the Greater Norwich Growth Board. The Board will use the joint business plan to determine the programme of projects for the forthcoming year and the next five years and the timeline for delivery. This Board will decide how each project will be delivered and the appropriate accountable body for delivery of each project.

## Process for determining the timing of the delivery of projects

Broadland, Norwich City, South Norfolk and Norfolk County Councils, and New Anglia LEP will produce a joint business plan that will take account of the requirements across the three districts and will prioritise the projects to be delivered in the whole area as well as the geographical area for their council. The joint business plan will require prior approval by the Councils and the LEP.

The Greater Norwich Growth Board will report annually on the progress of each project by the 1 June, this information will assist the Councils' annual review of the joint plan. Any changes which the Councils wish to see will be reflected in the revised joint business plan which will be submitted to the Greater Norwich Growth Board.

The joint business plan will be reviewed by each Council on an annual basis with any agreed changes being fed through to the programme setting process by the Greater Norwich Growth Board. The approval by each Council of the joint business plan will be completed annually by the 30 September

## Criteria for prioritisation

To assist the Greater Norwich Growth Board in determining the order of priority and to manage the annual delivery, projects will be assessed against set criteria. These criteria will include:

- **Projects which are already in progress.** Projects which are in progress that can demonstrate certainty of delivery, will take precedence over any new projects. Any changes in cost and timescale will be taken into account.
- **The funding of the individual projects.** Where projects are being funded by central government or European funding then this may determine the timing of their delivery.
- **The impact of the delivery of the individual project in terms of jobs, housing and economic growth.** Those projects which contribute a higher level of these will need to be delivered sooner, having taken any constraints into account such as planning permissions, external funding, co-reliance of other on-going projects etc.

# Greater Norwich Growth Board

- Criteria to assess the prioritisation/authorisation of the projects is agreed and in place as set out in the Local investment Plan and Programme.
- The integration of this programme with those projects being delivered through the Local Infrastructure Fund and the other two strands of the City Deal.
- The funding of the programme and how the timing of individual projects will impact on the requirement to borrow. The Greater Norwich Growth Board will need to balance the delivery of the projects with the cost of borrowing.

The Greater Norwich Growth Board will determine the programme for the forthcoming year by the 31 December together with the accountable body for each project. Unless there is good reason Norfolk County Council will be the (financial) accountable body. The body taking responsibility for procuring and delivering the project will be assessed as part of the programme.

## **Funding of agreed programme & Community Infrastructure Levy (CIL)**

The GNDP has identified funding from a variety of sources including planning obligations under s.106 of the Town and Country Planning Act, Government departments and agencies and the Community Infrastructure Levy (CIL). Apart from CIL the other sources of funding can be aligned with specific projects.

The funding remains fluid as new sources are identified or can be applied for as projects are commenced.

Current estimates are that there will be a funding gap for which PWLB financing can be used. Under current regulations only Norfolk County Council are permitted to borrow against the future income stream from CIL (in accordance with the CIL regulations). Under the City Deals agreement a lower rate of borrowing has been agreed from the PWLB for borrowings up to £60 million.

In order to give assurance to Norfolk County Council, as the accountable body, that the CIL funding will be made available, the three local authorities will sign an agreement to pass over their contribution to Norfolk County Council or other accountable bodies (if different to Norfolk County Council). It is recognised that the CIL may be used to repay borrowing undertaken by Norfolk County Council on behalf of the Greater Norwich Growth Board for the delivery of the LIPP.

The local authorities will pass CIL over to the accountable body on a half yearly basis. The accountable body will invest the CIL income, in order to earn interest until such time that it is required. The interest will be invested in the projects as well.

In accordance with the CIL legislation, Norwich City Council, Broadland or South Norfolk District Councils deduct up a maximum of 5% of the CIL to cover administration costs, such as invoicing and collection of CIL

# Greater Norwich Growth Board

The relevant percentage of CIL which is required to be paid over to the Parish/Town Council in Broadland and South Norfolk is dependent upon whether there is a Neighbourhood plan in place. As Norwich is un-parished the community element of CIL (15%) will be held and managed by the City Council. The remaining balance of CIL from each local authority will be designated for infrastructure investment, identified in the long-term capital programme to 2026.

## Profiling of spend v funding

It is essential that the Greater Norwich Growth Board consider the cost of borrowing when agreeing the programme of projects, as this will need to be paid from CIL income.

Funding will be allocated to projects on the following basis and in this order:

- Funding which has been provided specifically to that project
- The CIL funding will then be spread pro-rata annually (as a percentage of the outstanding funding requirement for each project) across the projects so that if there is a shortfall, the cost of borrowing is then attributed across these projects as well.

It is important to establish the method funding is allocated to individual projects so that it is clear the amount of borrowing (if any) that is being used to fund individual projects. This will be important should any of the local authorities wish to exit the agreement in future years.

## Commissioning of projects

Once the Greater Norwich Growth Board has agreed the programme of projects then the Greater Norwich Infrastructure Delivery Board will commission the work required to deliver the project in accordance with the County or accountable body's rules of financial governance and contract standing orders.

## Monitoring & Reporting of projects

The Accountable Body will report monthly to the Greater Norwich Infrastructure Delivery Board on the progress of its individual projects in accordance with the signed-off contract/delivery timeline. This reporting will include as a minimum:

- Progress against the agreed project plan including milestones
- Progress against the agreed budget, including justification for variances and slippages;
- Where there are slippages on programmes, how these will be addressed and potential impact on overall delivery of the programme;

# Greater Norwich Growth Board

- Major risks and their mitigation
- Communication plans around the progress and delivery of projects to the public so there is no confusion between the members of the Greater Norwich Growth Board on the message being told.

The reporting must highlight any variations in terms of timescale, costs, resources and funding.

The Greater Norwich Infrastructure Delivery Board will report regularly to the Greater Norwich Growth Board on all projects and highlight those which are not being delivered as agreed. Where issues arise then the Greater Norwich Growth Board have the authority to reprioritise the programme of projects. This includes:

- Bringing projects forward where other projects have been delayed.
- Delaying forthcoming projects to enable funding to be reassigned to existing projects whose costs have increased.
- Requesting Norfolk County Council to borrow to pay for unexpected increases in costs for projects already underway.
- Stopping projects should the need arise.

It has been agreed through the City Deals that the four local authorities, in their reporting requirements for the use of CIL, will not have to comply with the requirement to report at individual project level the amount of CIL which they have individually utilised. Instead the authorities can state the amount of CIL they have used as a total and list those projects which CIL has funded.

## **Delivery of projects – signing and adoption after completion**

The Greater Norwich Infrastructure Delivery Board will sign off each completed project. Once the project has been delivered by the Accountable Body it will be adopted by the applicable authority and on-going maintenance of these assets will be the responsibility of the adopter.

## **Formal Agreement**

There is a requirement for the Greater Norwich Growth Board to have a formal agreement with the Accountable Bodies, prior to the commencement of the programme of projects. This agreement must bind authorities with regards to:

- Passing to the accountable body the balance of CIL after the admin percentage (up to 5%) and the Parish/Town Council proportion (15 or 25% if a neighbourhood Plan is in place) has been paid



# Greater Norwich Growth Board

- The criteria for assessing the business plans to formulate the programme of projects
- An exit strategy for a local authority

## **Exiting agreement early**

The delivery of the strategic infrastructure in the LIPP is predicted to take fifteen years, and it is anticipated that the Greater Norwich Growth Board will be in existence for the whole duration.

**Broadland District Council**

**and**

**Norwich City Council**

**and**

**South Norfolk Council**

**and**

**Norfolk County Council**

**and**

**New Anglia Local Enterprise Partnership**

**Joint Working Agreement**

**For the Creation of a**

**Greater Norwich Growth Board**

**THIS AGREEMENT** is made the

day of

2014

**BETWEEN**

**BROADLAND DISTRICT COUNCIL**

**AND**

**NORWICH CITY COUNCIL**

**AND**

**SOUTH NORFOLK COUNCIL**

**AND**

**NORFOLK COUNTY COUNCIL**

**THE NEW ANGLIA LOCAL ENTERPRISE PARTNERSHIP ("LEP")**

**WHEREAS**

1. Broadland District Council, Norwich City Council, South Norfolk Council and Norfolk County Council are the Local Authorities for the Greater Norwich area. New Anglia LEP is the Local Enterprise Partnership for Norfolk and Suffolk.
2. The afore-mentioned Local Authorities and the Local Enterprise Partnership are hereafter referred to as **'the parties'**
3. The parties have agreed to work together to establish a Greater Norwich Growth Board overseeing the delivery of the Greater Norwich Growth Programme.
4. The parties intend that such arrangements for the Greater Norwich Growth Board shall be an effective mechanism for joint management of the Greater Norwich Growth Programme.

**IT IS HEREBY** agreed as follows:-

**1 Interpretation**

- 1.1 In this Agreement unless the context otherwise requires the following expressions have the following meanings:-

**"The Agreement"** means this Agreement comprising the terms and conditions together with the Schedules hereto.

**"The Commencement Date"** means the date on which this Agreement is executed by the parties.

**"The Constitution"** means the constitution of the Greater Norwich Growth Board as set out in Schedule A to this Agreement.

**"The GNGB Board"** or **"Board"** means the representatives of the parties appointed to the Board.

**"Programme"** means the Greater Norwich Growth Programme developed by the GNGB in accordance with this Agreement as approved annually by Broadland District Council, Norwich City Council, South Norfolk Council, Norfolk County Council and the LEP.

**"SEP"** is the New Anglia Strategic Economic Plan that sets out the economic vision for Norfolk and Suffolk until 2025.

**"City Deal"** is the agreement signed in December 2013 between central government and the parties.

- 1.2 Reference to any statute or statutory provision includes a reference to that statute or statutory provision as from time to time amended extended or re-enacted.
- 1.3 Words importing the singular include the plural, words importing any gender include every gender, words importing persons include bodies corporate and unincorporated; and (in each case) vice versa.
- 1.4 Reference to Clauses and Schedules are references to clauses and schedules of this Agreement and any reference to a sub provision is unless otherwise stated a reference to a sub provision of the provision in which the reference appears.
- 1.5 The Clause and paragraph headings and titles appearing in this Agreement are for reference only and shall not affect its construction or interpretation.

## 2 Term

- 2.1 This Agreement shall come into effect on the Commencement Date and shall continue in force in respect of the parties until such time as the parties so agree, unless this Agreement is terminated earlier in accordance with its terms.
- 2.2 Should one or more of the parties wish to leave the Greater Norwich Growth Board then they can do so. However the following will apply:
  - 2.2.1 Local authorities can only leave the Greater Norwich Growth Board on the 31 March each year.
  - 2.2.2 At least one calendar year's notice must be given in writing of the wish to leave. This timeframe recognises that there may be a need to organise other funding streams.
  - 2.2.3 When a local authority wishes to leave, the costs and funding of projects which have been attributed to them, including on-going

costs of borrowing will be calculated as at the date of exiting. The party/parties will have to repay any excess funding they have received along with their contribution of any on-going costs of borrowing. Should a situation arise where a local authority has made a larger contribution the Greater Norwich Growth Board will repay the party/parties, in some cases this may necessitate borrowing by Norfolk County Council to raise the funds.

### **3 General Principles**

- 3.1 This Agreement has been entered into by the parties to establish a Greater Norwich Growth Board comprising representatives of each of the parties.
- 3.2 The parties will work together in good faith and in an open, co-operative and collaborative manner for the duration of this Agreement. The parties' members and officers will work together in the spirit of mutual trust in order to endeavour to procure the successful implementation of the Greater Norwich Growth Programme.
- 3.3 Board meetings will be held in public providing an open forum for debate and decision.
- 3.4 All Board papers, technical reports that support decision making and scheme business cases will be made publicly available, including publication on a suitable website.
- 3.5 Clear policies on conflict of interest and hospitality will be adopted by the Board.
- 3.6 The parties and the Board shall comply with The Code of Recommended Practice for Local Authorities on Data Transparency.
- 3.7 Costs associated with the Board, (including all administrative and secretarial support) and any costs incurred by any member of the Board on behalf of the Board (having been approved beforehand by the Board), shall be shared equally between the parties. Members expenses/allowances for attending Board meetings will be met by the individual parties.

### **4 Status of this Agreement**

- 4.1 The parties agree that this Agreement shall take the form of a legally binding contractual relationship and shall from the Commencement Date be construed accordingly.

### **5 Greater Norwich Growth Board - Representation**

- 5.1 The parties agree to constitute the Board to discharge its functions on the terms set out in the Constitution.

- 5.2 In appointing a representative to the Board, Broadland District Council, Norwich City Council, South Norfolk Council and Norfolk County Council will, unless there are overriding reasons to the contrary, appoint as their representatives, a member of the cabinet (or equivalent for Norfolk County Council) of each Authority. The LEP shall appoint, so far as possible, a business representative who is not an elected representative of a local authority.
- 5.3 Insofar as any representative requires authority from his/her appointing body to attend and take part in the meetings of the Board and in any decisions required of the Board, **in accordance with the Business Plan**, each party hereby confirms that it has delegated all such powers to its appropriate representative (or equivalent for Norfolk County Council) or otherwise authorised such action.
- 5.4 The parties agree to keep the membership of the Board under review and to consider from time to time the addition of other bodies or organisations who may contribute to the achievement of the aims and objectives of the Board. Any changes to the membership or constitution shall only be by agreement of all the parties.

## 6 Functions of the Greater Norwich Growth Board

- 6.1 The functions of the Greater Norwich Growth Board include the following:
- *To provide strategic direction, monitoring and coordination of both the city deal and wider growth programme for the Greater Norwich area. It will have representation on, and links with, the Business Growth Programme Operational Board and the Employment and Skills Strategy Board*
  - *Implement an annual Greater Norwich Growth Programme (business plan) agreed by the parties*
  - *To take account of the New Anglia LEP Strategic Economic Plan and the Greater Norwich City Deal and ensure alignment with the Programme*
  - *Monitor progress of delivery and spend including reviewing the programme risks and risk mitigation measures*
  - *Secure the co-operation of all parties*
  - *Identify, lobby for, secure and coordinate funds*
  - *Receive reports/recommendations from the Greater Norwich Strategic Planning Group as and when required*

## 7 Greater Norwich Growth Programme

- 7.1 Broadland District Council, Norwich City Council, South Norfolk Council, Norfolk County Council and the New Anglia LEP shall develop and approve the Greater Norwich Growth Programme.

- 7.2 The Programme will be assessed annually. The annual Programme will set out the financial implications for income and expenditure for the forthcoming year; the cumulative financial impact of funding decisions on the Programme given funding and borrowing commitment from earlier years; and will take account of the long-term financial implications for the end of the programme period i.e. 2026.
- 7.3 The Councils will approve the Greater Norwich Growth Programme at least annually. The Programme shall be published on a suitable website.



**IN WITNESS** hereof the parties hereto have executed this Agreement as a Deed the day and year first written

The Common Seal of Broadland )  
District Council was affixed hereto )  
in the presence of the undersigned )  
authorised signatory )

Authorised Signatory

The Common Seal of Norwich )  
City Council was affixed hereto )  
in the presence of the undersigned )  
authorised signatory )

Authorised Signatory

The Common Seal of South Norfolk )  
Council was affixed hereto in the )  
presence of the undersigned )  
authorised signatory )

Authorised Signatory

The Common Seal of Norfolk )  
County Council was affixed hereto )  
in the presence of the undersigned )  
authorised signatory )

Authorised Signatory

Signed as a Deed by the Local )  
Enterprise Partnership )

Director

Director/Secretary

**Schedule A**  
**Greater Norwich Growth Board**  
**Constitution**

This Constitution has been approved by Broadland District Council, Norwich City Council, South Norfolk Council, Norfolk County Council, and New Anglia Local Enterprise Partnership ("the parties") as the Constitution of the Greater Norwich Growth Board.

**1 Establishment of the Greater Norwich Growth Board**

- 1.1 The Board shall discharge the functions of the Greater Norwich Growth Board in the manner set out in this Constitution.

**2 Objectives**

- 2.1 The functions and objectives of the Greater Norwich Growth Board are as set out in paragraph 6 of the Joint Working Agreement.

**3 Membership and Appointment of the Board of the Greater Norwich Growth Board**

- 3.1 The Board shall comprise 5 members, one being appointed by each of the parties. In appointing representatives to the Board, Broadland District Council, Norwich City Council, South Norfolk Council and Norfolk County Council will, unless there are overriding reasons to the contrary, appoint as its representative a member of the cabinet (or equivalent for Norfolk County Council) of the Authority. The LEP shall appoint, so far as possible, a business representative who is not an elected representative of a local authority.
- 3.2 All appointments to membership of the Board shall be made by notification in writing from the Chief Executive of the appointing Party.
- 3.3 Each Party may appoint an alternate (or substitute) member (based on the scheme of substitution of each of the parties) of the Board.
- 3.4 Membership of the Board shall cease in the event that the member ceases to be a member of his/her Authority or the LEP.

## **4 Chair and Vice-Chair of the Board**

- 4.1 At the first meeting of the Board and thereafter at its annual meeting the Board shall elect a Chair and Vice Chair from among its members on a rotating basis.
- 4.2 The Chair and Vice Chair should not be from the same appointing body and will serve for a 12 month period or when
  - 4.2.1 A new Chair is elected in accordance with Paragraph 4.1 above,
  - 4.2.2 He/she ceases to be a member of the Board, or
  - 4.2.3 He/she resigns from the office of Chair or Vice-Chair.
- 4.3 Where a casual vacancy arises in the office of Chair or Vice-Chair of the Board, the Board shall at its next meeting elect a Chair.
- 4.4 Where, at any meeting or part of a meeting of the Board, both the Chair and Vice Chair are absent or unable to act as Chair the Board shall elect one of the local authority members to preside for the whole or the balance of that meeting.

## **5 Secretary to the Board**

- 5.1 The Secretary shall be an officer of the appointing body of the Chair appointed by the Board for this purpose.
- 5.2 The Secretary shall support the Board.
- 5.3 The functions of the Secretary shall be -
  - To maintain a record of membership of the Board.
  - To maintain the Forward Plan.
  - To summon meetings of the Board in accordance with paragraph 6 below.
  - To prepare and send out the agenda for meetings of the Board in consultation with the Chair and the Vice-Chair.
  - To keep a record of the proceedings of the Board.
  - To take such administrative action as may be necessary to give effect to decisions of the Board.
  - Such other functions as may be determined by the Board.
  - Maintain a register of Board member interests.

## **6 Convening Meetings of the Board**

- 6.1 Meetings of the Board shall be held at such times, dates and places as may be notified to the members by the Secretary being such time, place and location as -

- 6.1.1 the Board shall from time to time resolve
- 6.1.2 the Chair of the Board or if he/she is unable to act, the Vice-Chair, shall notify to the Secretary, or
- 6.1.3 the Secretary in consultation where practicable with the Chair and Vice Chair shall determine in response to receipt of a request in writing addressed the Secretary -
- from and signed by any member of the Board, or
  - from the Chief Executive of any of the parties
- which request sets out an urgent item of business within the functions of the Board.
- 6.1.4 the Secretary shall settle the agenda for any meeting of the Board after consulting with the Chair.

## **7 Procedure at Meetings of the Board**

- 7.1 The Board shall, unless the member presiding at a meeting determines otherwise, conduct its business in accordance with the Rules of the Council in whose premises the meeting is held except insofar as may be specified to the contrary in this Constitution.
- 7.2 A meeting of the Board shall be inquorate and shall not be able to discharge any business unless all members of the Board are present.
- 7.3 Decisions and recommendations of the Board shall be unanimous.
- 7.4 The Board shall comply with The Code of Recommended Practice for Local Authorities on Data Transparency.

## **8 Attendance at Board Meetings**

- 8.1 The following are the officers who shall have a right of attendance
- the Chief Executive of any of the parties, or their representative
  - the Chief Finance Officer of the parties, or their representative
  - the Monitoring Officer of the parties, or their representative
  - the officers of each party required to advise the board on specific matters included on the agenda
- 8.2 Notwithstanding that a meeting or part of a meeting of the Board may not be open to the Press and public, the officers specified in Paragraph 8.1 above of each appointing Party shall be entitled, in person or by another officer nominated by that officer, to attend all, and all parts, of

such meetings, unless the particular officer has a conflict of interest as a result of a personal interest in the matter under consideration.

8.3 The meetings of the GNGB will be held in public.

## **9 Register of Interests and Conflict of Interest**

9.1 The Secretary shall maintain a register, available for public inspection, containing a record of the relevant interests of each of the members of the Board. In determining whether an interest should be declared and recorded the principles set out in the **[Local Government Code of Conduct]** shall apply.

## **10 Amendment of this Constitution**

This Constitution can only be amended by agreement of all the parties.

# Report to Cabinet

Item No. 13

**Report Title: Annual Treasury Management Outturn Report 2021-22**

**Date of Meeting: 6 June 2022**

**Responsible Cabinet Member: Cllr Andrew Jamieson** ( Cabinet Member for Finance)

**Responsible Director: Simon George** (Executive Director of Finance and Commercial Services)

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Introduction from Cabinet Member**

In accordance with regulatory requirements, this report provides information on the Treasury Management activities of the County Council for the period 1 April 2021 to 31 March 2022.

## **Executive Summary**

This report and the attached annex provides details of the 2021-22 treasury activities and highlights compliance with policy and strategy previously approved by Members in relation to treasury management

The Council's Treasury Management Panel has discussed and endorsed the recommendations in this report on 19 May 2022.

## **Recommendations:**

1. Endorse and recommend to County Council the Annual Treasury Management Outturn Report 2021-22 as set out in Annex 1

### **1. Background and Purpose**

- 1.1. This Annual Treasury Management Outturn Report forms an important part of the overall management of the Council's financial affairs. The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activity.

### **2. Proposals**

- 2.1. The report at Annex 1 provides details of the 2021-22 treasury activities and highlights compliance with policy and strategy previously approved by Members in relation to treasury management.

### **3. Impact of the Proposal**

- 3.1. The Annual Treasury Management Outturn Report demonstrate that during 2021-22, the Council's treasury management operations have been carried out in accordance with best practice and in compliance with legislative and regulatory requirements.

### **4. Evidence and Reasons for Decision**

#### **4.1. Annual Treasury Management Outturn Report**

The annex attached to this report sets out details of treasury management activities and outcomes for 2021-22, including:

- Investment activities
- Borrowing strategy and outcomes
- Non-treasury investments
- Prudential indicators.

- 4.2 The Council's Treasury Management Panel has discussed and endorsed the recommendations in this report.

### **5. Alternative Options**

- 5.1. In order to achieve treasury management in accordance with the Council's treasury management strategy, no viable alternative options have been identified to the recommendation in this report.

### **6. Financial Implications**

- 6.1. At 31 March 2022, the Council's external debt was £901m (£797m in 2020-21) and its investments totalled £268m (£211m in 2020-21).

Long-term borrowing rates started low in 2021 and began to rise in September 2021 as the Bank of England began to slowly increase the base lending rate. The Council has borrowed the full £110m planned for 2021-22 to support capital expenditure previously incurred, making use of temporary dips in the long-term borrowing rates in June, July and November 2021. Infrastructure loans are not impacted by the change in interest rates. However, the Council has not undertaken any new infrastructure loans in 2021-22.

The report covers the period to 31 March 2022 and reflects the impact of government actions in response to the Covid-19. After the Bank of England took emergency action in March 2020 to cut Bank Rate to 0.10%, it left Bank Rate unchanged at its subsequent meetings until raising it to 0.25% at its meeting on 16<sup>th</sup> December 2021, 0.50% at its meeting of 4<sup>th</sup> February 2022 and then to 0.75% in March 2022. Operationally, all treasury and banking functions have been performed successfully with staff working at home, with no break in service.



- 6.2. During 2021-22, the Council's treasury management operations have been carried out in accordance with best practice and in compliance with legislative and regulatory requirements.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

In setting the 2021-22 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2021-22 Budget. An overall summary Equality and rural impact assessment report is included on page 284 of the Monday 22 February 2021 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net budget and as a result planned cash requirements is unchanged throughout the financial year and there are no additional equality and diversity implications arising out of this report.

### **8.4 Data Protection Impact Assessments (DPIA)**

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

## **9. Risk Implications/Assessment**

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and Medium-Term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly)

financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.

- 9.2. More specifically, the Council's Annual Investment and Treasury Management Strategy sets parameters for the selection and placing of cash balances taking into account counterparty risk and liquidity. The strategy also sets out how the Council manages interest rate risks.

## **10. Select Committee comments**

- 10.1. None

## **11. Recommendation**

- 11.1. Recommendations are set out in the introduction to this report.

## **12. Background Papers**

- 12.1. The Annual Investment and Treasury Management Strategy 2021-22, approved at [County Council 22 February 2021](#)

## **Officer Contact**

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

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**Email address:** [j.fernandezgraham@norfolk.gov.uk](mailto:j.fernandezgraham@norfolk.gov.uk)



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ANNEX 1  
Norfolk County Council

**Annual Treasury Management Outturn Report 2021-22**

Report by the Executive Director of Finance and Commercial Services

**1. Purpose**

- 1.1 The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2021/22. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code), and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).
- 1.1 Treasury management activities are defined as ‘the management of the Council’s cash flows, its banking, money market and capital market transactions; the effective management of the risks associated with those activities and the pursuit of optimum performance consistent with those risks’.
- 1.2 During 2021/22 the minimum reporting requirements were that the full Council should receive the following reports:
  - an annual treasury strategy in advance of the year (Council 22/02/2021)
  - a mid-year, (minimum), treasury update report (Cabinet 06/12/2021)
  - an annual review following the end of the year describing the activity compared to the strategy, (this report).
- 1.4 The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report provides details of the outturn position for treasury activities and highlights compliance with the Council’s policies approved by members.
- 1.5 This Council confirms that it has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by the Treasury Management Panel before they were reported to the full Council. Member training on treasury management issues was undertaken during the year on 03 November 2021 in order to support members’ scrutiny role.

## 2. Executive Summary

- 2.1 During 2021-22, the Council complied with its legislative and regulatory requirements. The key actual prudential and treasury indicators detailing the impact of capital expenditure activities during the year, with comparators, are as follows:

| Prudential and treasury indicators  | 31.3.21<br>Actual<br>£m        | 2021/22<br>TM Strategy<br>£m   | 31.3.22<br>Actual<br>£m        |
|---|--------------------------------|--------------------------------|--------------------------------|
| Capital expenditure <ul style="list-style-type: none"><li>• Non-HRA</li></ul>   | 219.451                        | 281.594                        | 254.869                        |
| Capital Financing Requirement: <ul style="list-style-type: none"><li>• Non-HRA</li></ul>                                | 887.045                        | 951.305                        | 970.796                        |
| Gross borrowing   | 797.444                        | 901.366                        | 901.205                        |
| External debt   | 749.274                        | 855.401                        | 854.243                        |
| Investments <ul style="list-style-type: none"><li>• Longer than 1 year</li><li>• Under 1 year</li><li>• Total</li></ul> | 0<br>210.940<br><b>210.940</b> | 0<br>141.500<br><b>141.500</b> | 0<br>267.973<br><b>267.973</b> |
| Net borrowing   | 586.504                        | 759.866                        | 633.232                        |

*Any material changes in indicators should be explained*

- 2.2 Other prudential and treasury indicators are to be found in the main body of this report. The Executive Director of Finance and Commercial Services also confirms that borrowing was only undertaken for a capital purpose and the statutory borrowing limit, (the authorised limit), was not breached.
- 2.3 The financial year 2021/22 continued the challenging investment environment of previous years, namely low investment returns.
- 2.4 Recommendations**  
**Members of the Panel are asked to endorse and recommend this Annual Treasury Management Outturn Report 2021-22 to Cabinet and thereafter to County Council.**

### 3. Introduction and Background

3.1 This report summaries the following:

- Capital Activity during the year;
- Impact of this activity on the Council's underlying indebtedness – the Capital Financing Requirement
- The actual prudential and treasury indicators;
- Overall treasury position identifying how the Council has borrowed in relation to this indebtedness and the impact on investment balances;
- Summary of interest rate movements in the year
- Detailed debt activity and
- Detailed investment activity

### 4. The Council's Capital Expenditure and Financing

4.1 The Council undertakes capital expenditure on long-term assets. These activities may either be:

- Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions, etc) which has no resultant impact on the Council's borrowing need; or
- If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need.

4.2 The actual capital expenditure forms one of the required prudential indicators. The table below shows the actual capital expenditure and how this is financed.

| £m General Fund                       | 31.3.21<br>Actual | 2021/22<br>Strategy | 31.3.22<br>Actual |
|---------------------------------------|-------------------|---------------------|-------------------|
| <b>Capital expenditure</b>            | <b>219.451</b>    | <b>181.594</b>      | <b>254.869</b>    |
| Financed in year                      | 70.725            | 89.623              | 112.197           |
| <b>Unfinanced capital expenditure</b> | <b>148.726</b>    | <b>91.971</b>       | <b>142.672</b>    |

### 5. The Council's Overall Borrowing Need

5.1 The Council's underlying need to borrow for capital expenditure is termed the Capital Financing Requirement (CFR). This figure is a gauge of the Council's indebtedness. The CFR results from the capital activity of the Council and resources used to pay for the capital spend. It represents the 2021/22 unfinanced capital expenditure (see above table), and prior years' net or unfinanced capital expenditure which has not yet been paid for by revenue or other resources.

- 5.2 Part of the Council's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Council's cash position to ensure that sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies, (such as the Government through the Public Works Loan Board (PWLB), or the money markets), or utilising temporary cash resources within the Council.
- 5.3 Reducing the CFR – the Council's underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Council is required to make an annual revenue charge, called the Minimum Revenue Provision – MRP, to reduce the CFR. This is effectively a repayment of the borrowing need. This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. External debt can also be borrowed or repaid at any time, but this does not change the CFR.
- 5.4 The total CFR can also be reduced by:
- the application of additional capital financing resources, (such as unapplied capital receipts); or
  - charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).
- 5.5 The Council's 2021/22 MRP Policy, (as required by DLUHC Guidance), was approved as part of the Treasury Management Strategy Report for 2021/22 on 22/02/2021.
- 5.6 The Council's CFR for the year is shown below, and represents a key prudential indicator. It includes PFI and leasing schemes on the balance sheet, which increase the Council's borrowing need. No borrowing is actually required against these schemes as a borrowing facility is included in the contract

| CFR (£m): General Fund                      | 31.3.21<br>Actual | 2021/22<br>Strategy | 31.3.22<br>Actual |
|---|-------------------|---------------------|-------------------|
| Opening balance                             | 827.765           | 889.682             | 887.045           |
| Add financed capital expenditure (as above) | 70.725            | 89.623              | 112.197           |
| Less MRP/VRP*                               | (11.445)          | (28.000)            | (28.446)          |
| <b>Closing balance</b>                      | <b>887.045</b>    | <b>951.305</b>      | <b>970.796</b>    |

\* Includes voluntary application of revenue of £1.173m in 2021-22

Note the MRP / VRP will include PFI / finance lease annual principal payments

Borrowing activity is constrained by prudential indicators for gross borrowing and the CFR, and by the authorised limit.

- 5.7 Gross borrowing and the CFR - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2021/22) plus the estimates of any additional capital financing requirement for the current (2022/23) and next two financial years. This essentially means that the Council is not borrowing to support revenue expenditure. This indicator allowed the Council some flexibility to borrow in advance of its immediate capital needs in 2021/22. The table below highlights the Council's gross borrowing position against the CFR. The Council has complied with this prudential indicator.

| £m                            | 31.3.21<br>Actual | 2021/22<br>Strategy | 31.3.22<br>Actual |
|-------------------------------|-------------------|---------------------|-------------------|
| Gross borrowing position      | 797.444           | 901.366             | 901.205           |
| CFR                           | 887.045           | 951.305             | 970.796           |
| Under / (over) funding of CFR | 89.601            | 49.939              | 69.591            |

**The authorised limit** - the authorised limit is the “affordable borrowing limit” required by s3 of the Local Government Act 2003. Once this has been set, the Council does not have the power to borrow above this level. The table below demonstrates that during 2021/22 the Council has maintained gross borrowing within its authorised limit.

**The operational boundary** – the operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary are acceptable subject to the authorised limit not being breached.

**Actual financing costs as a proportion of net revenue stream** - this indicator identifies the trend in the cost of capital, (borrowing and other long term obligation costs net of investment income), against the net revenue stream.

| Prudential Indicator 2021/22                                      | 2021-22<br>£m |
|---|---------------|
| Authorised Limit  | 998.870       |
| Maximum Gross Borrowing position during the year                  | 855.324       |
| Operational Boundary  | 951.305       |
| Average Gross Borrowing position                                  | 814.423       |
| Financing Costs as a proportion of net revenue stream (£733.818m) | 8.09%         |
| Capital Financing Requirement                                     | 970.796       |

## 6. Treasury Position as at 31 March 2022

- 6.1 The Council's treasury management debt and investment position is organised by the treasury management service in order to ensure adequate liquidity for revenue and capital activities, security for investments and to manage risks within all treasury management activities. Procedures and controls to achieve these objectives are well established both through member reporting detailed in the summary, and through officer activity detailed in the Council's Treasury Management Practices. At the end of 2021/22 the Council's treasury, (excluding borrowing by PFI and finance leases), position was as follows:

| DEBT PORTFOLIO (£m)               | 31.3.21 Principal | Rate/ Return | Average Life yrs | 31.3.22 Principal | Rate/ Return | Average Life yrs |
|-----------------------------------|-------------------|--------------|------------------|-------------------|--------------|------------------|
| Fixed rate funding:               |                   |              |                  |                   |              |                  |
| -PWLB                             | £653.523          | 4.12%        | 38.6             | £760.023          | 3.76%        | 38.7             |
| -Market                           | £42.250           | 4.75%        | 41.3             | £42.25            | 4.75%        | 41.3             |
| -PWLB – Annuity Loans             | £54.501           | 1.28%        | 20.9             | £51.97            | 1.82%        | 21               |
| <b>Total debt</b>                 | <b>£749.274</b>   | <b>3.86%</b> |                  | <b>£854.243</b>   | <b>3.69%</b> |                  |
| <b>CFR</b>                        | <b>£887.045</b>   |              |                  | <b>£970.796</b>   |              |                  |
| <b>Over / (under) borrowing</b>   | <b>(£137.771)</b> |              |                  | <b>(£116.553)</b> |              |                  |
| <b>Total Treasury investments</b> | <b>£210.940</b>   |              |                  | <b>£267.973</b>   |              |                  |
| <b>Net debt</b>                   | <b>£538.334</b>   |              |                  | <b>£586.270</b>   |              |                  |

The maturity structure of the debt portfolio was as follows:

|                                | 31.3.21 actual | 2021/22 original limits | 31.3.22 actual |
|--------------------------------|----------------|-------------------------|----------------|
| Under 12 months                | £5.031m        | £17.108m                | £15.326m       |
| 12 months and within 24 months | £15.326m       | £25.662m                | £18.872m       |
| 24 months and within 5 years   | £65.757m       | £42.770m                | £64.875m       |
| 5 years and within 10 years    | £91.974m       | £171.080m               | £98.504m       |
| 10 years and within 20 years   | £122.040m      | £68.432m                | £98.542m       |
| 20 years and within 30 years   | £100.130m      | £128.310m               | £126.758m      |
| 30 years and within 40 years   | £149.015m      | £59.878m                | £201.365m      |
| 40 years and within 50 years   | £200.000m      | £342.160m               | £230.000m      |



The original limits of the maturity structure provide some flexibility for the Council to structure its debt maturity in a way that smooths the repayment profile over the future years. In addition, the Council deviates from the strategy limits for each 10 years of maturity where it is able to secure borrowing at interest rates below budgeted threshold of 2%.

| <b>INVESTMENT PORTFOLIO</b>       | <b>31.3.21<br/>Actual<br/>£m</b> | <b>31.3.21<br/>Actual<br/>%</b> | <b>31.3.22<br/>Actual<br/>£m</b> | <b>31.3.22<br/>Actual<br/>%</b> |
|-----------------------------------|----------------------------------|---------------------------------|----------------------------------|---------------------------------|
| <b>Treasury investments*</b>      |                                  |                                 |                                  |                                 |
| Banks                             | 90.000                           | 42.7%                           | 230.363                          | 86.0%                           |
| Local authorities                 |                                  |                                 | 100                              | 0.0%                            |
| Money Market Funds                | 120.940                          | 57.3%                           | 37.510                           | 14.0%                           |
| <b>TOTAL TREASURY INVESTMENTS</b> | <b>210.940</b>                   | <b>100%</b>                     | <b>267.973</b>                   | <b>100%</b>                     |

*\* All Treasury Investments are managed in house by the Treasury & Banking team*

|                                 |                |             |                |             |
|---------------------------------|----------------|-------------|----------------|-------------|
| <b>Treasury investments</b>     | 210.940        | 72%         | 267.973        | 72%         |
| <b>Non Treasury investments</b> | 83.325         | 28%         | 102.316        | 28%         |
| <b>TOTAL OF ALL INVESTMENTS</b> | <b>294.265</b> | <b>100%</b> | <b>370.289</b> | <b>100%</b> |

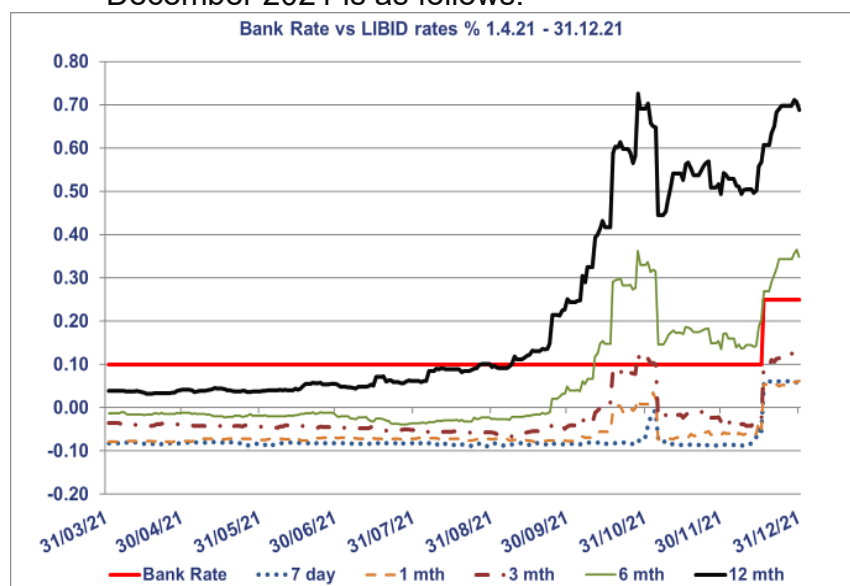
The maturity structure of the investment portfolio was as follows:

|                    | <b>31.3.21<br/>Actual<br/>£m</b> | <b>31.3.22<br/>Actual<br/>£m</b> |
|--------------------|----------------------------------|----------------------------------|
| Investments        |                                  |                                  |
| Longer than 1 year | 76.554                           | 85.898                           |
| Up to 1 year       | 211.711                          | 284.391                          |
| <b>Total</b>       | <b>294.265</b>                   | <b>370.289</b>                   |

## 7. The Treasury Management Strategy 2021-22

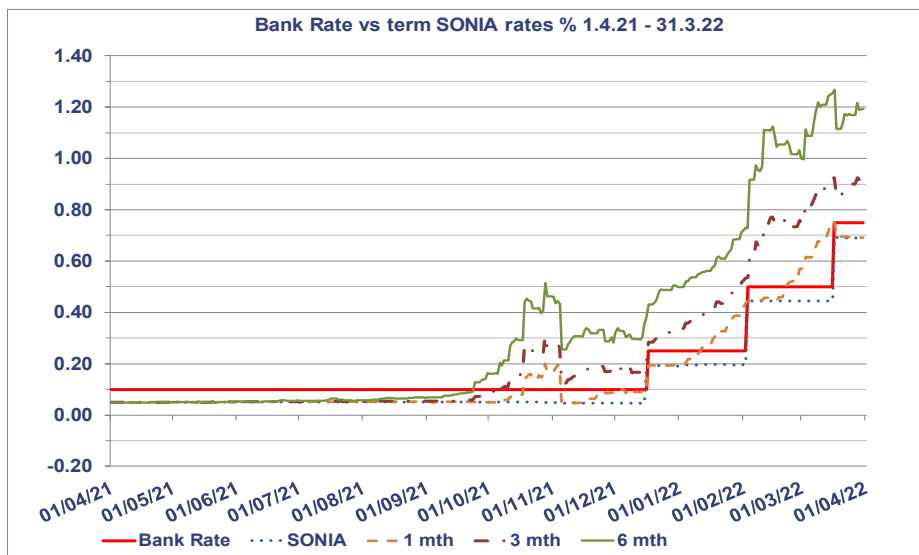
### 7.1 Investment strategy and control of interest rate risk

For the purposes of consistency and for comparatives, the LIBID data to 31 December 2021 is as follows:

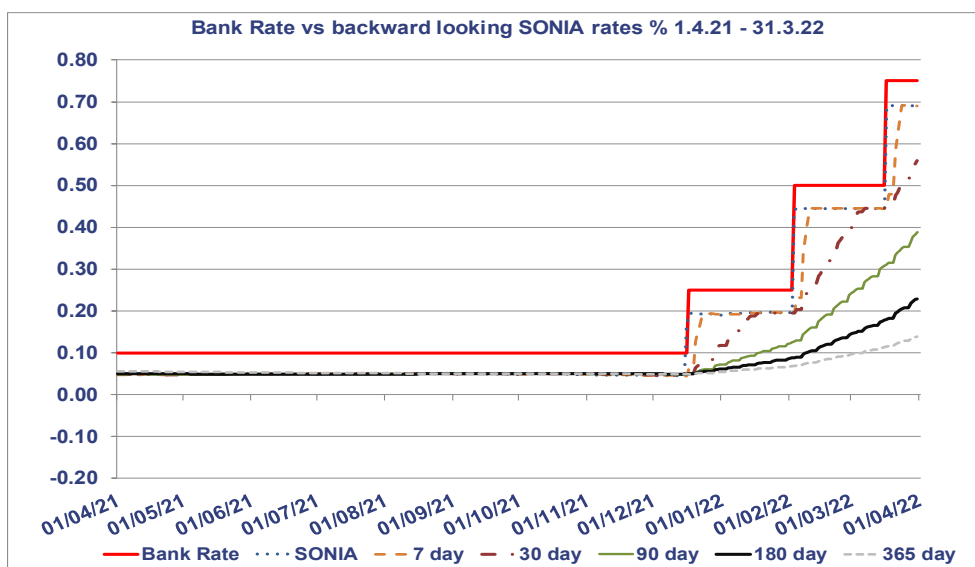


|                  | Bank Rate  | 7 day      | 1 mth      | 3 mth      | 6 mth      | 12 mth     |
|------------------|------------|------------|------------|------------|------------|------------|
| <b>High</b>      | 0.25       | 0.06       | 0.06       | 0.14       | 0.36       | 0.73       |
| <b>High Date</b> | 17/12/2021 | 29/12/2021 | 31/12/2021 | 31/12/2021 | 30/12/2021 | 28/10/2021 |
| <b>Low</b>       | 0.10       | -0.09      | -0.08      | -0.07      | -0.04      | 0.04       |
| <b>Low Date</b>  | 01/07/2021 | 27/08/2021 | 17/09/2021 | 08/09/2021 | 27/07/2021 | 08/07/2021 |
| <b>Average</b>   | 0.11       | -0.07      | -0.05      | -0.01      | 0.09       | 0.31       |
| <b>Spread</b>    | 0.15       | 0.15       | 0.14       | 0.20       | 0.40       | 0.68       |

### Investment Benchmarking Data – Sterling Overnight Index Average 2021/22



|                  | Bank Rate  | SONIA      | 1 mth      | 3 mth      | 6 mth      |
|------------------|------------|------------|------------|------------|------------|
| <b>High</b>      | 0.75       | 0.69       | 0.75       | 0.93       | 1.27       |
| <b>High Date</b> | 17/03/2022 | 18/03/2022 | 16/03/2022 | 28/03/2022 | 17/03/2022 |
| <b>Low</b>       | 0.10       | 0.05       | 0.05       | 0.05       | 0.05       |
| <b>Low Date</b>  | 01/04/2021 | 15/12/2021 | 10/11/2021 | 14/04/2021 | 09/04/2021 |
| <b>Average</b>   | 0.19       | 0.14       | 0.17       | 0.24       | 0.34       |
| <b>Spread</b>    | 0.65       | 0.65       | 0.71       | 0.88       | 1.22       |



|           | Bank Rate  | SONIA      | 7 day      | 30 day     | 90 day     | 180 day    | 365 day    |
|-----------|------------|------------|------------|------------|------------|------------|------------|
| High      | 0.75       | 0.69       | 0.69       | 0.56       | 0.39       | 0.23       | 0.14       |
| High Date | 17/03/2022 | 18/03/2022 | 25/03/2022 | 31/03/2022 | 31/03/2022 | 31/03/2022 | 31/03/2022 |
| Low       | 0.10       | 0.05       | 0.05       | 0.05       | 0.05       | 0.05       | 0.05       |
| Low Date  | 01/04/2021 | 15/12/2021 | 16/12/2021 | 16/12/2021 | 16/12/2021 | 07/06/2021 | 13/12/2021 |
| Average   | 0.19       | 0.14       | 0.13       | 0.12       | 0.09       | 0.07       | 0.06       |
| Spread    | 0.65       | 0.65       | 0.65       | 0.51       | 0.34       | 0.18       | 0.09       |

- 7.2 Investment returns remained close to zero for much of 2021-22. The expectation for interest rates within the treasury management strategy for 2021-22 was that Bank Rate would remain at 0.1% until it was clear to the Bank of England that the emergency level of rates introduced at the start of the COVID-19 pandemic were no longer required.
- 7.3 The Bank of England and the Government also maintained various monetary and fiscal measures, supplying the banking system and the economy with massive amounts of cheap credit so that banks could help cash-starved businesses to survive the various lockdowns/negative impact on their cashflow. The Government also supplied huge amounts of finance to local authorities to pass on to businesses. This meant that for most of the year there was much more liquidity in financial markets than there was demand to borrow, with the consequent effect that investment earnings rates remained low until towards the turn of the year when inflation concerns indicated central banks, not just the Bank of England, would need to lift interest rates to combat the second-round effects of growing levels of inflation (CPI was 6.2% in February).
- 7.4 While the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the financial crisis. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.
- 7.5 The Council took advantage of the dips in PWLB long term interest rates to secure external borrowing at advantageous rates in 2021-22. Therefore, the investment balances have increased by £57m during 2021-22. Investment placed in the financial markets remained within the approved counterparty list as set out in the Treasury and Investment Strategy for 2021-22 thus reducing counterparty risk exposure.

## 8 Borrowing Strategy and Control of interest rate risk

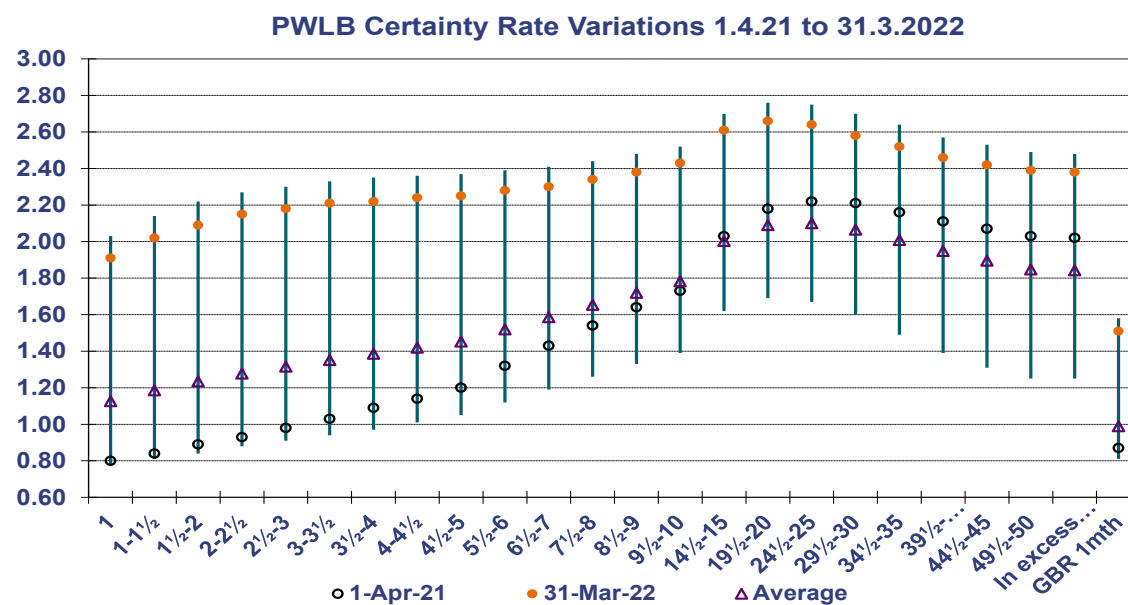
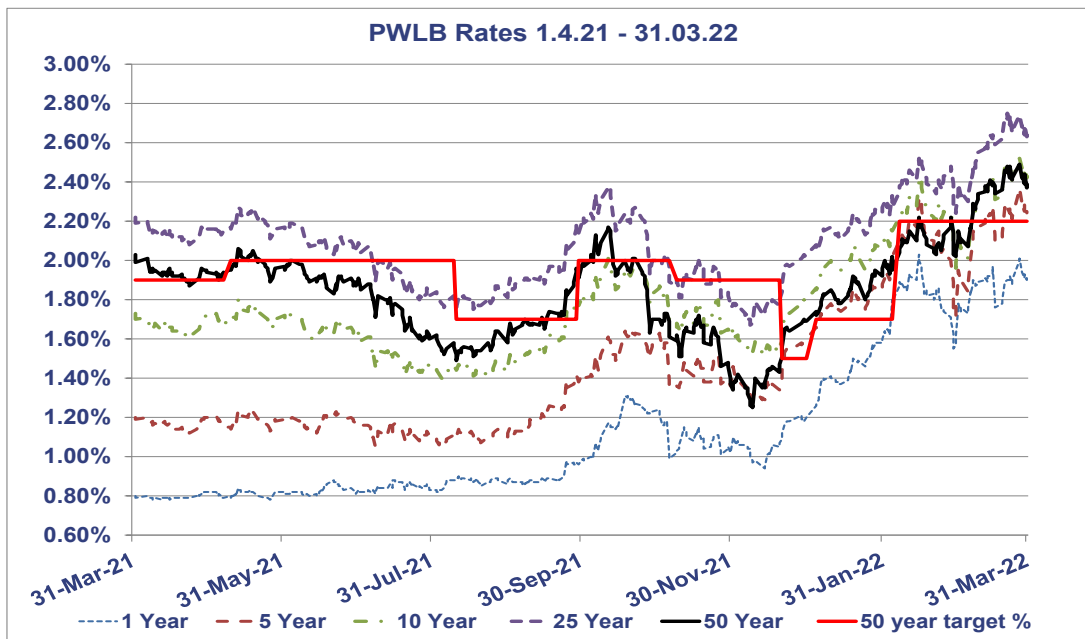
- 8.1 During 2021/22, the Council maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This strategy was prudent as investment returns

were very low and minimising counterparty risk on placing investments also needed to be considered.

- 8.2 A cost of carry remained during the year on any new long-term borrowing that was not immediately used to finance capital expenditure, as it would have caused a temporary increase in cash balances; this would have incurred a revenue cost – the difference between (higher) borrowing costs and (lower) investment returns.
- 8.3 The policy of avoiding new borrowing by running down spare cash balances has served well over the last few years. However, this was kept under review to avoid incurring higher borrowing costs in the future when this authority may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt.
- 8.4 Against this background and the risks within the economic forecast, caution was adopted with the treasury operations. The Executive Director of Finance and Commercial Services therefore monitored interest rates in financial markets and adopted a pragmatic strategy based upon the following principles to manage interest rate risks:
- During the first half of 2021-22 due to a marked increase of risks around relapse into recession or of risks of deflation, long term borrowings were postponed, and where possible scheduled for dips on the long term borrowing rate as seen in July and November 2021
  - Given the significant risk of a much sharper rise in long and short term rates than initially expected in the second half of 2021, arising from an acceleration in the start date and in the rate of increase in central rates in the USA and UK, an increase in world economic activity or a sudden increase in inflation risks, then the portfolio position would have been re-appraised. So in November 21 fixed rate funding was drawn whilst interest rates were lower than they were projected to be in the next few years.
- 8.5 Interest rate forecasts expected only gradual rises in medium and longer-term fixed borrowing rates during 2021/22 and the two subsequent financial years until the turn of the year, when inflation concerns increased significantly. Internal, variable, or short-term rates, were expected to be the cheaper form of borrowing until well in to the second half of 2021/22.
- 8.6 Forecasts at the time of approval of the treasury management strategy report for 2021/22 were as follows: -

| Link Group Interest Rate View 9.11.20  |        |        |        |        |        |        |        |        |        |        |        |        |        |        |
|--|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| These Link forecasts have been amended for the reduction in PWLB margins by 1.0% from 26.11.20 |        |        |        |        |        |        |        |        |        |        |        |        |        |        |
|  | Dec-20 | Mar-21 | Jun-21 | Sep-21 | Dec-21 | Mar-22 | Jun-22 | Sep-22 | Dec-22 | Mar-23 | Jun-23 | Sep-23 | Dec-23 | Mar-24 |
| BANK RATE  | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   |
| 3 month ave earnings   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   |
| 6 month ave earnings   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   | 0.10   |
| 12 month ave earnings  | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   | 0.20   |
| 5 yr PWLB  | 0.80   | 0.80   | 0.80   | 0.80   | 0.80   | 0.90   | 0.90   | 0.90   | 0.90   | 0.90   | 1.00   | 1.00   | 1.00   | 1.00   |
| 10 yr PWLB   | 1.10   | 1.10   | 1.10   | 1.10   | 1.10   | 1.20   | 1.20   | 1.20   | 1.20   | 1.20   | 1.30   | 1.30   | 1.30   | 1.30   |
| 25 yr PWLB   | 1.50   | 1.50   | 1.60   | 1.60   | 1.60   | 1.60   | 1.70   | 1.70   | 1.70   | 1.70   | 1.80   | 1.80   | 1.80   | 1.80   |
| 50 yr PWLB   | 1.30   | 1.30   | 1.40   | 1.40   | 1.40   | 1.40   | 1.50   | 1.50   | 1.50   | 1.50   | 1.60   | 1.60   | 1.60   | 1.60   |

## PWLB RATES 2021/22

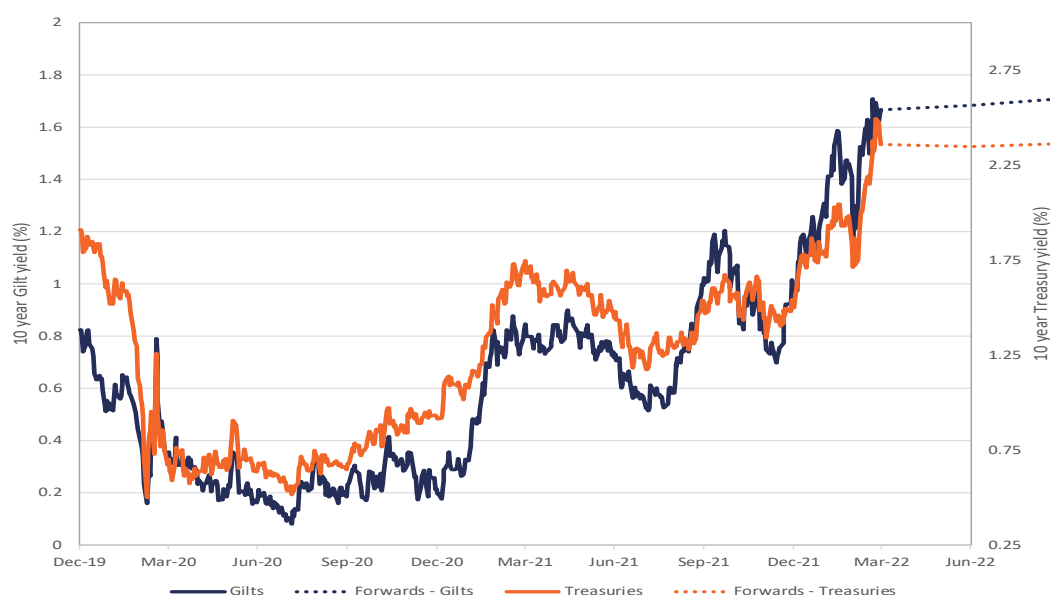


## HIGH/LOW/AVERAGE PWLB RATES FOR 2021/22

|                   | 1 Year     | 5 Year     | 10 Year    | 25 Year    | 50 Year    |
|-------------------|------------|------------|------------|------------|------------|
| <b>01/04/2021</b> | 0.80%      | 1.20%      | 1.73%      | 2.22%      | 2.03%      |
| <b>31/03/2022</b> | 1.91%      | 2.25%      | 2.43%      | 2.64%      | 2.39%      |
| <b>Low</b>        | 0.78%      | 1.05%      | 1.39%      | 1.67%      | 1.25%      |
| <b>Low date</b>   | 08/04/2021 | 08/07/2021 | 05/08/2021 | 08/12/2021 | 09/12/2021 |
| <b>High</b>       | 2.03%      | 2.37%      | 2.52%      | 2.75%      | 2.49%      |
| <b>High date</b>  | 15/02/2022 | 28/03/2022 | 28/03/2022 | 23/03/2022 | 28/03/2022 |
| <b>Average</b>    | 1.13%      | 1.45%      | 1.78%      | 2.10%      | 1.85%      |
| <b>Spread</b>     | 1.25%      | 1.32%      | 1.13%      | 1.08%      | 1.24%      |

8.7 PWLB rates are based on gilt (UK Government bonds) yields through H.M.Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. Inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation and the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers: this means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. This has pulled down the overall level of interest rates and bond yields in financial markets over the last 30 years. We have seen, over the last two years, many bond yields up to 10 years in the Eurozone turn negative on expectations that the EU would struggle to get growth rates and inflation up from low levels. In addition, there has, at times, been an inversion of bond yields in the US whereby 10 year yields have fallen below shorter term yields. In the past, this has been a precursor of a recession. Recently, yields have risen since the turn of the year on the back of global inflation concerns.

Graph of UK gilt yields v. US treasury yields



- 8.8 Gilt yields fell sharply from the spring of 2021 through to September and then spiked back up before falling again through December. However, by January sentiment had well and truly changed, as markets became focussed on the embedded nature of inflation, spurred on by a broader opening of economies post the pandemic, and rising commodity and food prices resulting from the Russian invasion of Ukraine.
- 8.9 At the close of the day on 31 March 2022, all gilt yields from 1 to 5 years were between 1.11% – 1.45% while the 10-year and 25-year yields were at 1.63% and 1.84%.
- 8.10 Regarding PWLB borrowing rates, the various margins attributed to their pricing are as follows: -
- PWLB Standard Rate is gilt plus 100 basis points (G+100bps)
  - PWLB Certainty Rate is gilt plus 80 basis points (G+80bps)
  - PWLB HRA Standard Rate is gilt plus 100 basis points (G+100bps)
  - PWLB HRA Certainty Rate is gilt plus 80bps (G+80bps)
  - Local Infrastructure Rate is gilt plus 60bps (G+60bps)
- 8.11 There is likely to be a further rise in short dated gilt yields and PWLB rates over the next three years as Bank Rate is forecast to rise from 0.75% in March 2022 to 1.25% later this year, with upside risk likely if the economy proves resilient in the light of the cost-of-living squeeze. Medium to long dated yields are driven primarily by inflation concerns but the Bank of England is also embarking on a process of Quantitative Tightening when Bank Rate hits 1%, whereby the Bank's £895bn stock of gilt and corporate bonds will be sold back into the market over several years. The impact this policy will have on the market pricing of gilts, while issuance is markedly increasing, is an unknown at the time of writing.



## 9 Borrowing Outturn

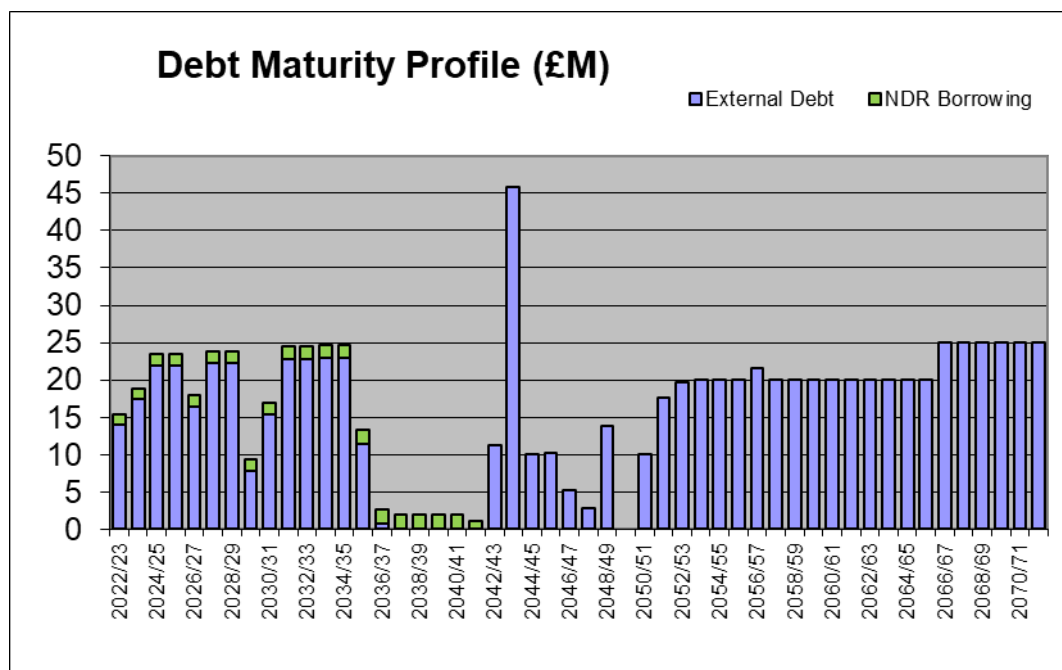
- 9.1 Delaying borrowing and minimising the level of investment balances can reduce the County Council's exposure to investment counterparty risk, and there is a short-term cost of carrying debt when the cost of new borrowing exceeds short term investment returns.
- 9.2 However, delaying borrowing also exposes the costs of managing short term borrowing to maintain working capital, and the unknown costs of long term borrowing to fund capital expenditure which has already been committed. While the Council continues to delay an element of borrowing, the current borrowing environment has given the authority the chance to lock into historically low interest rates.
- 9.3 Taking the above factors in to account, the Council borrowed £110m from the PWLB during 2021-22 to support previous and current capital expenditure as follows:

| Lender | Date       | Principal<br>£m | Interest type | Interest Rate<br>% | Maturity   |
|--------|------------|-----------------|---------------|--------------------|------------|
| PWLB   | 02/06/2021 | 10.0            | Maturity      | 1.96               | 11/04/2071 |
| PWLB   | 18/06/2021 | 10.0            | Maturity      | 1.91               | 11/04/2071 |
| PWLB   | 23/06/2021 | 10.0            | Maturity      | 1.91               | 01/03/2061 |
| PWLB   | 09/07/2021 | 10.0            | Maturity      | 1.90               | 01/03/2059 |
| PWLB   | 12/07/2021 | 10.0            | Maturity      | 1.82               | 01/03/2059 |
| PWLB   | 22/07/2021 | 2.1             | Maturity      | 1.80               | 01/03/2053 |
| PWLB   | 22/07/2021 | 2.5             | Maturity      | 1.79               | 01/03/2054 |
| PWLB   | 22/07/2021 | 2.5             | Maturity      | 1.78               | 01/03/2055 |
| PWLB   | 22/07/2021 | 2.9             | Maturity      | 1.73               | 01/03/2060 |
| PWLB   | 09/11/2021 | 10.0            | Maturity      | 1.76               | 01/03/2051 |
| PWLB   | 09/11/2021 | 10.0            | Maturity      | 1.75               | 01/03/2052 |
| PWLB   | 18/11/2021 | 5.0             | Maturity      | 1.66               | 01/09/2071 |
| PWLB   | 18/11/2021 | 5.0             | Maturity      | 1.66               | 01/03/2071 |
| PWLB   | 22/11/2021 | 5.0             | Maturity      | 1.59               | 01/03/2070 |
| PWLB   | 22/11/2021 | 5.0             | Maturity      | 1.60               | 01/03/2069 |
| PWLB   | 26/11/2021 | 5.0             | Maturity      | 1.50               | 01/03/2068 |
| PWLB   | 26/11/2021 | 5.0             | Maturity      | 1.51               | 01/03/2067 |

- 9.4 At 31 March 2022, the Council's external borrowing (principle only outstanding) totalled £854m (£749m at 31 March 2021) including
- £33m borrowed in 2016-17 to support the construction of the Norwich Northern Distributor Road,
  - £100m borrowed in 2018-19 ;
  - £87m borrowed in 2019-20;
  - £50m borrowed in 2020-21;
  - £110m borrowed in 2021-22.

The weighted life of the Council's current maturity debt at the point it was taken is 37.8 years. The weighted average time to maturity of current fixed term debt is 27.1 years.

- 9.5 The Council has not borrowed more than, or in advance of its needs, purely in order to profit from the investment of the extra sums borrowed.



- 9.6 Interest paid on external borrowings in 2021-22 was £30.904m (2020-21 £29.268m).

- 9.7 The debt position at the 31 March 2022 compared to the previous year is shown below:

| Actual Borrowing Position | 31 March 2022   |              | 31 March 2021   |              |
|---------------------------|-----------------|--------------|-----------------|--------------|
|                           | Principal<br>£m | Rate%        | Principal<br>£m | Rate%        |
| PWLB Debt - maturity      | £760m           | 3.76%        | £653m           | 4.12%        |
| PWLB Debt – annuity       | £52m            | 1.82%        | £54m            | 1.82%        |
| Commercial Loans Debt     | £42m            | 4.75%        | £42m            | 4.75%        |
| <b>Total Debt</b>         | <b>£854m</b>    | <b>3.69%</b> | <b>£749m</b>    | <b>3.99%</b> |

- 9.8 Appendix B shows debt maturities during the last 2 years, including the amount of debt repaid, the rate of interest and interest savings, and Appendix C shows ratios of interest to principal and income.
- 9.9 In addition to the £854m borrowing above, £46.9m of the CFR is funded through Other Long-Term Liabilities (PFI and leasing) giving a (provisional) total debt of £901.205m. The County Council maintained its total gross borrowing level within its 2021-22 Authorised Limit for debt of £998.87m. The Authorised Limit being the 'affordable borrowing limit' required by section 3 of the Local Government Act 2003.

- 9.10 The Council's Capital Financing Requirement at 31 March 2022 is (provisionally) £969.803m (compared to an estimate in the latest Treasury Strategy of £951.3m). Based on the other assumptions in the strategy, the higher CFR results in under-borrowing of £68.598 as at 31 March 2022.
- 9.11 The PWLB provides a facility to restructure debt, including early repayment of loans. This can result in net savings in overall interest charges. No early repayments were made in 2021-22 as the current low level of PWLB rates would result in unattractive premiums' being payable. Prevailing PWLB interest rates will be monitored to identify future repayment opportunities.

## 10. Investment Outturn

- 10.1. **Investment Policy** – the Council's investment policy is governed by DLUHC investment guidance, which has been implemented in the annual investment strategy approved by the Council on 22 February 2021. This policy sets out the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.).
- 10.2. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.
- 10.3. **Resources** – the Council's cash balances comprise revenue and capital resources and cash flow monies. The Council's core cash resources comprised as follows:

| Balance Sheet Resources (£m) | 31.3.21        | 31.3.22        |
|------------------------------|----------------|----------------|
| Working Capital Balances     | <b>87.022</b>  | <b>91.507</b>  |
| Earmarked reserves           | <b>95.820</b>  | <b>148.075</b> |
| Provisions                   | <b>22.627</b>  | <b>23.093</b>  |
| Usable capital receipts      | <b>6.448</b>   | <b>5.298</b>   |
| <b>Total</b>                 | <b>211.917</b> | <b>267.973</b> |

### 10.4. Investments held by the Council

- The Council maintained an average balance of £291m of internally managed funds.
- The internally managed funds earned an average rate of return of 0.27%.
- The comparable performance indicator is the average 7-day LIBID rate for April to December 2021 of -0.07% and for January to March 2022 the average daily SONIA rate of 0.14%.
- This compares with a budget assumption of £215m investment balances earning an average rate of 0.177%.
- Total investment income was £1.238m compared to a budget of £0.581m

## 11. Non-treasury investments

- 11.1. Following updates to Treasury Management reporting requirements from 2021-22 under the revised CIPFA Code, local authorities have to report more information on their non-treasury investments. Appendix D lists non-treasury investments held by the authority and capital loans outstanding with these subsidiaries at 31 March 2022, with a short narrative and explanation of the objectives for each one.

## 12. Leasing

- 12.1. In 2021-22 we took out a new lease for Fire Service Uniforms and Associated Equipment, total cost of goods £993k spread over a 5 year lease. In general, where lease finance is used it is arranged by Link Asset Services Ltd and relates primarily to extensions to vehicle leases.

## 13. Performance Measurement

- 13.1 One of the key requirements in the Code is the formal introduction of performance measurement relating to investments, debt and capital financing activities. Whilst investment performance criteria have been well developed and universally accepted, debt performance indicators continue to be a more problematic area with the traditional average portfolio rate of interest acting as the main guide, (*as incorporated in the table in section 3*). The Council's prudential indicators were set out in the annual Treasury Management Strategy Statement.
- 13.2 Provisional results against the treasury prudential indicators set for 2021-22 are set out in Appendix E. This shows that treasury activities have all remained within the approved indicators/limits.

## 14. The Economy and Interest Rates

- 14.1. **UK. Economy.** Over the last two years, the coronavirus outbreak has done huge economic damage to the UK and to economies around the world. After the Bank of England took emergency action in March 2020 to cut Bank Rate to 0.10%, it left Bank Rate unchanged at its subsequent meetings until raising it to 0.25% at its meeting on 16<sup>th</sup> December 2021, 0.50% at its meeting of 4<sup>th</sup> February 2022 and then to 0.75% in March 2022.
- 14.2. The UK economy has endured several false dawns through 2021/22, but with most of the economy now opened up and nearly back to business-as-usual, the GDP numbers have been robust (9% y/y Q1 2022) and sufficient for the MPC to focus on tackling the second-round effects of inflation, now that the CPI measure has already risen to 6.2% and is likely to exceed 8% in April.
- 14.3. Gilt yields fell towards the back end of 2021, but despite the war in Ukraine gilt yields have shot higher in early 2022. At 1.38%, 2-year yields remain close to their recent

11-year high and 10-year yields of 1.65% are close to their recent six-year high. These rises have been part of a global trend as central banks have suggested they will continue to raise interest rates to contain inflation.

- 14.4. Historically, a further rise in US Treasury yields will probably drag UK gilt yields higher. There is a strong correlation between the two factors. However, the squeeze on real household disposable incomes arising from the 54% leap in April utilities prices as well as rises in council tax, water prices and many phone contract prices, are strong headwinds for any economy to deal with. In addition, from 1<sup>st</sup> April 2022, employees also pay 1.25% more in National Insurance tax. Consequently, inflation will be a bigger drag on real incomes in 2022 than in any year since records began in 1955.
- 14.5. **Average inflation targeting.** This was the major change in 2020/21 adopted by the Bank of England in terms of implementing its inflation target of 2%. The key addition to the Bank's forward guidance in August 2020 was a new phrase in the policy statement, namely that "it does not intend to tighten monetary policy until there is clear evidence that significant progress is being made in eliminating spare capacity and *achieving the 2% target sustainably*". That mantra now seems very dated. Inflation is the "genie" that has escaped the bottle, and a perfect storm of supply side shortages, labour shortages, commodity price inflation, the impact of Russia's invasion of Ukraine and subsequent Western sanctions all point to inflation being at elevated levels until well into 2023.
- 14.6. **USA.** The flurry of comments from Fed officials following the mid-March FOMC meeting – including from Chair Jerome Powell himself – hammering home the hawkish message from the mid-March meeting, has had markets pricing in a further 225bps of interest rate increases in 2022 on top of the initial move to an interest rate range of 0.25% - 0.5%.
- 14.7. In addition, the Fed is expected to start to run down its balance sheet. Powell noted that the rundown could come as soon as the next meeting in May.
- 14.8. The upward pressure on inflation from higher oil prices and potential knock-on impacts on supply chains all argue for tighter policy (CPI is estimated at 7.8% across Q1), but the hit to real disposable incomes and the additional uncertainty points in the opposite direction.
- 14.9. More recently, the inversion of the 10y-2y Treasury yield spread at the end of March led to predictable speculation that the Fed's interest rate hikes would quickly push the US economy into recession. Q1 GDP growth is likely to be only between 1.0% and 1.5% annualised (down from 7% in Q4 2021). But, on a positive note, the economy created more than 550,000 jobs per month in Q1, a number unchanged from the post-pandemic 2021 average. Unemployment is only 3.8%.
- 14.10. **EU.** With euro-zone inflation having jumped to 7.5% in March it seems increasingly likely that the ECB will accelerate its plans to tighten monetary policy. It is likely to end net asset purchases in June – i.e., earlier than the Q3 date which the ECB

targeted in March. And the market is now anticipating possibly three 25bp rate hikes later this year followed by more in 2023. Policymakers have also hinted strongly that they would re-start asset purchases if required. In a recent speech, Christine Lagarde said “we can design and deploy new instruments to secure monetary policy transmission as we move along the path of policy normalisation.”

- 14.11. While inflation has hit the headlines recently, the risk of recession has also been rising. Among the bigger countries, Germany is most likely to experience a “technical” recession because its GDP contracted in Q4 2021, and its performance has been subdued in Q1 2022. However, overall, Q1 2022 growth for the Eurozone is expected to be 0.3% q/q with the y/y figure posting a healthy 5.2% gain. Finishing on a bright note, unemployment fell to only 6.8% in February.
- 14.12. **China.** After a concerted effort to get on top of the virus outbreak in Q1 of 2020, economic recovery was strong in the rest of the year; however, 2021 has seen the economy negatively impacted by political policies that have focussed on constraining digital services, restricting individual freedoms, and re-establishing the power of the One-Party state. With the recent outbreak of Covid-19 in large cities, such as Shanghai, near-term economic performance is likely to be subdued. Official GDP numbers suggest growth of c4% y/y, but other data measures suggest this may be an overstatement.
- 14.13. **Japan.** The Japanese economic performance through 2021/22 is best described as tepid. With a succession of local lockdowns throughout the course of the year, GDP is expected to have risen only 0.5% y/y with Q4 seeing a minor contraction. The policy rate has remained at -0.1%, unemployment is currently only 2.7% and inflation is sub 1%, although cost pressures are mounting.
- 14.14. **World growth.** World growth is estimated to have expanded 8.9% in 2021/22 following a contraction of 6.6% in 2020/21.
- 14.15. **Deglobalisation.** Until recent years, world growth has been boosted by increasing globalisation i.e. countries specialising in producing goods and commodities in which they have an economic advantage and which they then trade with the rest of the world. This has boosted worldwide productivity and growth, and, by lowering costs, has also depressed inflation. However, the rise of China as an economic superpower over the last 30 years, which now accounts for 18% of total world GDP (the USA accounts for 24%), and Russia’s recent invasion of Ukraine, has unbalanced the world economy. In addition, after the pandemic exposed how frail extended supply lines were around the world, both factors are now likely to lead to a sharp retrenchment of economies into two blocs of western democracies v. autocracies. It is, therefore, likely that we are heading into a period where there will be a reversal of world globalisation and a decoupling of western countries from dependence on China (and to a much lesser extent Russia) to supply products and vice versa. This is likely to reduce world growth rates.
- 14.16. **Central banks’ monetary policy.** During the pandemic, the governments of western countries have provided massive fiscal support to their economies which has

resulted in a big increase in total government debt in each country. It is therefore very important that bond yields stay low while debt to GDP ratios slowly subside under the impact of economic growth. This provides governments with a good reason to amend the mandates given to central banks to allow higher average levels of inflation than we have generally seen over the last couple of decades. Both the Fed and Bank of England have already changed their policy towards implementing their existing mandates on inflation, (and full employment), to hitting an average level of inflation. Greater emphasis could also be placed on hitting subsidiary targets e.g. full employment before raising rates. Higher average rates of inflation would also help to erode the real value of government debt more quickly.

## **15. Other Issues – IFRS 16**

- 15.1 Following its emergency consultation on exploratory proposals for changing the Code of Practice on Local Authority Accounting in the United Kingdom, CIPFA/LASAAC Local Authority Accounting Code Board (CIPFA/LASAAC) confirmed its decision to defer the implementation of IFRS16 for local authorities for a further two years until 2024-25. The decision to defer IFRS16 is a pragmatic response due to the severe delays in the publication of audited local authority financial statements in England.
- 15.2 Local Authorities have been granted the flexibility to adopt IFRS16 from 1 April 2022. The Council is in the process of compiling the necessary information on all leases and contracts granting a “right of use” asset to enable the implementation of IFRS16 in 2022-23. This work is in progress and a paper will be taken to Cabinet in due course.

## Appendix A

### Outstanding Deposit Profile at 31<sup>st</sup> March 2022

| Counterparty Name          | Deal Date         | Maturity Date | Interest Rate % | Principal £M |
|----------------------------|-------------------|---------------|-----------------|--------------|
| Aberdeen                   |                   |               |                 |              |
| Aberdeen Money Market Fund | Instant Liquidity |               | 0.51*           | 37.510       |
|                            |                   |               |                 | 37.510       |
| Australia New Zealand Bank |                   |               |                 |              |
| Australia New Zealand Bank | 13-Oct-21         | 13-Oct-22     | 0.51            | 10           |
| Australia New Zealand Bank | 20-Dec-21         | 20-Dec-22     | 0.71            | 10           |
| Australia New Zealand Bank | 05-Jan-22         | 05-Jan-23     | 0.83            | 10           |
|                            |                   |               |                 | 30           |
| Barclays Bank              |                   |               |                 |              |
| Barclays Bank Call Account | Instant Liquidity |               | 0.40*           | 40           |
|                            |                   |               |                 | 40           |
| Close Brothers             |                   |               |                 |              |
| Close Brothers             | 25-Nov-21         | 25-May-22     | 0.40            | 10           |
| Close Brothers             | 23-Dec-21         | 23-Jun-22     | 0.40            | 10           |
| Close Brothers             | 31-Jan-22         | 29-Jul-22     | 0.80            | 10           |
|                            |                   |               |                 | 30           |
| Goldman Sachs              |                   |               |                 |              |
| Goldman Sachs              | 05-Jan-22         | 05-Jul-22     | 0.61            | 10           |
| Goldman Sachs Call Account | 29-Mar-21         | 19-Apr-22     | 0.31            | 20           |
|                            |                   |               |                 | 30           |
| Nat West                   |                   |               |                 |              |
| Natwest UK                 | 17-Feb-22         | 17-Feb-23     | 1.54            | 10           |
|                            |                   |               |                 | 10           |
| Santander UK               |                   |               |                 |              |
| Santander UK Call Account  | 95 Day Notice     |               | 0.65            | 30           |
| Santander UK Call Account  | 180 Day Notice    |               | 0.73            | 30           |
|                            |                   |               |                 | 60           |
| Toronto-Dominion Bank      |                   |               |                 |              |
| Toronto-Dominion Bank      | 11-Aug-21         | 11-Aug-22     | 0.20            | 10           |
| Toronto-Dominion Bank      | 22-Sep-21         | 22-Sep-22     | 0.245           | 10           |
| Toronto-Dominion Bank      | 21-Oct-21         | 21-Oct-22     | 0.73            | 10           |
|                            |                   |               |                 | 30           |
| Total Deposits             |                   |               |                 | 267.510      |



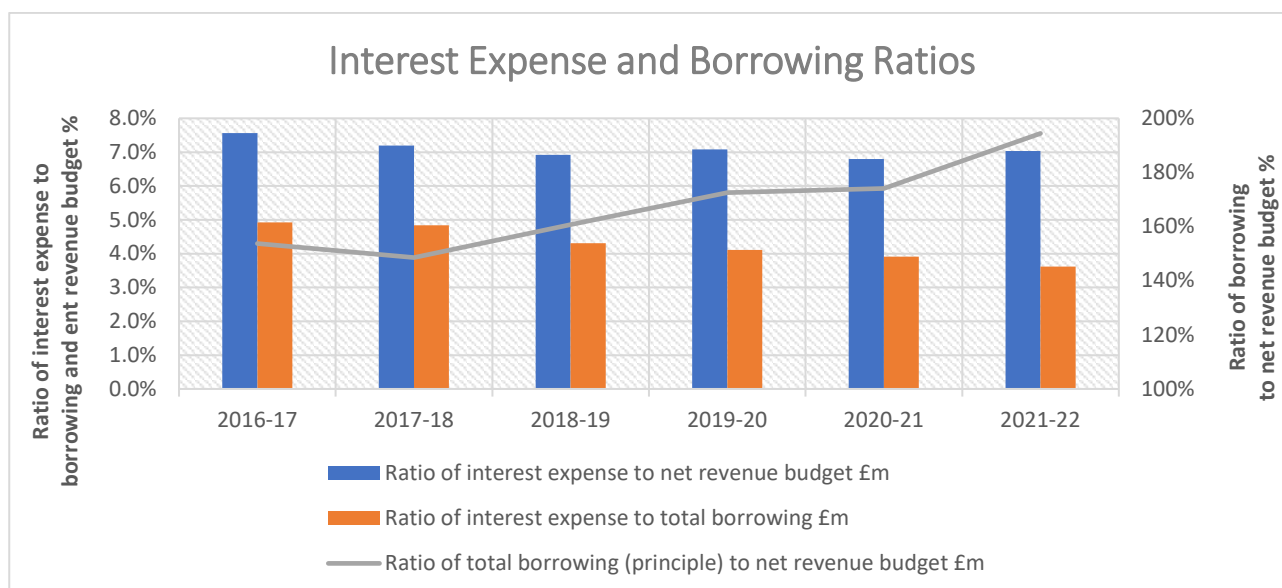
\* Latest rates as at 31<sup>st</sup> March 2022

There is also a short-term loan facility set up with Hethel Innovation Limited for £100,000 on 22 February 2022

In addition deposits of £13.446m were held on behalf of other bodies: Norfolk Pension Fund and Independence Matters.

| Debt Maturities 2020-21 to 2023-24 |                    |        |                           |
|------------------------------------|--------------------|--------|---------------------------|
| Maturity Date                      | Amount Repaid      | Rate   | Full Year Interest Saving |
| 30 Sep 2020                        | £500,000           | 9.750% | £48,750                   |
| 11 Oct 2020                        | £589,554           | 4.625% | £27,267                   |
| 11 Oct 2020                        | £1,910,446         | 4.625% | £88,358                   |
| 15 Dec 2020                        | £1,525,000         | 6.500% | £99,125                   |
| 31 Mar 2021                        | £500,000           | 9.375% | £46,875                   |
| 15 Jun 2020                        | £669,745           | 2.020% | £13,529                   |
| 15 Dec 2020                        | £676,502           | 2.020% | £13,665                   |
| 2020-21                            | £6,371,247         |        | £337,569                  |
| 15 Jun 2021                        | £500,000           | 9.375% | £46,875                   |
| 30 Sep 2021                        | £500,000           | 9.375% | £46,875                   |
| 11 Oct 2021                        | £500,000           | 9.750% | £48,750                   |
| 15 Dec 2021                        | £500,000           | 9.375% | £46,875                   |
| 31 Mar 2022                        | £500,000           | 9.750% | £48,750                   |
| 15 Jun 2021                        | £683,328           | 2.020% | £13,803                   |
| 01 Sep 2021                        | £576,808           | 1.470% | £8,479                    |
| 15 Dec 2021                        | £690,224           | 2.020% | £13,943                   |
| 01 Mar 2022                        | £581,047           | 1.470% | £8,541                    |
| 2021-22                            | £5,031,407         |        | £282,891                  |
|                                    |                    |        |                           |
| <b>Apr 20 to Mar 22</b>            | <b>£11,402,654</b> |        | <b>£620,460</b>           |

| Debt Maturities 2020-21 to 2023-24 (Cont) |               |        |                           |
|---|---------------|--------|---------------------------|
| Maturity Date                             | Amount Repaid | Rate   | Full Year Interest Saving |
| 15 Jun 2022                               | £500,000      | 9.375% | £46,875                   |
| 15 Jun 2022                               | £500,000      | 9.375% | £46,875                   |
| 30 Sep 2022                               | £2,500,000    | 4.500% | £112,500                  |
| 30 Sep 2022                               | £500,000      | 9.375% | £46,875                   |
| 11 Oct 2022                               | £2,500,000    | 4.625% | £115,625                  |
| 11 Oct 2022                               | £500,000      | 9.750% | £48,750                   |
| 15 Dec 2022                               | £1,750,000    | 4.500% | £78,750                   |
| 15 Dec 2022                               | £776,322      | 5.250% | £40,757                   |
| 15 Dec 2022                               | £723,678      | 5.250% | £37,993                   |
| 31 Mar 2023                               | £500,000      | 9.750% | £48,750                   |
| 31 Mar 2023                               | £2,000,000    | 4.625% | £92,500                   |
| 15 Jun 2022                               | £697,190      | 2.020% | £14,083                   |
| 01 Sep 2022                               | £585,318      | 1.470% | £8,604                    |
| 15 Dec 2022                               | £704,228      | 2.020% | £14,225                   |
| 01 Mar 2023                               | £589,620      | 1.470% | £8,667                    |
| 2022-23                                   | £15,326,356   |        | £761,830                  |
| 11 Apr 2023                               | £1,000,000    | 4.550% | £45,500                   |
| 11 Apr 2023                               | £2,000,000    | 4.500% | £90,000                   |
| 15 Jun 2023                               | £2,750,000    | 4.625% | £127,188                  |
| 30 Sep 2023                               | £2,500,000    | 5.500% | £137,500                  |
| 11 Oct 2023                               | £2,250,000    | 4.500% | £101,250                  |
| 15 Dec 2023                               | £3,000,000    | 6.375% | £191,250                  |
| 31 Mar 2024                               | £2,750,000    | 4.625% | £127,188                  |
| 15 Jun 2023                               | £711,337      | 2.020% | £14,369                   |
| 01 Sep 2023                               | £593,954      | 1.470% | £8,731                    |
| 15 Dec 2023                               | £718,519      | 2.020% | £14,514                   |
| 01 Mar 2024                               | £598,319      | 1.470% | £8,795                    |
| 2023-24                                   | £18,872,129   |        | £866,285                  |
| Apr 22 to Mar 24                          | £34,198,485   |        | £1,628,115                |



*Interest expenses relate to external loans and for the purposes of this graph do not include accounting adjustments in respect of leases and notional financing arrangements.*

Borrowing in recent years to fund the capital programme, including £100m in 2017-18 and a further £87m in 2019-20, £50m in 2020-21 and £110m in 2021-22 has meant that the ratio of borrowing to the net revenue budget (green line) has increased significantly. This is due to the ambition of the capital programme, combined with MRP adjustments and the long-term benefits of borrowing at low interest rates.

Despite significant additional borrowing in the past four years, low interest rates have meant that the ratio of interest expenses to the net revenue budget (blue bars) has remained stable, with only a very small increase in 2019-20

Taking advantage of low interest rates has meant that the ratio of interest paid to total borrowing (orange bars) continues to reduce.

## Appendix D: Non-treasury investments

### Non-treasury investments

#### Non-treasury investments - Capital loans and similar arrangements including objectives and context

Capital loans are not classed as a treasury management activity but have an impact on cash flows, and interest received, and are included as part of Treasury Management reporting as a result of recent revisions to the CIPFA Code. Current capital loans are as follows:

| Capital Loans                                   | Balance<br>31 March<br>2022 | Authority / Objectives   | Funding and other notes   |
|---|-----------------------------|--|---|
|   | £m                          |  |   |
| <b>Infrastructure related loans</b>             |                             |  |   |
| GNGB/CIL support for NDR ("Broadland Northway") | 33.128                      | Formal arrangements between GNGB members, to allocated CIL receipts to support £40m costs of the NDR, was agreed 21 October 2015. Rather than a loan as such, the arrangement is long term loan repayment support.   | Payments allocated from CIL receipts match the interest and repayments due on a £40m PWLB loan taken out by Norfolk County Council in 2016-17 to part fund construction of the NDR. The arrangement is treated as a long-term debt in the financial statements, and has first call on CIL receipts. |
| NDR Radar Loan                                  | 2.194                       | NCC Cabinet 2 September 2013 agreed to part fund relocation of the Norwich International Airport radar as a compensatory element of the NDR project. A legal agreement for the funding of the radar was agreed with Norwich Airport Limited on 18 October 2013. Repayments will start 2023 when the previous radar would have been replaced. | The airport will contribute to the cost of the radar through financing arrangements from years 9 to 20 at an agreed commercial rate.  |

|   |       |  |  |
|---|-------|--|--|
| Local infrastructure Fund loans to developers | 6.362 | The GNGB area City Deal resulted in the establishment of a Local Infrastructure Fund to provide loans to developers for site specific help to enable development sites to be delivered quickly. The fund is now managed directly by Norfolk County Council, and is no longer open. | Loans to date include St. George's Park, Loddon – Halsbury Home East Anglia Ltd, Thurlton, Horsford and Little Plumstead – Cripps Developments, and Rockland St. Mary – FW Properties.<br>The first repayment was triggered in December 2017, since when regular repayments have been received, with a further loan of £1.804m being made and interest accrued. One infrastructure loan has been fully repaid in 2021-22 and the latest loan outstanding at 31 March 22 is expected to be fully repaid in 2022-23. |
|---|-------|--|--|

| Investment and Loans to Subsidiaries | Investment | Capital Loans Balance 31 March 2022 | Authority / Objectives  | Funding and other Notes / status  |
|--------------------------------------|------------|-------------------------------------|---|---|
| <b>Loans to Norse Group</b>          |            | £m                                  |   |   |
| Norse Energy                         |            | 10.000                              | As part of the Mid-Year Treasury Management Monitoring Report 2015-16 to Policy and Resources Committee and then County Council, members approved the extension of the existing Norse Group short-term loan arrangements by a further £15m for specific longer-term loans, with the loans being approved for inclusion within the County Council's capital programme. | Interest paid annually at a commercial variable rate. Repayment of principal is due on the 7th anniversary of loan in December 2022.  |
| Norse Group                          | 6.250      | 2.403                               | The first loan was for Norse Energy capital investment, and the second to fund replacement of Norse's existing asset portfolio.   | Loan agreement dated 14 February 2018, based on fixed commercial rate for 5 years, with option to increase the interest rate if LIBOR increases. Twice yearly repayments of principal and interest started August 2018, with increased principal repayments in 2024 and 2025. Loan will be fully repaid by February 2025. |
| NPS Aviation Academy                 | 2.543      | 5.729                               | On 20 July 2015, Policy and Resources Committee authorised a loan of £6.25m to the Norse Group, to create a physical location for the Norwich International Aviation Skills Academy. Norse continues to occupy and use the property.  | Annuity loan repayable in 29 equal annual instalments to August 2046.   |
| NEWS                                 | 3.171      | 0.212                               | Loan agreement between Norfolk County Council and Norfolk Environmental Waste Services Limited dated 28 March 2001, for the   | Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of agreement. Capital repaid in   |

|   |               |               |   |   |
|---|---------------|---------------|---|---|
|   |               |               | construction of a materials recycling facility and the purchase of associated vehicles and equipment in Norfolk.  | equal instalments. Original loan £2.44m, to be fully repaid March 2024.   |
| NorseCare                                 |               | 2.684         | Loan agreement dated 4 March 2019 between Norfolk County Council and Norse Care for the re-modelling, refurbishment and extension of the Mountfield residential home in Norwich.  | Annuity loan repayable in 15 equal annual instalments to March 2034.  |
| <b>Other NCC wholly owned companies</b>   |               |               |   |   |
| Hethel Innovations                        |               | 6.913         | On 23 May 2012 Cabinet agreed to approve 60% match funding estimated at £3.77m, via a loan to Hethel Innovation Limited, for the construction of an Advanced Manufacturing Facility at Hethel. The final revision of the loan agreement is dated May 2015 for £3.26m. In addition, the company borrowed £2.132m in 2018-19 to purchase the remainder of its site and buildings from NCC. Then on 31 March 2021 it borrowed a further £1.572m to purchase the adjacent land from Lotus and a further £428k was borrowed in March 2022 to complete the land purchase. | Six monthly equal repayments, capital and interest calculated on an annuity basis. Interest rates fixed based on PWLB rates at the date of the loans. The final instalment date for both loans is September 2049. |
| Repton                                    | 3.490         | 12.550        | In 2020, Cabinet agreed to approve a £10m loan facility for Repton to drawdown as needed to develop surplus NCC land and other suitable land with the view to delivering high-quality housing in Norfolk. The £1.8m was used to purchase additional land for this purpose and a further £10.35m was drawn down in 2022 to facilitate the purchase of 2 plots to develop high-quality housing.   | Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of agreement. Capital repaid in equal instalments.  |
| <b>Total investment and capital loans</b> | <b>15.454</b> | <b>82.176</b> |   |   |

During the financial year to date, interest and principal has been repaid in accordance with the individual loan agreements. During 2021-22 3 new loans were agreed as follows:

- Hethel Innovation Limited - £0.428m to complete the purchase of the land from Lotus
- Repton - £10.750m drawn down over 2021 to purchase and develop 2 plots of high-quality housing in Norfolk

- LIF-Halsbury - £2.155m loan to developers to support the development of new houses in Loddon.

Loan repayments of £2.563m were received by the authority. One infrastructure loan was fully repaid in 2021-22(Loddon), and the second loan will be repaid in 2022-23 (Halsbury).

### **Financing**

Financing for the Broadland Northway (formerly NDR) arrangement shown above has been provided through a £40m PWLB annuity loan.

The finance for all new capital loans is provided initially from Norfolk County Council surplus cash balances and ultimately PWLB loans or capital receipts.

### **Relevant powers**

- The local authority has the power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions [a] (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or right).
- The local authority has a general power of competence just like individuals generally [b].
- The local authority may borrow money for any purpose relevant to its function or for the purposes of the prudent management of its financial affairs [c].
- Where the local authority is running a purely commercial or trading activity then it must do it through a company [b].

Sources            [a]: Local Government Act 1972 s 111(1); Egan v Basildon Borough Council 2011.

                         [b]: Localism Act 2011 s 1 and s4

                         [c]: Local Government Act 2003 s 1

### **Non-treasury investments – Investment properties as defined for statutory accounting purposes**

For statutory accounting purposes, investment properties are assets which are used solely to earn rental income and/or capital appreciation, rather than in the production or supply of goods or services, for administrative purposes, or for sale in the ordinary course of operations. Four properties are classed as investment properties in the Council's statutory accounts, of which the following two make up the majority of the value:



| Investment property   | Norwich Airport Industrial Estate**           |                |                | Agricultural and other land with development potential |                |                |
|-----------------------|---|----------------|----------------|--|----------------|----------------|
| Note                  | Owned jointly with Norwich City Council 60:40 |                |                |  |                |                |
| Reason for ownership: | Rental income                                 |                |                | Capital appreciation                                   |                |                |
| Financial year        | <b>2021-22</b>                                | <b>2020-21</b> | <b>2019-20</b> | <b>2021-22</b>   | <b>2020-21</b> | <b>2019-20</b> |
|                       | £m  | £m             | £m             | £m   | £m             | £m             |
| Net rental income £m  |   | 0.323          | 0.436          | n/a  |                |                |
| Fair value £m         | £17.5**                                       | 12.702         | 12.345         | 13.633   | 10.752*        | 9.755          |

\*Includes the reclassification of the Scottow Solar Farm as an investment property in 2020-21

\*\*The councils are in the process of selling the Norwich Airport Industrial Estate, with the sale due to complete in 2022-23

Investment property is re-valued each year by NPS Property Consultants and the valuation is likely to change subject to the sale terms.

The apparent variations in rental income are due to an over-estimated debtor brought forward in the previous year, and vacant properties seeking tenants.

### Non-treasury investment – Equity Instruments held at Fair Value

The Council holds shares in two other companies associated with the Norwich Airport (Legislator 1656 and Legislator 1657) which originated through a policy initiative with other authorities to promote economic generation and tourism. The investment is held as a longer-term policy initiative

| Equity Instrument     | Legislator 1656               |                |                |
|-----------------------|-------------------------------|----------------|----------------|
| Reason for ownership: | Longer term policy initiative |                |                |
| Financial year        | <b>2021-22</b>                | <b>2020-21</b> | <b>2019-20</b> |
|                       | £m                            | £m             | £m             |
| Fair value £m         | 4.684                         | 3.235          | 2.981          |

## Appendix E: Prudential indicators outturn

### Treasury Prudential Indicators

| Indicator  |                      | Original Indicator £m or % |     | Actual Year to Date | Headroom: Actual - Indicator | Forecast to Year End | Notes  |
|--|----------------------|----------------------------|-----|---------------------|------------------------------|----------------------|--|
| External Debt Limit (Authorised)                         |                      | 998.870                    |     | 901.205             | 97.665                       | 901.205              | Debt for the purpose of this indicator includes notional lease and PFI liabilities   |
| Operational Boundary Limit                               |                      | 951.305                    |     |                     | 50.100                       |                      |  |
| Upper Limits for Fixed Rate Maturity Structure           | Under 12 months      | 0%                         | 10% | 1.8%                | 8.2%                         | 1.8%                 | The Council's LOBO loans total value £31.25m are included under this indicator. The rates will become variable if interest rates exceed set percentages. This is not forecast to happen in the short or medium term. |
|  | 12 months to 2 years | 0%                         | 10% | 2.2%                | 7.8%                         | 2.2%                 |  |
|  | 2 years to 5 years   | 0%                         | 10% | 7.6%                | 2.4%                         | 7.6%                 |  |
|  | 5 years to 10 years  | 0%                         | 20% | 11.5%               | 8.5%                         | 11.5%                |  |
|  | 10 years to 20 years | 10%                        | 30% | 11.5%               | 18.5%                        | 11.5%                |  |
|  | 20 years to 30 years | 10%                        | 30% | 14.8%               | 15.2%                        | 14.8%                |  |
|  | 30 years to 40 years | 10%                        | 30% | 23.6%               | 6.4%                         | 23.6%                |  |
| 40 years to 50 years                                     |                      | 10%                        | 40% | 26.9%               | 13.1%                        | 26.9%                |  |
| Total principal funds invested for greater than 365 days |                      | 100.000                    |     | 0.000               | 100.000                      | 0.000                |  |
| Total principal funds managed by third party             |                      | n/a                        |     | 0                   | n/a                          | 0                    | All investment decisions currently managed internally  |



# Report to Cabinet

Item No. 14

**Report Title: Finance Monitoring Report 2021-22 Outturn**

**Date of Meeting: 6 June 2022**

**Responsible Cabinet Member: Cllr Andrew Jamieson ( Cabinet Member for Finance)**

**Responsible Director: Simon George (Executive Director of Finance and Commercial Services)**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Introduction from Cabinet Member**

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

## **Executive Summary**

Subject to mitigating actions, on a net budget of £439.094m, the revenue outturn for 2021-22 is **a balanced budget after transferring £0.077m to the general fund and** taking into account use of £27.382m Covid reserves brought forward from 2020-21 to meet Covid pressures in 2021-22. The net budget of £439.094m has remained unchanged throughout the year.

General Balances have increased from **£23.763m to £23.840m** at 31 March 2022 following transfers of £0.077m from non-Covid related savings and Finance General underspends at the end of 2021-22 and taking into account the current year forecast overspend. Service reserves and provisions are **£205.864m** before DSG adjustments and subject to confirmation of the tax income guarantee and any final year end audit adjustments.

The position takes into account the Covid-19 financial pressures in 2021-22 and the mitigation received through additional government support.

Details of these pressures and progress on achieving savings are addressed in detail in this report.

## **Recommendations:**

1. To recognise that the revenue outturn for 2021-22 is a **balanced budget after transferring £0.077m to the general fund**

2. To note the COVID-19 funding available of **£106.490m**, including £27.382m brought forward from 2020-21 and the carry forward of **£31.125m** COVID-19 funding to 2022-23 to mitigate the on-going cost pressures and risks associated with infection prevention;
3. To recognise the saving shortfall of **£3.830m**; being 91% savings delivery in 2021-22, as described in Appendix 1 paragraph 6;
4. To recommend to Full Council that the General Balances at 31 March 2022 be increased to **£23.840m** after a transfer of £0.077m from non-COVID related savings and underspends in Finance General.
5. To note the expenditure and funding of the revised current and future 2022-26 capital programmes, including the addition of £10.653m to the capital programme to address the capital funding requirements from various external sources as set out in Appendix 3, paragraph 1.3.

## 1. **Background and Purpose**

- 1.1. This report and associated annexes summarise the financial outturn position for 2021-22, to assist members to maintain an overview of the overall financial position of the Council.

## 2. **Proposals**

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored, and corrective action taken when required.
- 2.2. General Balances are maintained to cover financial risks faced by the Council. This report proposes an increase in the general balances from £23.763m to £23.840m as a result of transferring the £0.077m revenue underspend to the general fund.

## 3. **Impact of the Proposal**

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, including the implications of the Covid-19 pandemic, together with a number of other key financial measures. A balance budget has been achieved in 2021-22

## 4. **Evidence and Reasons for Decision**

- 4.1. Three appendices are attached to this report giving details of the forecast revenue and capital financial outturn positions:

**Appendix 1** summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 grant income
- Changes to the approved budget
- Reserves
- Savings

**Appendix 2** summarises the key working capital position, including:

- Treasury management
- Payment performance and debt recovery.

**Appendix 3** summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding
- Income from property sales and other capital receipts.

- 4.2. Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 3 section 4.

## **5. Alternative Options**

- 5.1. To deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been identified to fund the expenditure, apart from the funding noted in Appendix 3.

## **6. Financial Implications**

- 6.1. As stated above, the revenue outturn for 2021-22 is a **balanced budget** linked to a 91% savings delivery. The outturn for service reserves and provisions is **£205.864m**, and the general balances after transferring £0.077m from non-COVID Finance General underspends; is **£23.840m**. Funding of **£79.108m** has been received in the year to off-set additional expenditure occurred as a result of the Covid-19 pandemic in 2021-22. When added to £27.382m Covid reserves brought forward the total Covid funding available is **£106.490m**. **£31.125m** of COVID Funding has been transferred to 2022-23 to mitigate on-going cost pressures associated with COVID infection prevention measures.
- 6.2. Where possible service pressures have been offset by underspends or the use of reserves. A full narrative by service is given in Appendix 1.
- 6.3. The Council's capital programme is based on schemes approved by County Council in February 2022, including previously approved schemes brought forward and new schemes subsequently approved.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

In setting the 2021-22 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2021-22 Budget. An overall summary Equality and rural impact assessment report is included on page 284 of the Monday 22 February 2021 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

### **8.4 Data Protection Impact Assessments (DPIA)**

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

## **9. Risk Implications/Assessment**

9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and Medium-Term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.

9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Executive Director of Finance and Commercial Services has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. While not underestimating the continued severity of the current crisis on Council's finances, the Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 2021-22.

## **10. Select Committee comments**

10.1. None

## **11. Recommendation**

11.1. Recommendations are set out in the introduction to this report.

## **12. Background Papers**

12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 284

## Officer Contact

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

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## Appendix 1: 2021-22 Revenue Finance Monitoring Report Outturn

Report by the Executive Director of Finance and Commercial Services

### 1 Introduction

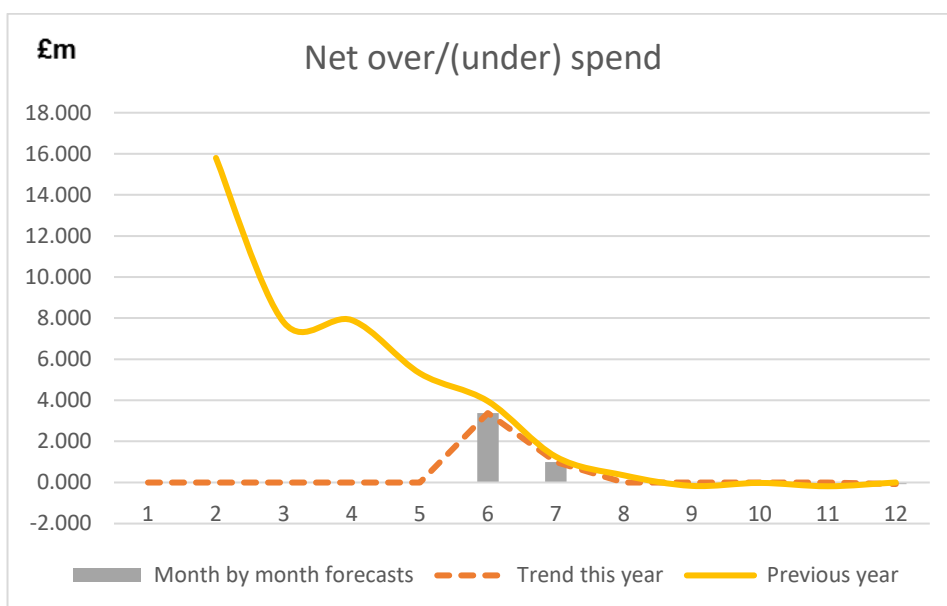
1.1 This report gives details of:

- the outturn position for the 2021-22 Revenue Budget
- additional financial information relating to the Covid-19 pandemic
- forecast General Balances and Reserves as at 31 March 2022 and
- other key information relating to the overall financial position of the Council.

### 2 Revenue outturn – over/(under)spends

2.1 **At the end of March 2022**, the outturn position shows a modest underspend of £0.077m against a net budget of £439.094m.

Chart 1: actual revenue outturn 2021-22, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and overspends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

**Table 1: 2021-22 forecast (under)/overspends by service**

| Service                              | Revised Budget | Cost Pressures | (Under spends/ Savings) | Earmarked Reserves & Provisions Utilised | Net (under)/ overspend | %             | R A G    |
|--------------------------------------|----------------|----------------|-------------------------|--|------------------------|---------------|----------|
|                                      | £m             |                | £m                      |  | £m                     |               |          |
| Adult Social Care                    | 265.792        | 11.923         | -3.023                  | -8.9                                     | 0                      | 0%            | G        |
| Children's Services                  | 202.702        | 14.200         | -1.76                   | -5.898                                   | 6.542                  | 3.2%          | R        |
| Community and Environmental Services | 173.803        | 3.591          | -2.791                  | -0.800                                   | 0                      | 0%            | G        |
| Strategy and Transformation          | 10.359         | 0.117          | -0.117                  | 0  | 0                      | 0%            | G        |
| Governance Department                | 1.991          | 0.497          | -0.423                  | -0.074                                   | 0                      | 0%            | G        |
| Finance and Commercial Services      | 84.907         | 2.297          | -0.619                  | -1.678                                   | 0                      | 0%            | G        |
| Finance General                      | -300.460       | 2.029          | -8.648                  |  | -6.619                 | 2.2%          | G        |
| Total                                | <b>439.094</b> | <b>34.654</b>  | <b>-17.381</b>          | <b>-17.350</b>                           | <b>- 0.077</b>         | <b>-0.02%</b> | <b>G</b> |

Notes:

- 1) the RAG ratings are subjective and account for the risk and both the relative (%) and absolute (£m) impact of overspends.
- 2) Earmarked reserves and provisions were set aside in 2020-21 in order to meet and fund additional pressures in 2021-22.

- 2.4 **Children's Services:** The outturn for 2021-22 is an operational overspend of £12.44m partially offset by use of £5.898m reserves, resulting in an overall overspend position of £6.542m overspent.

- 2.5 The outturn reflects the significant operational pressures and challenging market forces outside of NCC's control, and mirrored nationally, with key financial drivers experienced being:

- Limited supply in the market adversely impacting the Council's ability to purchase the right placements at the right cost;
- An unhelpfully rigid approach from the regulator (Ofsted) - challenging care settings in a way which makes them unwilling to work with young people with complex needs or drives a demand for very large packages of additional support;
- An unprecedented worsening of emotional wellbeing and mental health amongst children, young people and parents;
- A significant rise in 'extra familial harm', including county lines and exploitation of young people;
- An underlying trend of increasing special educational needs and disabilities, including some children with complex disabilities surviving into later childhood as a result of medical advances;
- An additional strain on families as a result of the pandemic and hidden harm with families locked down together.

Factors causing pressures previously identified have not eased off and, in many cases, have continued to increase, with many elements being unpredictable in nature.

- 2.6 Much of the pressures are due to the uncertainties and on-going impact of the pandemic. Patterns and trends have changed from those seen pre-pandemic as a result of our transformation programme, and the medium-to-longer-term impact of the pandemic. Whilst management action has been and continues to be taken to mitigate the budget risks, the pressures have continued to increase.
- 2.7 The budgets that continue to cause the greatest concern are demand-led; specifically, external social care residential placements and home to school transport for those with special educational needs. Education Trading budgets were also under pressure this year, but this is expected to be a short-term position for this academic year as an impact of the pandemic upon trading activities.
- 2.8 The pressure on the demand for residential placements is due to the level of need and the availability of foster carers. Both have been adversely impacted by the pandemic. Additionally, there has been increasing pressure on the leaving care budget, including where post-18s require continued support particularly with the challenge of securing suitable housing exacerbated by the pandemic. The £9.8m overspend has been partially offset by a £4.4m release of Children's Services Business Risk Reserve.
- 2.9 The evidence from the tracking and delivery of the department's transformation programme is that pressure on placement supply and, therefore, budgets would have been far greater if transformation activity had not taken place and savings committed to as part of the budget planning process were not fully delivered.
- 2.10 The home to school transport budget pressure of c. £4.4m is particularly due to the number of children and young people with high special educational needs and disabilities that need individual and/or high-cost assistance to travel to and from school or alternative provision. Since schools returned in April 2021, similar to the national picture, NCC has seen a significant increase in demand for Education, Health and Care Plans and for specialist school provision, prompting increasing demand for transport. The outturn takes into account the additional arrangements made throughout the academic year to meet needs and new requests, thus increasing the pressure on this budget (primarily for pupils for SEND). Transport Equalisation Reserves from 2020-21 financial year of £1.285m, have been released to partially mitigate this overspend. The cost pressure is a combination of higher costs from a less competitive market (a shortage of drivers following COVID) and additional places in high SEND specialist provision seen within the Dedicated Schools Grant High Needs Block spend.
- 2.11 The pandemic has had a disruptive impact upon education trading for the past 18 months, with some services unable to operate due to restrictions in place, others trading at reduced levels or staff being reassigned to undertake pandemic-related work to support the schools' sector. During 2020-21 there was significant additional government funding which mitigated the losses incurred during that period. Whilst we are seeing the market begin to rectify itself, this is delayed by rising COVID cases as schools remain understandably cautious about visitors. Management action is being taken to reduce the financial pressures by reviewing services to ensure that they will meet the new, anticipated demand as well as looking for alternative funding sources in the meantime.
- 2.12 Management action continues to be taken within the department, wherever possible to reduce the financial risks for future financial years. Any impact upon future years' budgets remains under close review as the 2023-24 Budget process begins. The

service also continues to presume the use of reserves to cover committed expenditure that slipped from 2021-22 due to the pandemic.

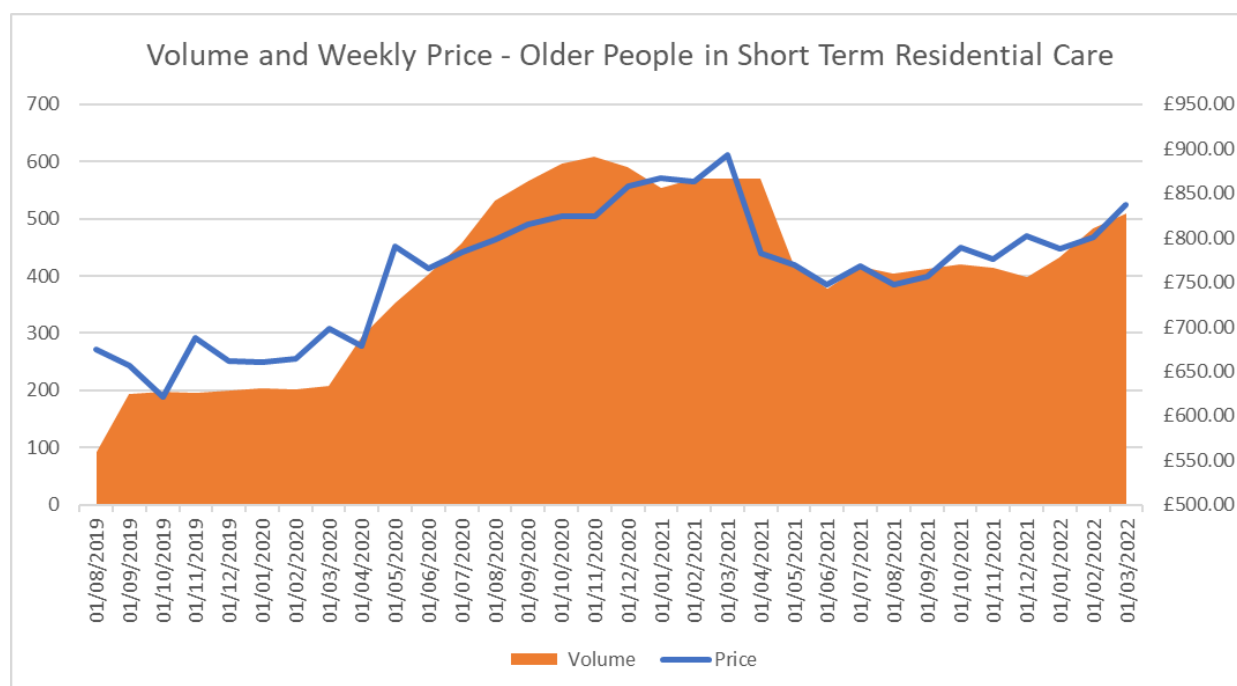
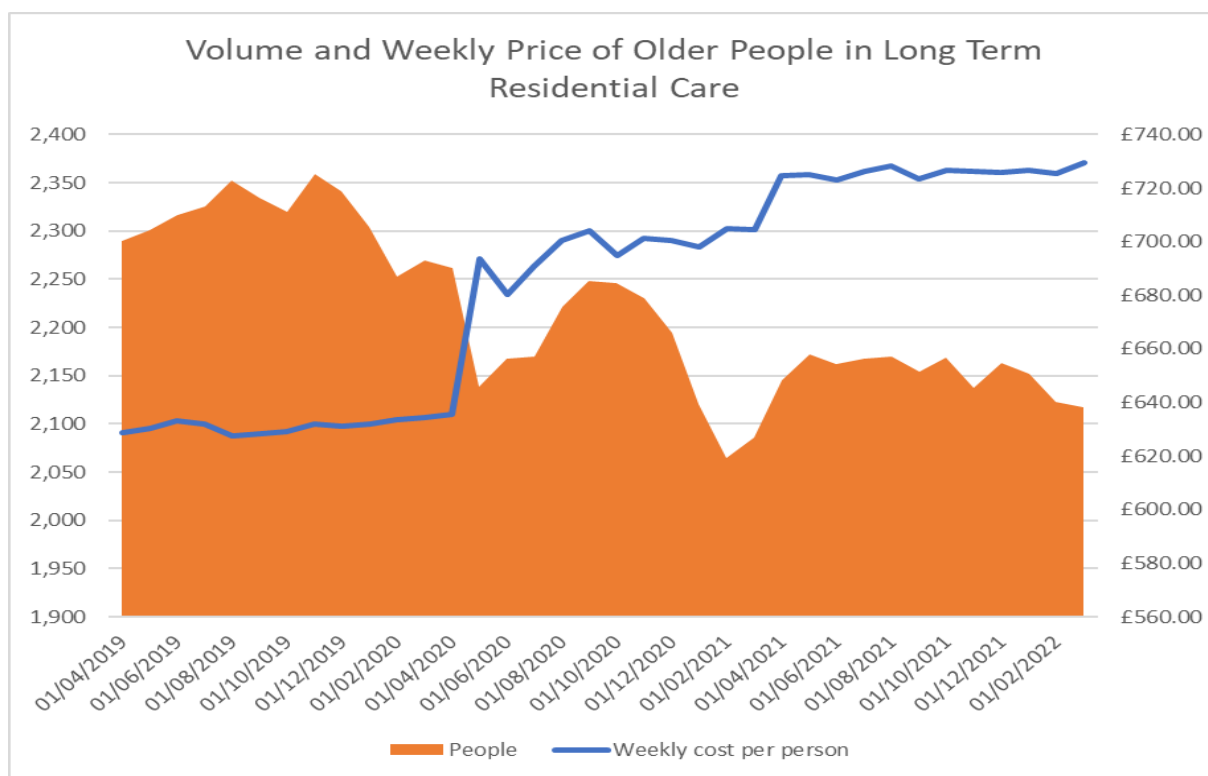
- 2.13 Given the current national context, there continues to be significant influences beyond the Council's control that make delivery of the transformation programme (and, therefore, savings) difficult. The ongoing recovery work is impacted by ongoing Covid-related staff shortages, surges in demands and any further Covid waves that may bring further restrictions and/or new scenarios to manage. These risks continue to be kept under close review.
- 2.14 **Adult Social Services:** The final outturn for 21/22 is a balanced position after one-off reserve utilisation and interim mitigations. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty, especially in the last 12-18 months. Covid-19 has had a detrimental effect on the pace and scale of the ASC transformation programme resulting in a shortfall in savings delivery which is still creating a legacy cost pressure against the department budget. ASC will not be able to catch-up on the 2020/21 savings whilst also delivering against the new 2021/22 savings. In 2020/21 the department recognised the risk to 2021/22 budgets and built up a level of reserves to mitigate this risk.
- 2.15 The ASC service both in Norfolk and nationally, continues to be under immense pressure, with demands for services creating unique system and capacity constraints. Whilst not the direct remit of this report, understanding the wider departmental performance is crucial to understanding its financial performance.
- 2.16 As part of our regular reporting there are several key performance indicators that provide a sense of the challenge the department faces at present:
- Our holding lists are now over 3000 people, which continues to represent a significant increase over the last 12 months. These lists are constantly monitored and prioritised to enable risk to be managed, which clearly is a significant resource pressure.
  - Our Interim Care list is now stands at 700, a small reduction on the high of over 800 people, which indicates that our Care Market currently cannot provide all the services that are demanded upon it. This is further indicated by the level of Reablement capacity that is being absorbed to provide traditional home support whereby this is not available from the independent market.
  - Since November 2020 we have seen a significant rise in the level of completed S42 (Care Act 2014) safeguarding enquiries. In Mental Health alone our service has completed 85% more S42 enquiries in 2021 than they did in the whole of 2020. The trend in Safeguarding referrals continues to be upwards with the Council receiving 152, 201 and 225 new referrals in the months November, December and January.
  - The pressure facing our partners in the health system has meant discharge referrals from hospital into the Home First Hubs have increased by over 100% more than the staffing and commissioning capacity. We continue to work with members of Norfolk's Health and Care system to manage this demand.
  - Our care providers ability to recruit and retain staff, especially in services such as home support, is under strain at this time and will clearly limit capacity. For Home Support, since July 2020, we have seen a 35% increase in care

vacancies, and in our care homes, a 14% increase in the last 3 months alone. Within this past month we are seeing a rise in the number of contracts that are either being handed back or having to be managed for interim periods due to temporary inability to staff.

- As well as external care staff vacancies, our own teams continue to struggle to maintain capacity despite a concerted effort to recruit and retain qualified Social Workers and we presently have a 20% vacancy level relating to Level 2 Social Workers.
- As a result of the continued pressures, the service department had to reintroduce its SCOPEL (Social Care Operational Escalation Level) measure, alongside the NHS OPEL equivalent. This provides a daily measure of the pressure on the systems in Norfolk. For much of Winter both SCOPEL and OPEL have operated at the highest level of pressure (Level 4) which has meant an urgent reprioritisation of resource towards managing this risk. We are glad to report entering Spring this has now deescalated to a level 3.

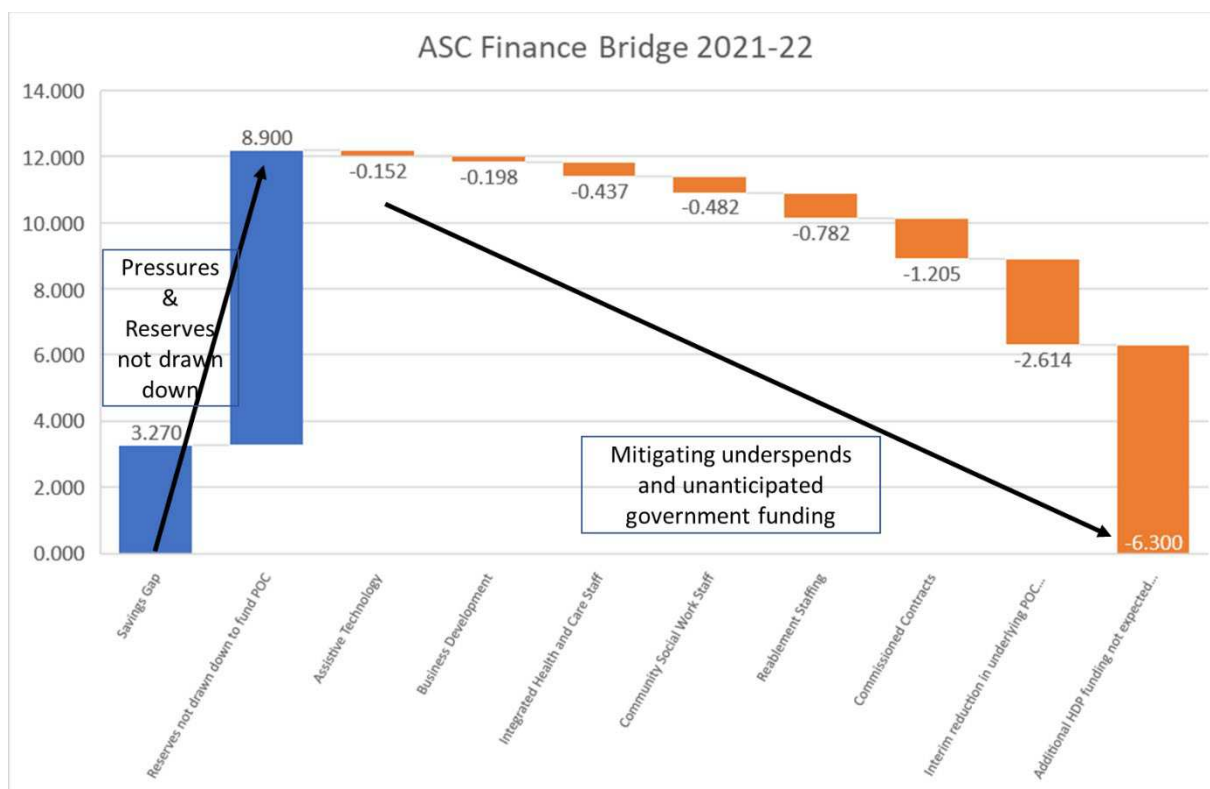
What the preceding paragraph means is our ASC budget, in particular the Older People Purchase of Care budget, continues to be under medium to long term pressure. For our care purchasing budgets, the pandemic did, in the short term, result in some reduced demand for services such as long-term residential care (see Graph 1). During last winter we did see a surge in placements, a likely result of our systems utilisation of short-term residential care beds that then convert to longer term placements (Graph 2). For this past winter we are seeing a similar spike in short term residential care and therefore expect there to be a similar rise in longer term residential over the next few months.

Graph 1 & 2: Example of Older People care volume and price changes over last 18 months.



- 2.17 During the last few periods the continued impact of the pandemic, and its effects on care capacity, has meant that we will see some short-term reductions in the volume, and therefore expenditure, of services such as home support and transport. These align to our rising interim care and holding lists. Whilst this could be perceived as positive movements financially, a continued pattern of movement from these drivers will likely be disadvantageous for both the outcomes of the people but also the longer term trend of cost.

- 2.18 We were pleased that new monies for Social Care relating to the six months to March 2022 were announced during the year. These provided a continued level of resource for care providers around infection control but also funding towards Hospital Discharge arrangements. Government's specific funding support for Infection Control has now ceased in line with its wider Covid-19 response. Additionally, Government have ceased funding of the Hospital Discharge planning for 2022/23. As an ICS we have secured local funding for the first quarter of 22/23 whilst the long-term funding and plan for this important area is developed.
- 2.19 In order to meet current demand levels and balance both Covid recovery and service transformation, the department has needed to continue with both its recruitment drive and focus on staff retention. This meant we believed that some of our staff budgets that have historically underspent (due to vacancies) may well themselves have been under pressure. Our continued challenges in recruitment and retention, as articulated at a recent People and Communities Select Committee, has meant that these staff budgets continued to be underspent in 2021/22.
- 2.20 We recognised that 2021/22 was likely to have been a difficult financial year and built an adequate reserve balance to manage any presenting risk. As the year closed, the ASC department still had an underlying overspend but this was mitigated by one-off funding and one-off underspends – even to the extent the planned reserves were not wholly required to be utilised as originally planned. As noted elsewhere in this paper, the announcements of additional funding relating to ASC, namely for the Care Market and Hospital Discharge, has meant the funding set aside for the latter half of the year towards these pressures was not needed during 2021/22 and has remained within the department's reserves. The reserve position therefore reflects the reduced usage in 21/22. It does however recognise that the service is likely to require these funds to manage both these pressures, and the wider transformation requirements of the department, in 2022/23 and beyond.
- 2.21 The following finance bridge for the department demonstrates the material internal variances that have enabled the department to mitigate the savings pressure and not require the anticipated draw down of reserves.



2.22 **CES:** we have delivered a balanced outturn position after the use of the use of the cultural recovery fund.

2.23 We have seen pressures around income within Museums, and On-street parking. Overall, the position has been mitigated through the local government income compensation scheme for lost sales, fees and charges and the use of the cultural recovery fund and underspends elsewhere within the department.

2.24 Waste volumes at Recycling Centres and kerbside collections have remain volatile following an exceptional year in 2020/21. The 2021/22 budget allowed for an increase in waste volumes, however we have seen further exceptional increases leading to increased cost pressures

2.25 Cost pressures within the department have been offset by additional income that has been achieved in within the Highways services through additional recharges and highways income. In addition to the underspend on winter maintenance due to the mild winter.

2.26 **Corporate services:** The Strategy and Transformation outturn is a balanced position. This has been achieved making usage of Covid and reserves brought forward, and it was helped by underspends due to staff vacancies.

2.27 Governance outturn is a balanced position. Cost pressures were offset by higher level of income from Registrars and NPLaw.

2.28 Finance and Commercial Services outturn is a balanced position as pressures due to the impact of COVID on loss of income and increasing overhead costs on Property services are offset using the corporate and business risk reserve. Final period was helped by a higher level than previously forecasted of County Farms income.



2.29 **Finance General:** Finance General outturn includes the one-off reduction in Minimum Revenue Provision of £4.405m resulting from slippage in the 2020-21 Capital Programme. In addition, there are lower than anticipated redundancy and organisation change costs of £1.045m, interest savings of £1.367m due to borrowings secured at lower interest rates than budget, £0.657m additional interest receivable and £0.84m in Travel Rights Grants. This is offset by a £2.029m overspend in Covid related PPE, staff and premises costs. Other forecast underspends include £0.218m reduction in member travel, allowances and audit fees, and the £0.1m Council's pension AVC salary sacrifice scheme. The net result is an overall underspend of £6.619m.

2.30 Further details are given in Appendix 1: Revenue Annex 1.

### 3 Approved budget, changes and variations

3.1 The 2021-22 budget was agreed by Council on 22 February 2021 and is summarised by service in the Council's Budget Book 2021-22 (page 17) as follows:

**Table 2: 2021-22 original and revised net budget by service**

| Service                              | Approved net base budget | Revised budget P11 | Revised budget P12/13 |
|--------------------------------------|--------------------------|--------------------|-----------------------|
|                                      | £m                       | £m                 | £m                    |
| Adult Social Care                    | 252.550                  | 252.290            | 265.792               |
| Children's Services                  | 178.886                  | 178.636            | 202.702               |
| Community and Environmental Services | 158.307                  | 158.484            | 173.803               |
| Strategy and Transformation          | 8.422                    | 8.601              | 10.359                |
| Governance Department                | 1.904                    | 1.865              | 1.991                 |
| Finance and Commercial Services      | 32.235                   | 32.388             | 84.907                |
| Finance General                      | -193.210                 | -193.17            | -300.460              |
| <b>Total</b>                         | <b>439.094</b>           | <b>439.094</b>     | <b>439.094</b>        |

Note: this table may contain rounding differences.

3.2 During P12 and the subsequent closedown P13, there were a number of large capital accounting budget adjustments between Finance General and the other Services. These have not affected service budgets and the Council's net budget for 2021-22 has remained unchanged.

### 4 General balances and reserves

#### General balances

4.1 At its meeting on 22 February 2021, the County Council agreed a minimum level of general balances of £19.706m in 2021-22. The balance at 1 April 2021 was £23.763m following transfers of £4.056m from non-Covid related savings and Finance General underspends at the end of 2020-21. The forecast for 31 March 2022 is **£23.840m**, taking into account the small revenue underspend of £0.077m.

4.2 Movements during the year are as follows:

|   | £m            |
|---|---------------|
| General Balances – opening balance 1 April 2021           | 23.763        |
| Transfer of non-Covid related Finance General underspends | 0.077         |
| Rounding  | 0             |
| <b>General Balances – closing balance 31 March 2021</b>   | <b>23.840</b> |

- 4.3 The transfer of non-Covid related Finance General underspends to General Balances is consistent with the County Council decision on 22 February 2021 which agreed the principle of seeking to increase the general fund balances as part of closing the 2020-21 accounts.

**Reserves and provisions 2021-22**

- 4.4 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2021. Actual balances at the end of March 2021 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.
- 4.5 The 2021-22 budget was approved based on a closing reserves and provisions (excluding DSG reserves) of £111.8m as at 31 March 2022. This, and the latest forecasts are as follows.

**Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)**

| Reserves and provisions by service              | Actual<br>balances<br>1 April<br>2021(1) | Increase<br>in March<br>2021<br>balances<br>after<br>budget<br>setting | 2021-22<br>Budget<br>book<br>forecast<br>March<br>2022 | Out balances<br>31 March<br>2022 |
|---|--|--|--|----------------------------------|
|   | £m                                       | £m   | £m   | £m                               |
| Adult Social Services                           | 38.611                                   | 16.836   | 14.102   | 45.909                           |
| Children's Services (inc schools, excl LMS/DSG) | 17.412                                   | 8.953  | 5.832  | 17.398                           |
| Community and Environmental Services            | 54.223                                   | 12.274   | 49.780   | 65.814                           |
| Strategy and Transformation                     | 1.892                                    | 0.529  | 1.265  | 2.466                            |
| Governance                                      | 2.119                                    | 0.236  | 0.908  | 2.045                            |
| Finance & Commercial Services                   | 4.628                                    | 1.340  | 1.872  | 3.793                            |
| Finance General                                 | 36.569                                   | 6.172  | 30.739   | 50.551                           |
| Schools LMS balances                            | 17.018                                   | 4.204  | 7.308  | 17.888                           |
| <b>Reserves and Provisions including LMS</b>    | <b>172.162</b>                           | <b>50.544</b>  | <b>111.806</b>   | <b>205.864</b>                   |
|   |  |  |  |                                  |
| <b>DSG Reserve (negative)</b>                   | <b>-31.797</b>                           | <b>-0.834</b>  | <b>-34.355</b>   | <b>--53.976</b>                  |

- 4.6 Covid grants and other grants and contributions brought forward as at 31 March 2021 resulted in reserves and provisions being £50.5m higher than had been assumed at the time of budget setting. The majority of these reserves have been used for service provision during 2021-22. However, the decision was taken in P11 to roll forward £18.0m of the COVID-19 MHCLG Grant Tranche 5 to support the 22-23 budget. As a

result, the net total for reserves and provisions at 31 March 2022 is approximately £94.058m higher than was assumed at the time of budget setting.

- 4.7 **Dedicated Schools Grant (DSG):** The DSG Reserve takes into account the actual rise in placements and support seen during 2021-22 that have exceeded the growth estimates built into the budget. The deficit of c. £22.179m overspend as at the end of March 2022, increased the DSG Reserve to £53.976m at 31 March 2022. This compares to a budgeted deficit of £8.635m
- 4.8 The areas of most significant cost pressure continue to be independent school placements along with post-16 provision and maintained special school placements. After the third national lock-down, there was a significant increase in demand for independent special school provision placements which significantly exceeded the growth estimated in the budget and is the key driver behind the increased overspend forecast for the 2021-22 financial year.
- 4.9 In addition, the average cost of these places has risen by c. 15% since the budget was set. This price increase is replicated regionally and nationally and is due to the market conditions where demand is far outstrips supply. The charges of this sector are not regulated nationally, and local authorities are not in the position to properly negotiate upon price when it is required that a child is placed in the provision in line with statutory duties. Even prior to this increase in average costs, analysis shows that, Norfolk spends twice as much on independent special school places as it does upon state-funded (i.e. maintained, academy or free) school places, and the educational outcomes for children and young people are consistently higher within the state-funded sector.
- 4.10 Officers have also raised concerns about the imbalance in the market with representatives of the DfE and requested support regarding regulation, to better support the control of costs and improving the outcomes for children and young people within these placements.
- 4.11 Another area of additional spend in 2021-22 relates to support in mainstream schools for children with high special educational needs to enable the child to remain within the mainstream sector either on a long-term basis, to prevent escalation of needs or on a short-term basis whilst specialist provision is awaited. As the pandemic restrictions eased, there was a significant increased demand from schools. It should be noted that additional spend on these budgets has mitigated pressures on maintained special school and independent school placements, particularly in the medium-to-longer-term.
- 4.12 Despite the pandemic, significant work by the NCC, Norfolk Schools Forum and the wider system continues to take place as part of the Children's Services Transformation Programme both to ensure that the right specialist provision is in the right place to meet needs (i.e. the capital investment), whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 4.13 NCC reports the forecast position each term to the Norfolk Schools Forum, in line with DfE expectations and feedback from the Forum continues to be sought. The latest report was to the November Schools Forum meeting (in line with the Period 6 forecast) and this position has been shared with the DfE in line with their requests for periodic update. As part of the DfE's ongoing monitoring where a local authority is carrying a cumulative deficit, a follow up meeting with representatives from the DfE

has been held this term with no significant suggestions from the DfE as to alternative ways that Norfolk could be managing the DSG cost pressures.

- 4.14 Sustainable funding for the HNB continues to be pursued and NCC recently responded to a DfE consultation regarding revising the historical basis for the national funding formula for HNB; this consultation suggested that Norfolk has been under-funded for a number of years and, even if the proposals are implemented, will continue to be under funded due to a capping system. We have now received the provisional DSG allocations for 2022-23 that includes the outcome of this consultation; unfortunately, for Norfolk the final historical adjustment has been capped at a lower level than the consultation, meaning that level of under-funding for Norfolk continues and is exacerbated.
- 4.15 Norfolk has been investing significant capital monies in the creation of additional specialist places in existing state-funded schools alongside the building of new special schools and specialist resource base provision. Without this investment, the deficit position would have been significantly higher on the basis that the independent sector expansion has not kept pace with demand. Officers have also fed back to the DfE regarding the vital role that capital investment could play in supporting the recovery of the High Needs Block, to enable placements to move from expensive independent provision into maintained / academy / free special schools. Sufficient capital investment has not been forthcoming from central government for many years and whilst there have been recent announcements of further funding, more is needed to create sufficient supply of state-funded specialist provision to fully meet the place needs of children with high SEND. Additionally, Officers have fed back that it is key that the funding announced is directed to those authorities where it would deliver the biggest benefit.
- 4.16 The outcome of the national major review into support for children with special educational needs following the implementation of the SEND Reform Act 2014 is currently expected this Autumn, having been previously delayed three times. It is anticipated that this review will deliver significant findings and that these will have financial implications.
- 4.17 In addition to the pressures seen within the High Needs Block, there is also an overspend in relation to the Early Years Block. When the hourly rate was set for 2021-22, various options were considered following a comprehensive consultation with the sector to refresh the formula for Norfolk. Detailed modelling of this block is challenging in 'normal' years due to the difficulties in estimating take up and the impact of supplements. 2020-21 was particularly unusual due to the pandemic, including in relation to future patterns of demand, with the modelling leaning towards maximising the rate to be disturbed and minimising the contingency available following underspends in previous years. Now that we have the majority of the 2021-22 data, it can be seen that the revised funding modelling overallocated and that, post clawback from the DfE, there will be an overspend. This is expected to be an in-year only pressure due to the modelling for 2022-23's hourly rate rectifying the situation to ensure affordability.
- 4.18 **Provisions included in the table above**
- The table above includes provisions of £28.393m comprising:
- £10.0m insurance provision,
  - £12.9m landfill provision (this provision is not cash backed),
  - £4.614m provisions for bad debts,

- £2.996m business rates appeals provision (subject to year end adjustments from District Councils),
- £0.132m redundancy provision and
- a small number of payroll related provisions.

## 5 Covid-19 financial implications

5.1 Details of central government funding announcements and forecast Covid-19 pressures are set out below.

5.2 Covid-19 funding forecasted to date is as follows:

**Table 4a: Covid-19 funding**

| <b>Funding</b>   | <b>Actual 2021-22<br/>£m</b> |
|--|------------------------------|
| <b>Covid reserves brought forward</b>  |                              |
| Home to School and College Transport Funding carried forward                 | 0.598                        |
| Local Outbreak Control: test and trace service support grant carried forward | 1.306                        |
| Contain Outbreak Management Fund carried forward                             | 14.389                       |
| Community Testing Funding carried forward                                    | 0.049                        |
| Clinically Extremely Vulnerable Funding carried forward                      | 2.420                        |
| Wellbeing for Education Recovery Grant carried forward                       | 0.037                        |
| Holiday Activity Fund Grant carried forward                                  | 0.018                        |
| Norfolk Assistance Scheme Reserve  | 0.491                        |
| Covid-19 Grant (Adults) carried forward                                      | 2.466                        |
| COVID-19 MHCLG Grant Tranche 4 carried forward                               | 5.608                        |
| <b>Use of funding brought forward from 2020-21</b>                           | <b>27.382</b>                |
| COVID-19 MHCLG Grant Tranche 5   | 18.829                       |
| Infection Control Fund   | 3.860                        |
| Infection Control and Testing Fund   | 4.755                        |
| Infection Control, Testing and Vaccination Fund                              | 7.328                        |
| Home to School and College Transport Funding                                 | 0.364                        |
| Contain Outbreak Management Fund   | 4.859                        |
| Wellbeing for Education Recovery Grant                                       | 0.088                        |
| Covid Winter Grant Scheme  | 0.645                        |
| COVID Local Support Grant  | 2.579                        |
| Adult Social Care Rapid Testing Fund   | 2.535                        |
| Holiday Activity Fund Grant  | 1.597                        |
| Covid-19 Bus Services Support Grant  | 4.884                        |
| Fire Home Office Grant   | 0.257                        |
| Hospital Discharge funding   | 11.604                       |
| Sales, fees and charges compensation   | 1.668                        |
| Coronavirus Job Retention Scheme   | 0.206                        |
| Practical Support for Self-Isolation Grant                                   | 0.580                        |
| Community Testing Funding  | 3.373                        |
| Omicron Support Fund (OSF)   | 1.045                        |

|   |                |
|---|----------------|
| Workforce Recruitment & Retention Fund            | 8.052          |
| <b>Funding received in 2021-22</b>                | <b>79.108</b>  |
|   | <b>106.490</b> |
| Norfolk Assistance Scheme                         | 0.206          |
| Wellbeing for education recovery grant            | 0.031          |
| Fire Home Office Grant                            | 0.196          |
| Covid-19 Bus Services Support Grant               | 1.077          |
| Contain Outbreak Management Fund                  | 9.285          |
| Community Testing Funding                         | 1.223          |
| Omicron Support Fund                              | 0.278          |
| COVID-19 MHCLG Grant Tranche 5                    | 18.829         |
| <b>Funding to be carried forward into 2022-23</b> | <b>31.125</b>  |

### ***New / confirmed funding***

- 5.3 The majority of funding above is a continuation of funding streams first received in 2020-21. New funding sources include:
- 5.4 **Workforce Recruitment and Retention Fund – Round 1 and 2:** On the 3<sup>rd</sup> November the Government announced the Workforce Recruitment & Retention Fund of which NCC's allocation was £2.829m On 10 December the government set out its Adult Social Care Winter Plan which included a commitment to providing a second round of funding for workforce recruitment and retention to support local authorities recruit and retain sufficient staff over winter, support growth and sustain the existing workforce capacity. Norfolk's share of this round 2 funding is £5.223m.
- 5.5 **Hospital Discharge Funding:** £6.210m agreed funding from Norfolk & Waveney CCG to cover the hospital discharge costs incurred by NCC for Adult Social Care up until 30 September 2021. £478m nationally was announced by the Government for the second half of the financial year in relation to the Hospital Discharge Programme. For Norfolk and Waveney, we were allocated £11.169m of funding, with c£6.496m currently aligned to expenditure associated with NCC expenditure. We have very strong indications that this will be the last funding for this national policy. We are therefore working closely with our Health partners to ensure we have a sustainable and effective Hospital Discharge Programme within the reduced resources for 2022/23 onwards.
- 5.6 **COVID Local Support Grant:** an additional £1.638m was received for the Household Support Grant.
- 5.7 An additional element of cost mitigation included in forecast over and underspends is the Government's **Coronavirus Job Retention Scheme**. While the scheme has not been used to duplicate other sources of public funding, such as the Covid-19 support grants, the government has recognised that there are exceptional cases where, for example, Local Authorities have needed to close venues such as museums and registry offices. Total furlough income scheme received in the year was £0.206m.
- 5.8 **Practical Support for Self-Isolation Grant:** The Council received funding of £0.580m from the DHSC to provide practical support for those self-isolating.

## Other funding

- 5.9 **Local government income compensation scheme for lost sales, fees and charges:** MHCLG have confirmed the extension to the Sales, Fees and Charges Scheme, into the first three months of 2021/22. The compensation subject to the same deductions as 2020-21 based on a 5% budget absorption and the 75 pence in every pound of loss thereafter). The Council submitted a claim on 20 October and Government have now paid £1.668m to compensate for lost income.
- 5.10 **Contain Outbreak Management Fund (COMF):** On 24<sup>th</sup> December the Council received confirmation that any unspent monies from COMF can be carried forward into the 2022-23 financial year. There is £14.389m carried forward from 2020-21 and an additional £4.859m received in 2021-22. £9.285m of this grant is now being carried forward to offset the costs associated with containing the pandemic, vaccination roll-out and enhanced testing facilities across the county in 2022-23.
- 5.11 **Adult Social Care – Omicron Support Fund (OSF):** On 29<sup>th</sup> December the government announced a further £60m top-up to local authorities to support adult social care sector and protect those who receive care and their carers from COVID-19 infection. Norfolk's share of this funding is £1.045m.

## Covid-19 related cost pressures

- 5.12 A summary of the forecast Covid-19 related cost pressures are as follows:

**Table 4b: Covid-19 cost pressures**

| Table 4b: Covid-19 cost pressures           | Adult Social Services | Children's Services | Community and Environmental Services | Strategy and Transformation | Governance    | Finance and Commercial Services | Finance General | Total         |
|---|-----------------------|---------------------|--------------------------------------|-----------------------------|---------------|---------------------------------|-----------------|---------------|
|   | £m                    | £m                  | £m                                   | £m                          | £m            | £m                              | £m              | £m            |
| <b>2021-22 Covid-19 cost pressures</b>      | <b>46.406</b>         | <b>14.051</b>       | <b>24.615</b>                        | <b>0.000</b>                | <b>0.000</b>  | <b>0.710</b>                    | <b>5.172</b>    | <b>90.954</b> |
| Use of funding brought forward from 2020-21 | -2.466                | -0.653              | -18.164                              | 0.000                       | 0.000         | 0.000                           | -6.099          | -27.382       |
| 2021-22 Grants and funding                  | -39.822               | -2.310              | -14.674                              | 0.000                       | -0.025        | -0.219                          | -22.057         | -79.108       |
| 2021-22 Covid-19 Funding                    | -42.288               | -2.962              | -32.839                              | 0.000                       | -0.025        | -0.219                          | -28.156         | -106.490      |
| Funding to be carried forward into 2022-23  | 0.278                 | 0.031               | 11.781                               | 0.000                       | 0.000         | 0.000                           | 19.035          | 31.125        |
| <b>NET PRESSURE</b>                         | <b>4.396</b>          | <b>11.118</b>       | <b>3.558</b>                         | <b>0</b>                    | <b>-0.025</b> | <b>0.491</b>                    | <b>-3.949</b>   | <b>15.589</b> |

## Other pressures

- 5.13 A particular risk relates to Business Rates and Council Tax income. This has been taken into account during 2021-22 budget setting. To assist future budgeting, the government has allowed Council's to spread their tax deficits over 3 years rather than the usual one year
- 5.14 The costs and income pressure relating to Covid-19 vary from the overall Council balanced budget position shown in this report. This is due to non-Covid-19 related actions put in place by Chief Officers to mitigate the financial impacts of the pandemic.

## Future year's funding announcements

- 5.15 On 23 March 2022, the government announced in the Spring Statement that the Household Support Fund (HSF) would be extended from 1 April 2022 to 30 September 2022. The fund will be made available to support those most in need, with a third to be spent on families with children and a third to be spent on pensioners, with a greater emphasis on supporting households with energy bills. Norfolk's share of this funding is £6.696m

## 6 Budget savings 2021-22 summary

- 6.1 In setting its 2021-22 Budget, the County Council agreed net savings of £41.179m. Details of all budgeted savings can be found in the 2021-22 Budget Book. A summary of the total savings outturn is provided in this section.
- 6.2 The latest monitoring reflects total savings delivery of £37.349m and a total shortfall of £3.830m (9%) at year end.
- 6.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2021-22 savings outturn

|                         | Adult Social Services | Children's Services | Community and Environmental Services | Strategy and Transformation | Governance | Finance and Commercial Services | Finance General | Total         |
|-------------------------|-----------------------|---------------------|--------------------------------------|-----------------------------|------------|---------------------------------|-----------------|---------------|
|                         | £m                    | £m                  | £m                                   | £m                          | £m         | £m                              | £m              | £m            |
| Budget savings          | 17.858                | 11.300              | 8.288                                | 0.553                       | 0.353      | 1.927                           | 0.900           | <b>41.179</b> |
| Savings outturn         | 14.588                | 11.300              | 8.288                                | 0.553                       | 0.353      | 1.367                           | 0.900           | <b>37.349</b> |
| Savings shortfall (net) | 3.270                 | 0.000               | 0.000                                | 0.000                       | 0.000      | 0.560                           | 0.000           | <b>3.830</b>  |

### Adult Social Services

- 6.5 Adult Social Services delivered £14.588m of their £17.858m 2021/22 savings target. The £3.270m non-delivery relates to three savings.



- 6.6 £2.000m non delivery relates to the Short Term Out of Hospital Offer saving (ASS015) due to the high demand experienced for short term residential care following hospital discharge. The saving was predicated on the reduction of the use of short-term beds and the ability to reduce the length of stay, however due to Covid this has not been possible. £2.000m non delivery against this £3.670m savings target.
- 6.7 Shortfall in the Homebased Reablement Saving (ASS001) of £0.870m against a £1.250m target. The Reablement service is currently experiencing considerable capacity issues due to having to 'hold' home care packages due to the significant pressures in the market. They also have a number of staff vacancies. Both these factors have meant that the services capacity to accept reablement referrals has substantially reduced. This has resulted in a reduction in the savings delivered this year.
- 6.8 The other area that is declaring a savings shortfall is the Digital Sourcing saving (an element of ASC036), £0.400m. Due to the considerable resourcing and Covid pressures on the market, at the moment we are still seeing upward pressures on the price levels the Council is having to pay for care. This is exacerbated by not currently being able to use a Sourcing Tool to support discussions.
- 6.9 As conveyed in the revenue section of this report, Adult Social Services will likely struggle to deliver the previous year's (2020/21) savings shortfall whilst also delivering the present year savings.

### **Children's Services**

- 6.10 Despite the ongoing pressures being seen by the department, the Children's Services budgeted savings, which lie primarily within the transformation programme, have been delivered in 2021-22. The profile of delivery of savings across the whole programme varies from the original budgeted expectation; some projects are under-delivering due to the impact of the pandemic (e.g. upon foster carer recruitment) but other projects, such as New Roads, are delivering savings ahead of schedule.
- 6.11 As advised elsewhere in this report, there are significant stresses within the system due to the ongoing impact of the pandemic that are diverting resources away from the transformation programme, as well as pressures within the market that means it is more challenging to secure the right provision, in the right place, at the right time and at the right cost; all of which are essential to deliver many elements of the transformation programme.
- 6.12 Other significant influences that are beyond the Council's control continue to make delivery of the transformation programme (and, therefore, savings) difficult considering the ongoing recovery work, ongoing direct Covid-related impacts including self-isolation of staff, increases in demand seen and further waves. Therefore, expected delivery of savings will continue to be kept under close review.

### **Finance and Commercial Services**

- 6.13 £0.560m non delivery relates to Corporate Property Team savings (P&R027/P&R058/P&R060). Savings have to date been absorbed / delivered through one-off measures but following a detailed review of previously identified savings from

2016, particularly around commercialisation of elements, these are no longer felt to be achievable. A number of the initiatives have been market tested and evaluated and do not produce a significant return or pose a financial / reputational risk to NCC. The non-delivery of savings in 2021-22 has been reflected in the monitoring position and has been addressed as part of the 2022-23 Budget.

### **2022-23 to 2024-25 savings**

- 6.14 Budget setting in 2021-22 saw the approval of £2.245m savings for 2022-23, £1.600m for 2023-24 and £2.500m savings for 2024-25. The deliverability of these savings, including any 2021-22 savings that are permanently undeliverable, has been considered as part of the budget setting process for 2022-26 and the saving position in the Revenue Budget report to January Cabinet reflected the removal or delay of £1.596m of saving proposals brought forward from previous budget rounds.

## Revenue Annex 1

### Forecast revenue outturn

#### Revenue outturn by service

The forecast net balanced budget is a result of a range of underlying forecast over and underspends which are listed below.

#### Revenue budget outturn by service – detail

| <b>Adult Social Services</b>  | <b>Revised Budget</b> | <b>Over spend</b> | <b>Under spend</b> | <b>Forecast net spend</b> |
|---|-----------------------|-------------------|--------------------|---------------------------|
|   |                       | <b>£m</b>         | <b>£m</b>          |                           |
| Purchase of Care  |                       | 1.676             |                    |                           |
| Commissioned Services   |                       |                   | -1.205             |                           |
| Community Social Work   |                       |                   | -0.463             |                           |
| Business Development  |                       |                   | -0.193             |                           |
| Early Help & Prevention   |                       |                   | -0.719             |                           |
| Community Health & Social Care  |                       |                   | -0.443             |                           |
| Management, Finance & HR  |                       | 10.247            |                    |                           |
| Use of Business Risk Reserve  |                       |                   | -8.900             |                           |
| <b>Forecast over / (under) spends</b>   |                       | <b>11.923</b>     | <b>-11.923</b>     |                           |
| <b>Net total</b>  | <b>265.792</b>        |                   | <b>0</b>           | <b>265.792</b>            |
| <i>The underlying over and underspends above excludes the planned use of ASC reserves built into the 2021-22 budget</i> |                       |                   |                    |                           |
| <b>Children's Services</b>  |                       |                   |                    |                           |
| Social Care   |                       | 9.800             |                    |                           |
| Learning and Inclusion  |                       | 4.400             |                    |                           |
| Commissioning, Partnerships and Resources   |                       |                   | -1.760             |                           |
| Use of Children's Services Business Risk Reserves   |                       |                   | -4.433             |                           |
| Use of Transport Equalisation Risk Reserves   |                       |                   | -1.285             |                           |
| Use of anticipated MHCLG Loss of Fees and Charges Income  |                       |                   | -0.180             |                           |
| <b>Forecast over / (under) spends</b>   |                       | <b>14.200</b>     | <b>-7.225</b>      |                           |
| <b>Net total</b>  | <b>202.702</b>        |                   | <b>6.542</b>       | <b>209.244</b>            |
| <b>Community and Environmental Services</b>   |                       |                   |                    |                           |
| Museums – Forecast Loss of income   |                       | 0.800             |                    |                           |
| On-street Parking income  |                       | 0.590             |                    |                           |
| Waste Volumes   |                       | 2.201             |                    |                           |
| Use of Cultural Recovery Fund   |                       |                   | -0.800             |                           |
| MHCLG Loss of Fees and Charges Income   |                       |                   | -0.577             |                           |
| Additional income and recharges   |                       |                   | -1.575             |                           |
| Underspend Winter Maintenance   |                       |                   | -0.639             |                           |
| <b>Forecast over / (Under) spend</b>  |                       | <b>3.591</b>      | <b>-3.591</b>      |                           |
| <b>Net total</b>  | <b>173.803</b>        |                   | <b>0</b>           | <b>173.803</b>            |

|   | Revised Budget  | Overspend    | Under spend   | Forecast net spend |
|---|-----------------|--------------|---------------|--------------------|
| <b>Strategy and Transformation</b>  |                 |              |               |                    |
| Net underspends   |                 |              | -0.117        |                    |
| Cost pressures  |                 | 0.117        |               |                    |
|   |                 |              |               |                    |
| <b>Forecast over / (under) spend</b>  |                 | <b>0.117</b> | <b>-0.117</b> |                    |
| <b>Net Total</b>  | <b>10.359</b>   |              | <b>0</b>      | <b>10.359</b>      |
|   |                 |              |               |                    |
| <b>Governance</b>   |                 |              |               |                    |
| Election and coroners' costs  |                 | 0.497        |               |                    |
| Net underspends   |                 |              | -0.423        |                    |
| Use of reserves   |                 |              | -0.074        |                    |
| <b>Forecast over / (under) spend</b>  |                 | <b>0.497</b> | <b>-0.497</b> |                    |
| <b>Net Total</b>  | <b>1.991</b>    |              | <b>0</b>      | <b>1.991</b>       |
|   |                 |              |               |                    |
| <b>Finance and Commercial Services</b>                                      |                 |              |               |                    |
| COVID 19 – Loss of income, extra expenditure                                |                 | 0.289        |               |                    |
| Cost pressures in Property and Finance                                      |                 | 2.008        |               |                    |
| Net underspends   |                 |              | -0.619        |                    |
| Use of Reserves   |                 |              | -0.873        |                    |
| Use of Corporate Reserves   |                 |              | -0.805        |                    |
| <b>Forecast over / (under) spend</b>  |                 | <b>2.297</b> | <b>-2.297</b> |                    |
| <b>Net Total</b>  | <b>84.907</b>   |              | <b>0</b>      | <b>84.907</b>      |
|   |                 |              |               |                    |
| <b>Finance General</b>  |                 |              |               |                    |
| Covid-19 additional costs   |                 | 2.029        |               |                    |
| Travel Rights Grant income received   |                 |              | -0.840        |                    |
| Members travel, allowances and audit fees                                   |                 |              | -0.218        |                    |
| Pension AVC Salary Sacrifice scheme   |                 |              | -0.112        |                    |
| Interest on borrowing -savings secured from lower fixed PWLB interest rates |                 |              | 1.367         |                    |
| Interest receivable   |                 |              | -0.657        |                    |
| Minimum Revenue Provision   |                 |              | -4.405        |                    |
| Lower than anticipated costs of redundancy/organisational change            |                 |              | -1.045        |                    |
| Other cost pressures and underspends  |                 |              | -0004         |                    |
|   |                 |              |               |                    |
| <b>Forecast over / (under) spend</b>  |                 | <b>2.029</b> | <b>-8.648</b> |                    |
| <b>Net total</b>  | <b>-300.460</b> |              | <b>-6.619</b> | <b>--307.079</b>   |
| <b>TOTAL</b>  | <b>439.094</b>  |              |               | <b>439.017</b>     |

## Revenue Annex 2 – Dedicated Schools Grant Reserve

| <b><i>Dedicated schools grant</i></b>            | <b>Reserve<br/>as at<br/>31 Mar 21</b> | Revised<br>Budget<br>(A) | <b>Budgeted<br/>Reserve<br/>as at<br/>31 Mar 22</b> | Forecast<br>Spend<br>(B) | (Over) /<br>under<br>spend<br>A-B | Forecast<br>Reserve as<br>at<br>31 Mar 22 |
|--|--|--------------------------|---|--------------------------|-----------------------------------|---|
| High Needs Block                                 |  | 8.635                    |   | -22.179                  | -13.544                           |   |
| Increase in net deficit to be<br>carried forward |  | -8.635                   |   |                          |                                   |   |
| <b>Forecast (over) / under<br/>spend</b>         |  |                          |   | <b>--22.179</b>          | <b>-13.544</b>                    |   |
| <b>Net deficit (DSG Reserve)</b>                 | <b>-31.797</b>                         |                          | <b>-40.432</b>                                      |                          |                                   | <b>-53.976</b>                            |

## Revenue Annex 3

### Impact of Covid-19 – forecast cost pressures

Forecast cost pressures summarised in paragraph 5 of the main report are as follows:

**2021-22  
Outturn  
£m**

#### **Identified / forecast costs**

##### **Adult Social Care**

|  |               |
|--|---------------|
| Support for people experiencing domestic abuse   | 0.050         |
| Provider support payments to cover liquidity/sustainability issues and any additional costs where not specifically related to a person's changing care needs | 0.928         |
| Savings Risk Mitigation and Covid Recovery   | 3.868         |
| Additional Capacity  | 0.914         |
| Adult Social Care remote working costs   | 0.056         |
| Adult Social Care Voluntary Sector   | 0.017         |
| Loss of income - Day Care and Residential contributions  | 1.639         |
| Hospital Discharge Programme   | 11.604        |
| Full use of Infection Control funding  | 11.086        |
| Full use of Vaccination Fund   | 0.447         |
| Full use of Adult Social Care Rapid Testing Fund   | 6.979         |
| Full use of Workforce Recruitment and Retention Fund   | 8.052         |
| Full use of Omicron Support Fund   | 0.766         |
| <b>Adult Social Care Total</b>   | <b>46.406</b> |

##### **Children's Services**

|   |               |
|---|---------------|
| Loss of income - Children's Services  | 1.026         |
| Maintaining Early Year's Provision  | 0.139         |
| Safeguarding campaign   | 0.030         |
| Additional social care placement costs, including impact of market supply pressures as well as additional numbers of placements | 9.315         |
| Additional legal costs including delays to court costs  | 0.440         |
| Additional frontline agency costs   | 0.176         |
| Children's Services remote working costs  | 0.027         |
| Additional social worker training   | 0.075         |
| School Sickness Insurance Scheme  | 0.130         |
| Holiday Activity Fund   | 1.615         |
| Full use of Home to School and College Transport Funding  | 0.983         |
| Full use of Wellbeing for Education Return Grant  | 0.095         |
| <b>Children's Services Total</b>  | <b>14.051</b> |

##### **Community and Environmental Services**

|  |       |
|--|-------|
| Customer Services additional Covid expenditure                 | 0.007 |
| Additional Resilience costs                                    | 0.038 |
| Highways additional COVID costs from 3rd party contractor work | 0.078 |
| Public Transport - Covid Bus Services Support Grant            | 3.781 |
| Loss of income: Libraries                                      | 0.502 |
| Loss of income: Museums  | 1.172 |
| Loss of income: Recreation and Sport                           | 0.005 |
| Loss of income: Adult Education                                | 0.413 |

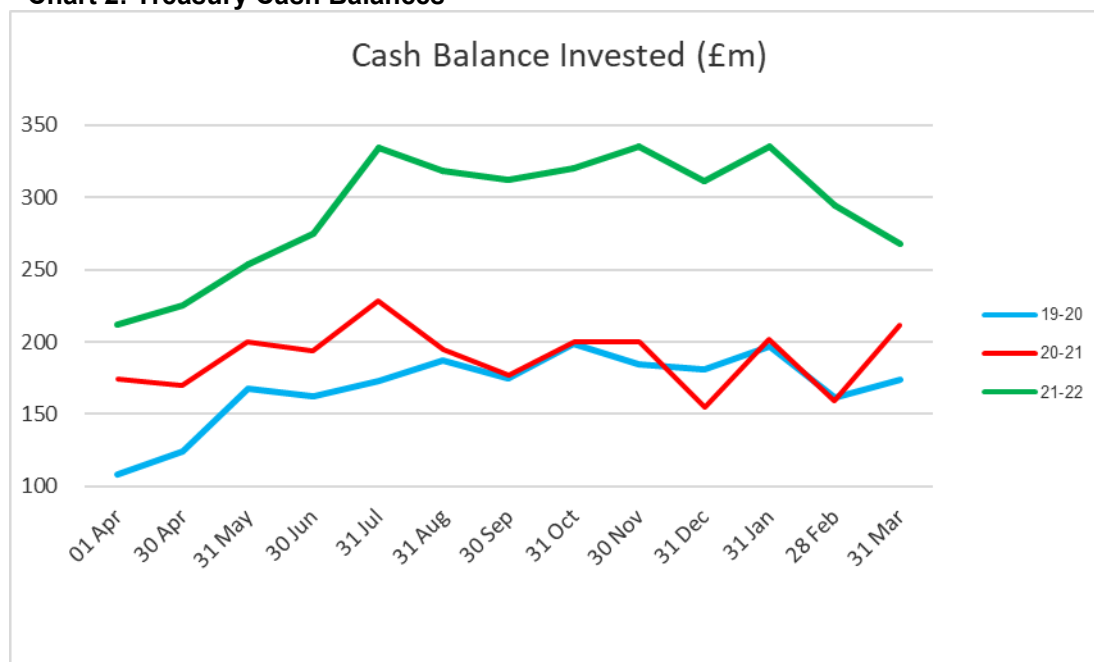
|   | 2021-22<br>Outturn<br>£m |
|---|--------------------------|
| Loss of income: Customer Service Centre   | 0.008                    |
| Loss of income: Planning Services   | 0.054                    |
| Loss of income: Public Transport  | 0.187                    |
| Loss of income: Records Office  | 0.005                    |
| Loss of income: CES including On-street Parking   | 0.629                    |
| Additional / redeployed Libraries staff   | 0.025                    |
| Additional / redeployed Museums staff   | 0.125                    |
| Additional / redeployed Records Office staff  | 0.005                    |
| Additional COVID expenditure within Waste   | 1.002                    |
| CES remote working costs  | 0.023                    |
| CES property costs  | 0.009                    |
| Full use of Fire Home Office Grant  | 0.063                    |
| Public Health expenditure   | 0.014                    |
| Full use of Local Outbreak Control: Test and Trace service support grant  | 1.306                    |
| Use of Contain Outbreak Management Fund grant   | 9.963                    |
| Full use of Community Testing funding   | 2.201                    |
| Full use of Clinically Extremely Vulnerable funding   | 3.000                    |
| <b>Community and Environmental Services Total</b>   | <b>24.615</b>            |
| <b>Strategy and Transformation</b>  |                          |
| <b>Strategy and Transformation Total</b>  | <b>0.000</b>             |
| <b>Governance</b>   |                          |
| <b>Governance Total</b>   | <b>0.000</b>             |
| <b>Finance and Commercial Services</b>  |                          |
| Covid response costs - redeployed staff, property costs (FCS)   | 0.198                    |
| Loss of income across Finance and Commercial Services including IMT Services to Schools, Property and Car Park income | 0.512                    |
| <b>Finance and Commercial Services Total</b>  | <b>0.710</b>             |
| <b>Finance General</b>  |                          |
| Covid response costs - redeployed staff, property costs   | 0.946                    |
| Additional / redeployed IMT staff   | 0.025                    |
| IMT - Impact on Schools team  | 0.097                    |
| IMT - Infrastructure - Extra Data Bundled on mobile phone contract  | 0.070                    |
| Temporary mortuary costs  | 0.074                    |
| Corporate procurement of PPE  | 0.003                    |
| Distribution hub - Site costs   | 0.274                    |
| Extension of Norfolk Assistance Scheme (NAS)  | 0.285                    |
| Kit for digitally disadvantaged children  | 0.061                    |
| IMT Guided Learning   | 0.113                    |
| Use of COVID Local Support Grant  | 2.579                    |
| Use of COVID Winter Grant Scheme funding  | 0.645                    |
| <b>Finance General Total</b>  | <b>5.172</b>             |
| <b>Covid-19 financial pressures Norfolk County Council total</b>  | <b>90.954</b>            |

## Appendix 2: 2021-22 Balance Sheet Finance Monitoring Report Month 12

### 1 Treasury management summary

- 1.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last two financial years to March 2021, and for the current financial year to March 2022.

**Chart 2: Treasury Cash Balances**



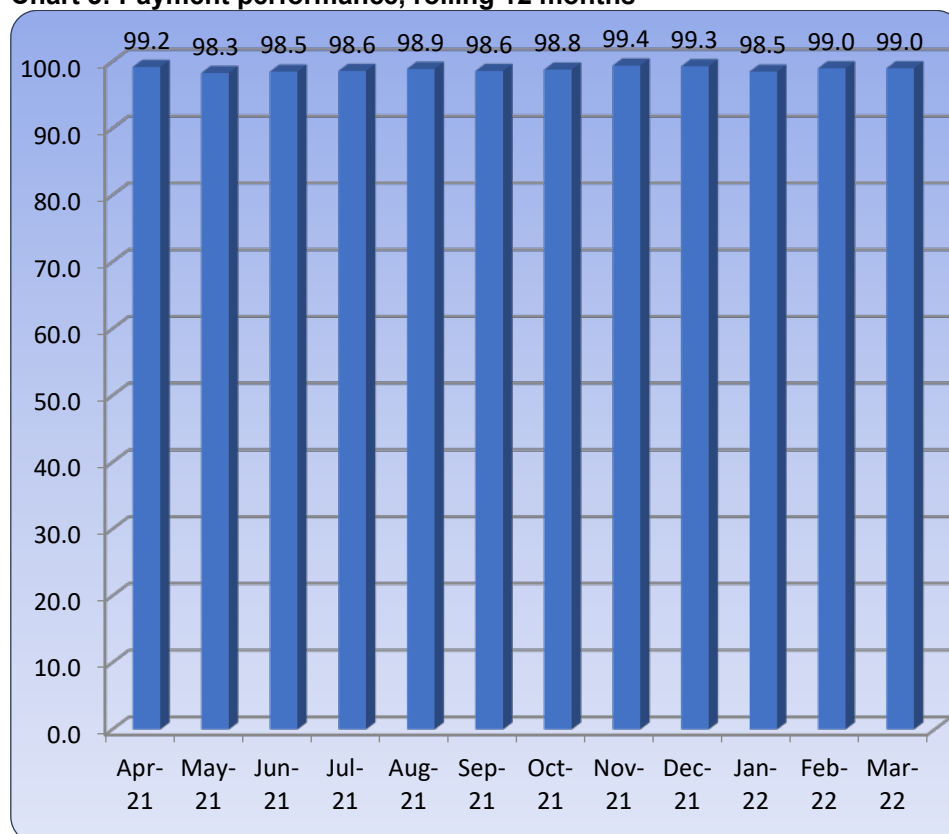
- 1.2 The Council completed its planned borrowing for 2021-22 in December 2021. No further borrowing was undertaken in the current financial year.
- 1.3 The Council has healthy cash balances for the immediate future and the planned borrowing of £110m has reduced the Council's exposure to potential future interest rate rises and secured a £0.718m saving on interest payable this year. The Council's Treasury Strategy assumes as much as £80m may be borrowed in 2021-22, plus £30m deferred from 2020-21. The cash flow takes into account the full £110m borrowed this year, £20m advance payments for April 2022 resulting from the Oracle implementation and current capital programme resulting in a closing cash balance of £267.973, £34.8m higher than the P11 forecast of £233.156m, mainly due to P12 slippage in the capital programme (see Appendix 3 Note 1.2).
- 1.4 PWLB and commercial borrowing for capital purposes was £854.243m at the end of March 2022. The associated annual interest payable on existing borrowing is £30.905m.

### 2 Payment performance

- 2.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 99.0% were paid on time in March 22 against a target of 98%. The percentage has remained above the target of 98% in the last 12 months.



**Chart 3: Payment performance, rolling 12 months**



Note: The figures include an allowance for disputes/exclusions.

### 3 Debt recovery

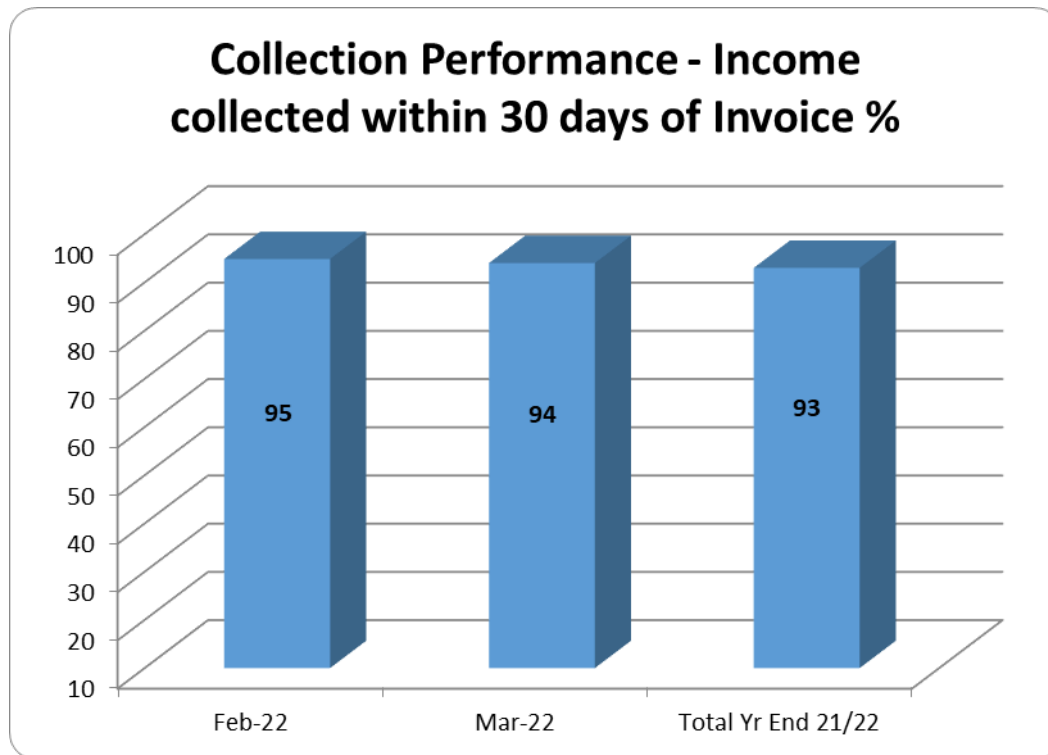
3.1 **Introduction:** In 2020-21 the County Council raised over 135,100 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.7bn. Through 2020-21 90.1% of all invoiced income was collected within 30 days of issuing an invoice, with 97.5% collected within 180 days.

3.2 In 2021-22 the County Council raised 134,933 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.7bn. 93.4% of all invoiced income was collected within 30 days of issuing an invoice and 98% was collected within 180 days.

#### Debt collection performance measures – latest available data

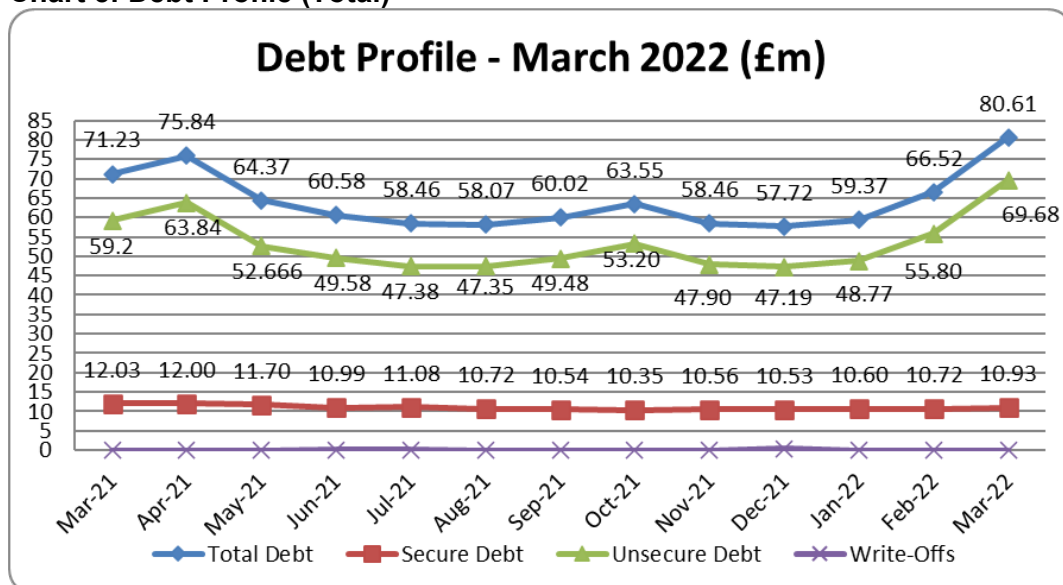
3.3 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 94% in March 22.

**Chart 4 :Latest Collection Performance**



- 3.4 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

**Chart 5: Debt Profile (Total)**



- 3.5 The overall level of unsecure debt increased by £13.88m in March 22. Of the £69.68m unsecure debt at the end of March 22; £32.6m is under 30 days, £1.45m has been referred to NPLaw, £1.22m is being paid off by regular instalments and £8.05m is awaiting estate finalisation. The largest area of unsecure debt relates to charges for social care, £53.71m, of which £22.53m is under 30 days and £25.9m is

debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care. The overall debt with the CCGs has increased by £6.36m in March 22.

- 3.6 Secured debts amount to £10.93m at 31 March 22. Within this total £3.75m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 3.7 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 3.8 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.9 For the period 1 April 2021 to 28 February 22, 1654 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £595,589.51, the majority of which are individual debts below £500 for which no further recourse for debt recovery is available .
- 3.10 Of the £596k debts written off 26 debts were over £500, totalling £53,373.24. No debts over £10,000 have been approved for write-off since 1 April 2021.

## Appendix 3: 2021-22 Capital Finance Monitoring Report

### Report by the Executive Director of Finance and Commercial Services

#### 1 Capital Programme 2021-25

- 1.1 On 22 February 2021, the County Council agreed a 2021-22 capital programme of £281.594m with a further £256.066m allocated to future years', giving a total of £537.660m.
- 1.2 Additional re-profiling from 2020-21 resulted in an overall capital programme at 1 April 2021 of £661m. Further in-year adjustments have resulted in the capital programme shown below:

**Table 1: Capital Programme budget**

|   | <b>2021-22<br/>budget</b> | <b>Future<br/>years</b> |
|---|---------------------------|-------------------------|
|   | <b>£m</b>                 | <b>£m</b>               |
| New schemes approved February 2021                          | 33.687                    | 68.781                  |
| Previously approved schemes brought forward                 | 247.907                   | 187.285                 |
| <b>Totals in 2021-25+ Budget Book (total £537.660m)</b>     | <b>281.594</b>            | <b>256.066</b>          |
| Schemes re-profiled after budget setting                    | 95.379                    |                         |
| New schemes approved after budget setting                   | 1.249                     |                         |
| Other adjustments after budget setting including new grants | 20.489                    | 6.363                   |
| <b>Revised opening capital programme (total £661.140m)</b>  | <b>398.711</b>            | <b>262.429</b>          |
| Re-profiling since start of year                            | -234.575                  | 234.575                 |
| Norwich Western Link (approved 7 <sup>th</sup> June 21)     | 9.686                     | 177.153                 |
| Other movements including new grants and approved schemes   | 81.048                    | 124.462                 |
|   |                           |                         |
| <b>Total capital programme budgets (total £1,053.489)</b>   | <b>254.869</b>            | <b>798.620</b>          |

*Note: this table and the tables below contain rounding differences*

- 1.3 The total capital programme budget has increased by £10.653m compared to P11 (£1042.836) due to:
- £2m use of capital receipts flexibility to fund Children's Services Transformation costs and £1.361m increase in revenue contributions for school-based capital schemes in 2021-22
  - £1.632m increase in S106 developer contributions for future years' school-based capital schemes, £0.072m external funding and revenue contributions for Academy schemes and Looked After Children
  - £2.79m increase in the Household Waste Recycling Centre budgets following the approval by full Council to uplift the budget to match the actual cost of the new Recycling Centres.
  - £6.728m uplift in future years Highways Capital Programme following confirmation of external funding received and £0.23m increase in revenue contributions and NCC borrowing for various Highways projects

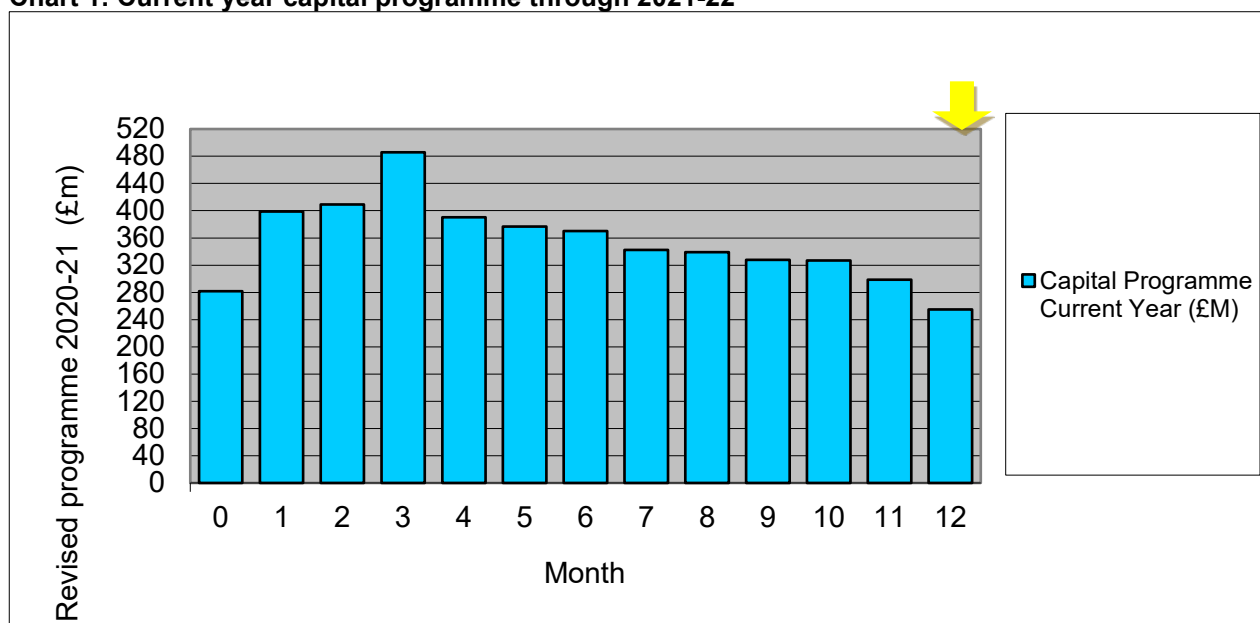
- (£4.041) reduction in BT rebates in the current year to match the latest forecast of broadband take-up and a £0.465m increase in future years rebates on the Better Broadband for Norfolk project
- £0.459m increase in the capital budget for the landfill sites
- £0.151m additional funding received from Natural England for the Norfolk Trails projects
- £0.122m revenue contribution to the Libraries projects
- £1.046m additional draw down of LIF loans for the development of houses in Halsbury
- £0.993m Fire Personal Protection Equipment lease funded through capital receipts
- Reduction in the schools ICT budget for NCC borrowing of £1.697m and the Local Full Fibre Network grant funding of £1.766m
- Other minor adjustments to various project budgets totalling a £0.108m increase in budget to reflect year to date spend and external contributions

1.4 The capital outturn position for 2021-22 has resulted in further slippage of £42.940m in budgets to future years from 2021-22 budget bringing the total budget reprofiled this year to £234.575m. The full breakdown of these movements in capital budget are available in Capital Annex 1 below.

## Changes to the Capital Programme

1.5 The following chart shows changes to the 2021-22 capital programme through the year.

**Chart 1: Current year capital programme through 2021-22**



1.6 Month "0" shows the 2021-22 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1, followed by the most up to date programme. The current year programme will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

1.7 The current year's capital budget is as follows:

**Table 2: Service capital budgets and movements 2021-22**

| Service                            | Opening programme | Previous report | Reprofiling since previous report | Other Changes since previous report | 2021-22 latest Capital Budget |
|------------------------------------|-------------------|-----------------|-----------------------------------|-------------------------------------|-------------------------------|
|                                    | £m                | £m              | £m                                | £m                                  | £m                            |
| Children's Services                | 133.879           | -70.754         | -14.107                           | 3.361                               | 52.379                        |
| Adult Social Care                  | 14.888            | 0.134           | -0.172                            | -0.033                              | 14.817                        |
| Community & Environmental Services | 162.948           | -24.971         | -10.918                           | -0.593                              | 126.466                       |
| Finance & Commercial Services      | 86.914            | -7.551          | -17.594                           | -0.562                              | 61.207                        |
| Strategy & Governance              | 0.082             | 0.068           | -0.150                            | 0.000                               | 0.000                         |
| <b>Total</b>                       | <b>398.711</b>    | <b>-103.074</b> | <b>-42.941</b>                    | <b>2.173</b>                        | <b>254.869</b>                |
|                                    |                   | <b>295.637</b>  |                                   | <b>-40.768</b>                      |                               |

*Note: this table may contain rounding differences.*

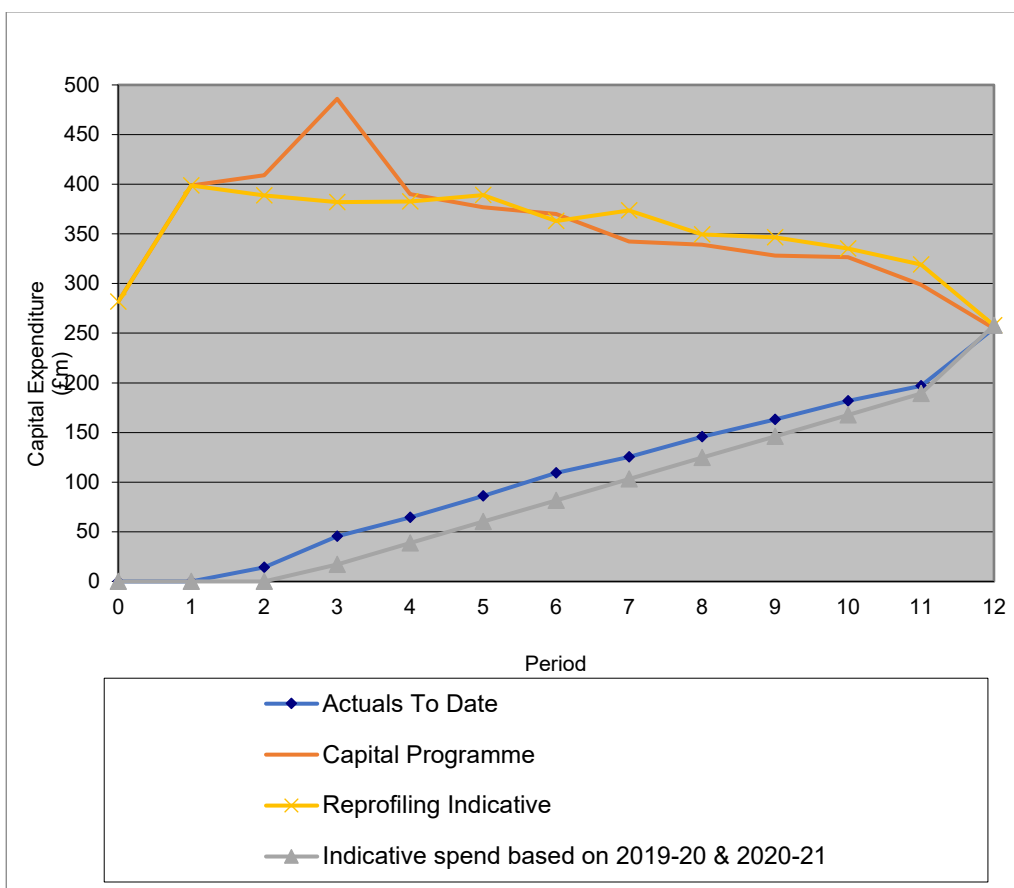
- 1.8 The revised programme for future years (2022-23 to 2024-25 and beyond) is as follows:

**Table 3: Capital programme future years 2022+**

| Service                            | Previously reported future programme | Reprofiling since previous report | Other Changes since previous report | 2022+ Future Capital Budget |
|------------------------------------|--------------------------------------|-----------------------------------|-------------------------------------|-----------------------------|
|                                    | £m                                   | £m                                | £m                                  | £m                          |
| Children's Services                | 203.163                              | 14.107                            | 1.694                               | 218.964                     |
| Adult Social Care                  | 68.346                               | 0.172                             | 0.000                               | 68.518                      |
| Community & Environmental Services | 385.250                              | 10.918                            | 7.460                               | 403.628                     |
| Finance & Commercial Services      | 90.157                               | 17.593                            | -0.672                              | 107.078                     |
| Strategy & Governance              | 0.282                                | 0.150                             | 0.000                               | 0.432                       |
| <b>Total</b>                       | <b>747.198</b>                       | <b>42.940</b>                     | <b>8.482</b>                        | <b>798.620</b>              |

*Note: this table contains rounding differences*

- 1.9 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that budgets are being re-profiled to future years as the progress on projects becomes clearer.

The capital outturn of £254.869m is £2.969m less than the P11 forecast of £257.838m.

#### 1.10 Actual expenditure in 2021-22 is as follows:

**Table 4: Actual expenditure to date**

| Service                            | Expenditure year to date |
|------------------------------------|--------------------------|
|                                    | £m                       |
| Children's Services                | 52.379                   |
| Adult Social Care                  | 14.817                   |
| Community & Environmental Services | 126.466                  |
| Finance and Commercial Services    | 61.207                   |
| <b>Total to date</b>               | <b>254.869</b>           |

The rate of capital spend has averaged approximately £20.289m per month. Total spend in 2021-22 was £254.869m, compared with £219.451m in 2020-21. The rate of spend has increased in 2021-22, with significant projects underway such as the Great Yarmouth Third River Crossing and the Oracle replacement project. Ongoing schemes include schools' improvements, the refurbishment of Norwich Castle Keep, the new Household Waste Recycling facilities, Better Broadband and Highways capital maintenance.

The overall programme is ambitious and a significant amount of re-profiling of schemes into 2022-23 and future years has taken place in the final months of 2021-22 to reflect the actual timing of schemes.

## 2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

**Table 4: Financing of the capital programme**

| <b>Funding stream</b>            | <b>2021-22<br/>Programme</b> | <b>Future Years<br/>Forecast</b> |
|----------------------------------|------------------------------|----------------------------------|
|                                  | <b>£m</b>                    | <b>£m</b>                        |
| Prudential Borrowing             | 111.335                      | 488.606                          |
| Use of Capital Receipts          | 8.993                        |                                  |
| Revenue & Reserves               | 2.718                        | -                                |
| <i>Grants and Contributions:</i> |                              |                                  |
| DfE                              | 18.504                       | 57.667                           |
| DfT                              | 78.148                       | 200.24                           |
| DoH                              | 9.185                        | 0.309                            |
| MHCLG                            | 0.132                        | 0.007                            |
| DCMS                             | 2.987                        | -                                |
| DEFRA                            | 0.099                        | 0.159                            |
| Developer Contributions          | 6.457                        | 27.355                           |
| Other Local Authorities          | 0.479                        | 0.025                            |
| Local Enterprise Partnership     | 7.456                        | 11.755                           |
| Community Infrastructure Levy    | 3.269                        | 2.941                            |
| National Lottery                 | 2.417                        | 5.402                            |
| Commercial Contributions         | 2.192                        | 0.465                            |
| Business rates pool fund         |                              |                                  |
| Other                            | 0.508                        | 3.689                            |
| <b>Total capital programme</b>   | <b>254.869</b>               | <b>798.620</b>                   |

*Note: this table may contain rounding differences*

- 2.2 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to financing of short life assets and transformation projects. Any proposals to utilise capital receipts to fund in-year capital expenditure are recommended to Cabinet for approval (see section 3 below)
- 2.3 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980). The Commercial Contribution referred to above is in respect of next generation broadband access (Better Broadband for Norfolk).



### 3 Capital Receipts

- 3.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.
- 3.2 The capital programme, approved in February 2021, gave the best estimate at that time of the value of properties available for disposal in the four years to 2024-25, totalling £20.4m.

**Table 5a: Disposals capital programme forecast**

| Financial Year | Property sales forecast as per Capital Strategy<br>£m | Property sales forecast as at P13<br>£m |
|----------------|---|---|
| 2021-22        | 10.6  | 5.89                                    |
| 2022-23        | 5.7   | 31.9                                    |
| 2023-24        | 3.9   | 6.0                                     |
| 2024-25        | 0.2   | 5.1                                     |
|                | <b>20.4</b>   | <b>48.9</b>                             |

The uplift in forecast for future years sales is largely due to the planned disposal of the Norwich Airport Industrial Estate and Holt Hall. The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

**Table 5b: Capital receipts and forecast use current financial year £m**

| <b>Capital receipts 2021-22</b>  | <b>£m</b>     |
|--|---------------|
| Capital receipts reserve brought forward                                 | 6.449         |
| Loan repayments – subsidiaries forecast for year                         | 0.681         |
| Loan repayments – LIF loan repayments to date                            | 0.403         |
| <b>Capital receipts to date</b>  |               |
| Sale of Hopton Land to Repton  | 2.862         |
| Other Capital receipts in year   | 2.932         |
| Capital Receipts forecasted for asset disposals subject to contract      | 0.096         |
| <b>Secured capital receipts to date</b>                                  | <b>13.423</b> |
| <b>Available capital receipts</b>  | <b>13.423</b> |
| <b>Forecast use of capital receipts</b>                                  |               |
| Maximum flexible use of capital receipts to support transformation costs | 3.000         |
| To fund short-life assets – IT and VPE                                   | 5.000         |
| Norwich Western Link Reserve   | 5.061         |
| <b>Total forecast use of capital receipts</b>                            | <b>13.061</b> |
| <b>Capital Receipts Reserve carried forward</b>                          | <b>0.362</b>  |

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the approved 2021-22 revenue budget.
- 3.5 Further sales have contributed to the capital receipts reserve which can be used to reduce the external borrowing requirement, fund debt repayments, flexible use of

capital receipts or to directly fund capital expenditure, thereby reducing the Capital Funding Requirement (CFR).

- 3.6 On 10 February 2021, the DLUHC announced that the flexibility granted to local authorities to utilise capital receipts to support transformation costs has been extended for a further 3 years. Table 5b includes £3m earmarked for this in 2021-22- £1m to ASC and £2m to Children's Services. The £1m ASC Transformation was drawn down and added to the capital programme in P10 and the £2m Children's Services Transformation was drawn down in P12.

#### **4 New capital budget additions**

- 4.1 The revisions to the capital budget for March 2022 reflect the final adjustments to the Capital Outturn for 2021-22, the application of external funding and capital receipts to the in-year capital programme and reprofiling of future years budgets. The revisions include:
- £2m use of capital receipts flexibility to fund Children's Services Transformation costs and £1.361m increase in revenue contributions for school-based capital schemes in 2021-22
  - £1.632m increase in S106 developer contributions for future years' school-based capital schemes, £0.072m external funding and revenue contributions for Academy schemes and Looked After Children
  - £2.79m increase in the Household Waste Recycling Centre budgets following the approval by full Council to uplift the budget on 28 March 2022 to match the actual cost of the new Recycling Centres.
  - £6.728m uplift in future years Highways Capital Programme following confirmation of external funding received and £0.23m increase in revenue contributions and NCC borrowing for various Highways projects
  - a £0.465m increase in future years rebates on the Better Broadband for Norfolk project
  - £0.459m increase in the capital budget for the landfill sites
  - £0.151m additional funding received from Natural England for the Norfolk Trails projects
  - £0.122m revenue contribution to the Libraries projects
  - £1.046m additional draw down of LIF loans for the development of houses in Halsbury
  - £0.993m Fire Personal Protection Equipment finance lease funded through capital receipts
- 4.2 The breakdown of the sources of funding is set out below in Capital Annex 1.

## Capital Annex 1 - changes to capital programme since last Cabinet

| Service                    | Project                               | Funding Type                  | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason                                  |
|----------------------------|---------------------------------------|-------------------------------|------------------------|----------------------|-----------------------|---------------------|---|
| <b>Adult Social Care</b>   |                                       |                               |                        |                      |                       |                     |   |
| SC8120                     | Social Care unallocated               |                               |                        | 0.002                |                       | -0.002              | Reprofile to cover in year expenditure  |
| SC8147                     | Social Care Information System Reproc |                               |                        | -0.001               |                       | 0.001               | Year end reprofiling                    |
| SC8153                     | ICES Equipment                        |                               |                        | -0.163               |                       | 0.163               | Year end reprofiling                    |
| SC8170                     | Supported Living Programme            |                               |                        | 0.001                |                       | -0.001              | Reprofile to cover in year expenditure  |
| SC8171                     | NFS Laptops                           |                               |                        | -0.005               |                       | 0.005               | Year end reprofiling                    |
| SC8172                     | OP Estate Transformation (Norse Care) |                               |                        | -0.034               |                       | 0.034               | Year end reprofiling                    |
| SC8174                     | NCC.NCTB Project B                    |                               |                        | 0.028                |                       | -0.028              | Reprofile to cover in year expenditure  |
| SC8140                     | Disabled Facilities Grant             |                               | -0.031                 |                      |                       |                     | DFG budget adjustment                   |
| SC8166                     | Converted Vehicle WA09 NDY            |                               | -0.003                 |                      |                       |                     |   |
| <b>Total Adult Care</b>    |                                       |                               | <b>-0.033</b>          | <b>-0.171</b>        | <b>0.000</b>          | <b>0.171</b>        |   |
| <b>Children's Services</b> |                                       |                               |                        |                      |                       |                     |   |
| EC4352                     | Sprowston Academy                     | DfE Grant funding             |                        | -1.019               |                       | 1.019               | 21-22 year end reprofiling              |
| EC4422                     | Easton Land Acquisition               | NCC Borrowing                 |                        | -0.885               |                       | 0.885               | Completion due December 22              |
| EC4596                     | Gayton Primary                        | DfE Grant funding             |                        | -0.751               |                       | 0.751               | 21-22 year end reprofiling              |
| EC4695                     | Basic need                            | DfE Grant funding             |                        | -0.588               |                       | 0.588               | 21-22 year end reprofiling              |
| EC4827                     | Costessey Infant and Junior           | DfE Grant funding             |                        | -0.362               |                       | 0.362               | 21-22 year end reprofiling              |
|                            |                                       | \$106 Developer Contributions |                        | -0.296               |                       | 0.296               | 21-22 year end reprofiling              |
| EC4859                     | Ormiston Academy                      | DfE Grant funding             |                        | -1.628               |                       | 1.628               | 21-22 year end reprofiling              |
| EC4862                     | North Lynn, Lynnsport                 | DfE Grant funding             |                        | -0.911               |                       | 0.911               | 21-22 year end reprofiling              |
| EC4901                     | Wymondham Secondary Expansion         | DfE Grant funding             |                        | -0.583               |                       | 0.583               | 21-22 year end reprofiling              |
| ECAPAA                     | School Based Projects                 | Dfe/\$106                     |                        | -1.659               |                       | 1.659               | 21-22 year end reprofiling              |
| EC4936                     | Falcon Junior Suitability works       | DfE Grant funding             |                        | 0.653                |                       | -0.653              | Moved back to cover in year expenditure |
| EC4882                     | Silfield New Primary                  | \$106 Developer Contributions |                        | 0.154                |                       | -0.154              | Moved back to cover in year expenditure |
| EC4849                     | Falcon Junior Modular                 | DfE Grant funding             |                        | 0.169                |                       | -0.169              | Moved back to cover in year expenditure |

| Service                          | Project                              | Funding Type                 | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason  |
|----------------------------------|--------------------------------------|------------------------------|------------------------|----------------------|-----------------------|---------------------|---|
| Various                          |                                      |                              |                        | 0.379                |                       | -0.379              | Multiple projects funding moved back to cover in year exp |
| ECAPFM                           | Schools Devolved Formula Capital     | DFC capital funding          |                        | 0.380                |                       | -0.380              | Moved back to cover in year expenditure                   |
| EC4949                           | Children's Homes Expansion           | NCC Borrowing                |                        | 0.132                |                       | -0.132              | Moved back to cover in year expenditure                   |
| EC3826                           | Loddon Developer contribution        | S106 Developer Contributions |                        | -0.450               |                       | 0.450               | 21-22 year end reprofiling                                |
| EC4357                           | AC - Neatheard High SRB              | NCC Borrowing                |                        | -0.211               |                       | 0.211               | 21-22 year end reprofiling                                |
| EC4709                           | CM - Mundesley SRB                   | NCC Borrowing                |                        | -0.156               |                       | 0.156               | 21-22 year end reprofiling                                |
| EC4712                           | AC - Thetford Academy SRB            | NCC Borrowing                |                        | -0.113               |                       | 0.113               | 21-22 year end reprofiling                                |
| EC4745                           | Bure Park Specialist Academy         | NCC Borrowing                |                        | -0.255               |                       | 0.255               | 21-22 year end reprofiling                                |
| EC4746                           | CS - John Grant Expansion            | DfE High Needs Grant         |                        | -0.280               |                       | 0.280               | 21-22 year end reprofiling                                |
| EC4797                           | CM-Suffield Park                     | DfE Grant funding            |                        | -0.211               |                       | 0.211               | 21-22 year end reprofiling                                |
| EC4828                           | CM - North Denes New School          | DfE Grant funding            |                        | -0.321               |                       | 0.321               | 21-22 year end reprofiling                                |
| EC4840                           | CM - St William's Re Roofing works   | DfE Grant funding            |                        | -0.130               |                       | 0.130               | 21-22 year end reprofiling                                |
| EC4852                           | CS - Harford Manor Modular           | DfE Grant funding            |                        | -0.156               |                       | 0.156               | 21-22 year end reprofiling                                |
| EC4853                           | VC - Swaffham Infant Reorganisation  | DfE Grant funding            |                        | -0.176               |                       | 0.176               | 21-22 year end reprofiling                                |
| EC4873                           | CM-Sprowston New Primary             | DfE Grant funding            |                        | -0.297               |                       | 0.297               | 21-22 year end reprofiling                                |
| EC4874                           | CM - Hethersett New Primary          | S106 Developer Contributions |                        | -0.459               |                       | 0.459               | 21-22 year end reprofiling                                |
| EC4907                           | CM - Hethersett Junior Reorg         | DfE Grant funding            |                        | -0.161               |                       | 0.161               | 21-22 year end reprofiling                                |
| EC4908                           | CM - Poringland Phase 3              | S106 Developer Contributions |                        | -0.136               |                       | 0.136               | 21-22 year end reprofiling                                |
| EC4913                           | CS - Clare School Mobile replacement | NCC Borrowing                |                        | -0.105               |                       | 0.105               | 21-22 year end reprofiling                                |
|                                  |                                      | DfE High Needs Grant         |                        | -0.109               |                       | 0.109               | 21-22 year end reprofiling                                |
| EC4926                           | CM - Loddon Junior                   | DfE Grant funding            |                        | -0.278               |                       | 0.278               | 21-22 year end reprofiling                                |
| EC4929                           | Parkside School 6th form relocation  | NCC Borrowing                |                        | -0.220               |                       | 0.220               | 21-22 year end reprofiling                                |
|                                  |                                      | DfE High Needs Grant         |                        | -0.134               |                       | 0.134               | 21-22 year end reprofiling                                |
| EC4930                           | Blofield New Primary access road     | DfE Grant funding            |                        | -0.154               |                       | 0.154               | 21-22 year end reprofiling                                |
| EC4939                           | Wymondham High Masterplan            | S106 Developer Contributions |                        | -0.236               |                       | 0.236               | 21-22 year end reprofiling                                |
| EC4948                           | Millfield SRB expansion              | NCC Borrowing                |                        | -0.210               |                       | 0.210               | 21-22 year end reprofiling                                |
| EC4959                           | Hunstanton Re-Roofing                | DfE Grant funding            |                        | -0.190               |                       | 0.190               | 21-22 year end reprofiling                                |
|                                  | Various projects <100k               |                              |                        | -2.144               |                       | 2.144               | 21-22 year end reprofiling                                |
| EC4998                           | CS Transformation                    | Capital Receipt              | 2.000                  |                      |                       |                     | CS transformation funded from Capital receipt             |
| ECAPAA                           | School Based Projects                | internal funding             | 1.326                  |                      |                       |                     | Revenue contributions from schools                        |
| ECAPDV                           | School based Developer cont          | internal funding             | 0.002                  |                      |                       |                     | Revenue contributions from schools                        |
| ECAPFM                           | Schools Devolved Formula Capital     | internal funding             | 0.033                  |                      | -0.011                |                     | Revenue contributions from schools                        |
| EC36800                          | Attleborough S106                    | Developer cont               |                        |                      | 1.502                 |                     | S106 income   |
| EC3837                           | Methwold S106                        | Developer cont               |                        |                      | 0.057                 |                     | S106 income   |
| EC3864                           | Clenchwarton S106                    | Developer cont               |                        |                      | 0.073                 |                     | S106 income   |
| EC4344                           | Fen Rivers Ph2, former St Edmunds    | External                     |                        |                      | 0.010                 |                     | Academy contribution to project                           |
| EC4352                           | AC - Sprowston Academy               | External                     |                        |                      | 0.004                 |                     | Academy contribution to project                           |
| ECAPDC                           | VA SCH BASED CAPITAL PROJ            | External                     |                        |                      | 0.021                 |                     | Connect the classroom grant                               |
| EC4142                           | Looked After Children                | internal funding             |                        |                      | 0.037                 |                     | Revenue contribution                                      |
|                                  |                                      |                              |                        |                      |                       |                     |   |
| <b>Total Children's Services</b> |                                      |                              | <b>3.361</b>           | <b>-14.107</b>       | <b>1.694</b>          | <b>14.107</b>       |   |

| Service                 | Project                                   | Funding Type                  | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason  |
|-------------------------|---|-------------------------------|------------------------|----------------------|-----------------------|---------------------|---|
| <b>Adult Education</b>  |   |                               |                        |                      |                       |                     |   |
| LA9007                  | Wensum Lodge Development                  | NCC borrowing                 |                        | -0.023               |                       | 0.023               | 21-22 year end reprofiling                          |
| <b>Better Broadband</b> |   |                               |                        |                      |                       |                     |   |
| KT0003                  | BBfN Project Management                   | NCC borrowing                 |                        | -0.010               |                       | 0.010               | 21-22 year end reprofiling                          |
| KT0004                  | Next Generation Access Broadband Contract | DEFRA                         |                        | 2.341                |                       | -2.341              | 21-22 year end reprofiling                          |
| KT0004                  | Next Generation Access Broadband Contract | External                      | -4.041                 |                      | 0.465                 |                     | Gainshare contribution/budget adjustment            |
| <b>Ec Development</b>   |   |                               |                        |                      |                       |                     |   |
| PU0010                  | SEP Capital General                       | NCC Borrowing                 |                        | -3.571               |                       | 3.571               | 21-22 year end reprofiling                          |
| PU2917                  | Development of Norfolk Infrastructure     | NCC Borrowing                 |                        | -0.048               |                       | 0.048               | 21-22 year end reprofiling                          |
| PU2918                  | GY O&M Campus                             | NCC Borrowing                 |                        | -1.212               |                       | 1.212               | Move funds back to cover in year expenditure        |
|                         |   | LEP                           |                        | 1.539                |                       | -1.539              | Move funds back to cover in year expenditure        |
| <b>ETD GRT</b>          |   |                               |                        |                      |                       |                     |   |
| PQ2014                  | Capital Site Improvements                 | NCC Borrowing                 |                        | -0.012               |                       | 0.012               | 21-22 year end reprofiling                          |
| <b>ETD Waste</b>        |   |                               |                        |                      |                       |                     |   |
| PQ3038                  | HWRC north A11/South Norwich              | NCC Borrowing                 | 0.741                  |                      |                       |                     | Part of 2.125m Nch south Waste Recycling Centre bid |
| PQ3032                  | LPSA - WASTE MINIMISATION                 | Other Grant funding           |                        | -0.012               |                       | 0.012               | 21-22 reprofiling                                   |
| PQ3034                  | H W R C Equip And Vehide                  | NCC Borrowing                 |                        | -0.056               |                       | 0.056               | 21-22 reprofiling                                   |
| PQ3035                  | Replacement HWRC Norwich                  | NCC Borrowing                 | 1.384                  |                      |                       |                     | Part of 2.125m Nch south Waste Recycling Centre bid |
| PQ3035                  |   | Other Developer contributions | 0.365                  |                      |                       |                     | Income from partnerships                            |
| PQ3035                  |   | Internal funding              | 0.300                  |                      |                       |                     | Revenue contributions to capital                    |
| PQ3036                  | HWRC - Mid All Corridor                   | NCC Borrowing                 |                        | -0.159               |                       | 0.159               | 21-22 reprofiling                                   |
| PQ3037                  | HWRC North A11/South Norwich              | Other Grant funding           |                        | 0.001                |                       | -0.001              | 21-22 reprofiling                                   |
| PQ3038                  | HWRC Sheringham Improvements              | NCC Borrowing                 |                        | -0.060               |                       | 0.060               | 21-22 reprofiling                                   |
| PQ3039                  | HWRC Morningthorpe Improvements           | NCC Borrowing                 |                        | -0.148               |                       | 0.148               | 21-22 reprofiling                                   |
| PQ3040                  | Caister Transfer Station                  | NCC Borrowing                 |                        | -2.465               |                       | 2.465               | 21-22 reprofiling                                   |
| PQ3041                  | Kings Lynn Transfer Station               | NCC Borrowing                 |                        | -0.250               |                       | 0.250               | 21-22 reprofiling                                   |
| PQ3042                  | Recycling Centre Site Equipment           | NCC Borrowing                 |                        | -1.155               |                       | 1.155               | 21-22 reprofiling                                   |
| PQ3808                  | Leachate Treatment                        | NCC Borrowing                 |                        | -0.051               |                       | 0.051               | 21-22 reprofiling                                   |
|                         | Landfill                                  | NCC Borrowing                 | 0.459                  |                      |                       |                     | 21-22 Landfill adjustment                           |

| Service              | Project  | Funding Type          | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason   |
|----------------------|--|-----------------------|------------------------|----------------------|-----------------------|---------------------|--|
| <b>ETD Other</b>     |  |                       |                        |                      |                       |                     |  |
| PQ6000               | CES - Customer Services Strategy                 | NCC Borrowing         |                        | 0.002                |                       | -0.002              | 21-22 year end reprofiling   |
| PQ6001               | E-Commerce Digital Development                   | NCC Borrowing         |                        | -0.038               |                       | 0.038               | 21-22 year end reprofiling   |
| PQ6002               | Single Employee Portal                           | NCC Borrowing         |                        | -0.022               |                       | 0.022               | 21-22 year end reprofiling   |
| PQ7003               | Ash Dieback Emergency Works                      | NCC Borrowing         |                        | -0.003               |                       | 0.003               | 21-22 year end reprofiling   |
| PQ7004               | Experience Targetted Tourism                     | NCC Borrowing         |                        | -0.033               |                       | 0.033               | 21-22 year end reprofiling   |
| PQ7005               | Environmental Policy                             | NCC Borrowing         |                        | -0.182               |                       | 0.182               | 21-22 year end reprofiling   |
| PQ7007               | Environment - Data Migration Project             | NCC Borrowing         |                        | -0.051               |                       | 0.051               | 21-22 year end reprofiling   |
| PQ7008               | Norfolk Windmills Trust - Review                 | NCC Borrowing         |                        | -0.081               |                       | 0.081               | 21-22 year end reprofiling   |
| PQ7009               | National and Norfolk Trails                      | NCC Borrowing         |                        | -0.160               |                       | 0.160               | 21-22 year end reprofiling   |
| PQ7011               | Planning and Advice                              | NCC Borrowing         |                        | 0.032                |                       | -0.032              | 21-22 year end reprofiling   |
| PQ7012               | HES Advice and Information                       | NCC Borrowing         |                        | 0.001                |                       | -0.001              | 21-22 year end reprofiling   |
| PQ7020               | Planning Service Advice                          | NCC Borrowing         |                        | -0.006               |                       | 0.006               | 21-22 year end reprofiling   |
| RO1020               | Capital Costs: Collection Management             | NCC Borrowing         |                        | 0.031                |                       | -0.031              | 21-22 year end reprofiling   |
| RO1030               | NRO 2050 Vision                                  | NCC Borrowing         |                        | 0.089                |                       | -0.089              | 21-22 year end reprofiling   |
| PQ7009               | National and Norfolk Trails                      | Other contributions   | 0.151                  |                      |                       |                     | Environment - National and Norfolk Trails Additional Budget re       |
| PQ7005               | Environmental Policy                             | NCC Borrowing         | -0.120                 |                      |                       |                     | Funding from Natural England<br>Moved to Wendling Beck (environment) |
| <b>Environment</b>   |  |                       |                        |                      |                       |                     |  |
| PQ7006               | Wendling Beck                                    | NCC Borrowing         |                        |                      | 0.120                 |                     | Budget moved from Environmental policy                               |
|                      |  |                       |                        |                      |                       |                     |  |
| <b>Public Access</b> |  |                       |                        |                      |                       |                     |  |
| PQ7000               | Greenways to Greenspaces                         | NCC Borrowing         |                        | -0.245               |                       | 0.245               |  |
|                      |  |                       |                        |                      |                       |                     |  |
| <b>Fire</b>          |  |                       |                        |                      |                       |                     |  |
| CF0208               | Real Fire Traing Unit                            | NCC Borrowing         |                        | 0.004                |                       | -0.004              | 21-22 year end reprofiling   |
| CF0221               | Equalities Improvements to on call fire stations | DCLG - Funding Budget |                        | -0.006               |                       | 0.006               | 21-22 year end reprofiling   |
|                      |  | NCC Borrowing         |                        | -0.037               |                       | 0.037               | 21-22 year end reprofiling   |
| CF0383               | Fire Drone purchase                              | DCLG - Funding Budget |                        | -0.001               |                       | 0.001               | 21-22 year end reprofiling   |
|                      |  | Internal Funding      |                        | 0.000                |                       | 0.000               | 21-22 year end reprofiling   |
| CF0385               | Gt Yarm FS refurbishment                         | NCC Borrowing         |                        | -0.008               |                       | 0.008               | 21-22 year end reprofiling   |
| CF0387               | Thetford FS maintenance                          | NCC Borrowing         |                        | -0.044               |                       | 0.044               | 21-22 year end reprofiling   |
| CF0388               | West Walton FS maintenance                       | NCC Borrowing         |                        | -0.001               |                       | 0.001               | 21-22 year end reprofiling   |
| CF0389               | Attleborough FS maintenance                      | NCC Borrowing         |                        | -0.004               |                       | 0.004               | 21-22 year end reprofiling   |
| CF0390               | Fire Portable cabin/office                       | NCC Borrowing         |                        | -0.025               |                       | 0.025               | 21-22 year end reprofiling   |
| CF0393               | Sprowston FS - Accessibility                     | NCC Borrowing         |                        | -0.015               |                       | 0.015               | 21-22 year end reprofiling   |
| CF0394               | West Walton FS car park                          | NCC Borrowing         |                        | -0.039               |                       | 0.039               | 21-22 year end reprofiling   |
| CF0399               | Dereham Fs Phase 2 improvements                  | NCC Borrowing         |                        | -0.015               |                       | 0.015               | 21-22 year end reprofiling   |
| CF0502               | CLG funded compact fire appliances               | NCC Borrowing         |                        | -0.140               |                       | 0.140               | 21-22 year end reprofiling   |
| CF0506               | Fire vehicle replacement program.                | NCC Borrowing         |                        | -0.159               |                       | 0.159               | 21-22 year end reprofiling   |
| CF0507               | Critical equipt replacement program.             | NCC Borrowing         |                        | 0.098                |                       | -0.098              | 21-22 year end reprofiling   |
| CF0509               | Fire Hydrant Asset Management System             | NCC Borrowing         |                        | 0.000                |                       | 0.000               | 21-22 year end reprofiling   |
| CF0511               | Fire Cadet Uniforms                              | NCC Borrowing         |                        | -0.020               |                       | 0.020               | 21-22 year end reprofiling   |
|                      |  |                       |                        |                      |                       |                     |  |

| Service          | Project  | Funding Type     | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason                          |
|------------------|--|------------------|------------------------|----------------------|-----------------------|---------------------|---------------------------------|
| <b>Libraries</b> |  |                  |                        |                      |                       |                     |                                 |
| LL1037           | Library Book stock                             | NCC Borrowing    |                        | 0.293                |                       | -0.293              | 21-22 year end reprofiling      |
| LL1040           | Library Building improvements                  | CIL              |                        | 0.019                | 0.000                 | -0.019              | 21-22 year end reprofiling      |
|                  |  | Internal funding | 0.122                  |                      |                       |                     | Revenue contribution to capital |
| LL1056           | NML Meeting Rooms                              | NCC Borrowing    | 0.000                  | -0.001               |                       | 0.001               | 21-22 year end reprofiling      |
| LL1058           | Replacement Library LYN                        | NCC Borrowing    |                        | 0.016                |                       | -0.016              | 21-22 year end reprofiling      |
| LL1002           |  | NCC Borrowing    |                        | 0.000                |                       | 0.000               | 21-22 year end reprofiling      |
| <b>Museums</b>   |  |                  |                        |                      |                       |                     |                                 |
| MM9245           | Gressenhall                                    | NCC Borrowing    | -0.002                 |                      |                       |                     | Budget reduction                |
| MM0516           | Norwich Museums Capital Works                  | NCC Borrowing    |                        | -0.001               |                       | 0.001               | 21-22 year end reprofiling      |
| MM0524           | SEAHENGE                                       | NCC Borrowing    |                        | -0.001               |                       | 0.001               | 21-22 year end reprofiling      |
| MM0538           | Strangers Repl Light Cerf                      | NCC Borrowing    |                        | -0.002               |                       | 0.002               | 21-22 year end reprofiling      |
| MM0546           | Norwich Castle Critical M&E Services           | NCC Borrowing    |                        | 0.144                |                       | -0.144              | 21-22 year end reprofiling      |
| MM0550           | HLF Castle Keep Delivery Phase                 | NCC Borrowing    |                        | -1.701               |                       | 1.701               | 21-22 year end reprofiling      |
| MM0552           | Gressenhall Playground                         | NCC Borrowing    |                        | -0.014               |                       | 0.014               | 21-22 year end reprofiling      |
| MM0553           | Gateway to Medieval England Project Management | NCC Borrowing    |                        | -0.042               |                       | 0.042               | 21-22 year end reprofiling      |
| MM0557           | Support for Key Care of Bldgs & Collections    | NCC Borrowing    |                        | -0.075               |                       | 0.075               | 21-22 year end reprofiling      |
| MM0558           | Develop GFW as an Environmental Hub for Nfk    | NCC Borrowing    |                        | -0.034               |                       | 0.034               | 21-22 year end reprofiling      |
| Transport        | Clean Bus                                      | DFT funding      | -0.037                 |                      |                       |                     | Project complete                |
| <b>Highways</b>  |  |                  |                        |                      |                       |                     |                                 |
|                  | Various - as per HW funding breakdown          | NCC Borrowing    |                        | 8.089                | 0.147                 | -8.089              |                                 |
|                  | Various - as per HW funding breakdown          | External         |                        | -3.642               | 6.728                 | 3.642               |                                 |
|                  | Various - as per HW funding breakdown          | Internal         | 0.083                  |                      |                       |                     |                                 |
|                  | PK1002/PKA018/PFA052                           | DFT grant        |                        | -7.539               |                       | 7.539               |                                 |
|                  |  |                  |                        |                      |                       |                     |                                 |
|                  |  |                  |                        |                      |                       |                     |                                 |
|                  |  |                  |                        |                      |                       |                     |                                 |
| <b>Total CES</b> |  |                  | <b>-0.593</b>          | <b>-10.918</b>       | <b>7.460</b>          | <b>10.918</b>       |                                 |

| Service                          | Project  | Funding Type     | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason  |
|----------------------------------|--|------------------|------------------------|----------------------|-----------------------|---------------------|---|
| <b>Strategy &amp; Governance</b> |  |                  |                        |                      |                       |                     |   |
| KA0002                           | Finance NP Law                                     |                  |                        | -0.150               |                       | 0.150               | 21-22 year end reprofiling                              |
|                                  |  |                  | <b>0.000</b>           | <b>-0.150</b>        | <b>0.000</b>          | <b>0.150</b>        |   |
| CPM005                           | Loans to subsidiary companies/Hethel               | NCC borrowing    |                        | -2.368               |                       | 2.368               | Reprofile to 22-23                                      |
| CPM008                           | Repton Loan  | NCC borrowing    |                        | -5.550               |                       | 5.550               | Reprofile to 22-23                                      |
| CPM007                           | Repton Equity                                      | NCC borrowing    | -0.010                 |                      |                       |                     | Funding removed as equity no longer required            |
| CPM002                           | GNGB/Halsbury                                      | NCC borrowing    | 1.046                  |                      |                       |                     | Temporary increase from borrowing to be repaid in 22-23 |
| <b>Budget Manager licence</b>    |  |                  |                        |                      |                       |                     |   |
| KF0044                           | C P Budget Manager                                 | NCC Borrowing    | -0.002                 |                      |                       |                     | Funding moved to CFAT Case Management                   |
| <b>Finance</b>                   |  |                  |                        |                      |                       |                     |   |
| KF0075                           | CFAT Case Management System                        | NCC Borrowing    | 0.002                  | -0.004               |                       | 0.004               | 21-22 reprofiling/Funding from C P Budget manager       |
| KG2003                           | Fire Personal Prot Equipment Lease                 | Capital Receipts | 0.993                  |                      |                       |                     |   |
| KF0088                           | NCC - HR & Finance Systems Replacement             | NCC Borrowing    |                        | -0.414               |                       | 0.414               | 21-22 reprofiling                                       |
| KF0077                           | Card Payment System                                | NCC Borrowing    |                        | -0.027               |                       | 0.027               | 21-22 reprofiling                                       |
| PQ6003                           | Social Infrastructure Fund                         | NCC Borrowing    |                        | -0.112               |                       | 0.112               | 21-22 reprofiling                                       |
| KG1000                           | Electric car purchases                             | NCC Borrowing    |                        | -0.064               |                       | 0.064               | 21-22 reprofiling                                       |
| <b>County Farms</b>              |  |                  |                        |                      |                       |                     |   |
| CB0200                           | Farms Enhancement Work                             | NCC Borrowing    | 0.025                  |                      |                       |                     | Additional funding                                      |
| CB0050                           | Roads Programme                                    | NCC Borrowing    |                        | -0.062               |                       | 0.062               | 21-22 reprofiling                                       |
| CB0075                           | Stow - Hill & Poplar Farm - Roadway Reconstruction | NCC Borrowing    |                        | -0.054               |                       | 0.054               | 21-22 reprofiling                                       |
| CB0079                           | Burlingham - Newport Farm - New GP Building        | NCC Borrowing    |                        | -0.045               |                       | 0.045               | 21-22 reprofiling                                       |
| CB0083                           | Burlingham - Church View - New GP Building         | NCC Borrowing    |                        | -0.148               |                       | 0.148               | 21-22 reprofiling                                       |
| CB0085                           | Nordelph - Straw Hall - New GP Building            | NCC Borrowing    |                        | -0.258               |                       | 0.258               | 21-22 reprofiling                                       |
| CB0086                           | Outwell - Mendham Farm - New GP Building           | NCC Borrowing    |                        | -0.265               |                       | 0.265               | 21-22 reprofiling                                       |
| CB0091                           | Thurne - Abbey Farm - New GP Building              | NCC Borrowing    |                        | -0.028               |                       | 0.028               | 21-22 reprofiling                                       |
| CB0092                           | Burlingham - Harefen Farm - New GP Building        | NCC Borrowing    |                        | -0.054               |                       | 0.054               | 21-22 reprofiling                                       |
| CB0102                           | Stow & Marshland - New Road Farm - House Refurb    | NCC Borrowing    |                        | 0.003                |                       | -0.003              | 21-22 reprofiling                                       |
| CB0104                           | Septic Tank Replacement Schemes                    | NCC Borrowing    |                        | 0.016                |                       | -0.016              | 21-22 reprofiling                                       |
| CB0112                           | Haddiscoe - Clinks Care Farm - Cattle Barn         | NCC Borrowing    |                        | 0.000                |                       | 0.000               | 21-22 reprofiling                                       |
| CB0115                           | Asbestos Removal                                   | NCC Borrowing    |                        | 0.010                |                       | -0.010              | 21-22 reprofiling                                       |
| CB0118                           | Outwell - Menham Farm - House Refurb & Extn        | NCC Borrowing    |                        | 0.003                |                       | -0.003              | 21-22 reprofiling                                       |
| CB0119                           | Stow & Marshland Est - New Road Farm - New GP Bld  | NCC Borrowing    |                        | -0.009               |                       | 0.009               | 21-22 reprofiling                                       |
| CB1000                           | Unallocated funding                                | NCC Borrowing    |                        | -0.098               |                       | 0.098               | 21-22 reprofiling                                       |



| Service            | Project  | Funding Type                               | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason  |
|--------------------|--|--|------------------------|----------------------|-----------------------|---------------------|---|
| <b>Finance ICT</b> |  |  |                        |                      |                       |                     |   |
| EC5600             | Schools Refresh programme                        | DFE Devolved Formula Capital               | -0.097                 | -0.050               |                       | 0.050               | 21-22 reprofiling/balance of budget moved to KT2660 |
|                    |  | NCC Borrowing                              | 0.006                  | -0.018               |                       | 0.018               |   |
|                    |  | External Funding                           | -0.018                 | -0.006               |                       | 0.006               |   |
| EC5700             | Academy Refresh                                  | External Funding                           | -0.010                 |                      |                       |                     |   |
| KT2660             | Schools ICT refresh 19-23                        | DFE Devolved Formula Capital               |                        | -0.011               | 0.096                 | 0.011               | 21-22 reprofiling/Balance of budget from EC5600     |
|                    |  | External Funding                           |                        | -0.008               |                       | 0.008               |   |
|                    |  | NCC Borrowing                              | -0.912                 |                      | -0.785                |                     |   |
| KT2680             | Local Full Fibre Network (LFFN)                  | DCMS Grant                                 | -1.766                 |                      |                       |                     | Reduction in Grant funding                          |
| KT2690             | LoRaWAN Innovation Network                       | External Funding                           |                        | -0.178               |                       | 0.036               | Reprofile   |
|                    |  | NCC Funding                                | 0.000                  | -0.014               |                       | 0.155               | Reprofile   |
| KT2700             | Fire Service & AV Upgrades                       | NCC Funding                                |                        | -0.029               |                       | 0.029               |   |
| KT2701             | Fire Service & Command and Control contributions | NCC Funding                                |                        | -0.054               |                       | 0.054               |   |
| KT2703             | Fire Service & Fireground Radios                 | NCC Funding                                |                        | -0.025               |                       | 0.025               |   |
| KT2704             | Fire Service & ICT Infrastructure Refresh        | NCC Funding                                |                        | -0.160               |                       | 0.160               |   |
| KT2705             | Fire Service & Mobile Device on Fire Engine      | NCC Funding                                |                        | -0.018               |                       | 0.018               |   |
| KT2661             | Academy ICT Refresh 19-23                        | Contribution from Academy - Funding Budget |                        | -0.022               | 0.016                 | 0.022               |   |
| KT2671             | Woodside One Community Hub                       | NCC Funding                                |                        | -0.227               |                       | 0.227               |   |
| KT2650             | NCLS ICT Transformation Project                  | NCC Funding                                |                        | -0.209               |                       | 0.209               |   |
| KT2612             | Strategic Co-ordinating Group Accommodation      | NCC Funding                                |                        | -0.001               |                       | 0.001               |   |
| KT0120             | ICT Transformation Project                       | NCC Funding                                |                        | -0.441               |                       | 0.441               |   |
| KT2610             | Technology Improvement                           | NCC Funding                                | 0.180                  | -1.541               |                       | 1.541               |   |
| KT2611             | Digital Transformation                           | NCC Funding                                |                        | -0.068               |                       | 0.068               |   |

| Service            | Project   | Funding Type  | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason |
|--------------------|---|---------------|------------------------|----------------------|-----------------------|---------------------|--------|
| <b>Minor Works</b> |   |               |                        |                      |                       |                     |        |
| AA0400             | Corporate Minor Works Pot                         | NCC Borrowing |                        | -0.073               |                       | 0.073               |        |
| CA2202             | DSBLD DISCRM ACT 00                               | NCC Borrowing |                        | -0.020               |                       | 0.020               |        |
| CA2270             | Corporate Minor Works - Other (20/21)             | NCC Borrowing |                        | -0.063               |                       | 0.063               |        |
| CA2232             | VARIOUS:FIRE SFTY REQUIRE                         | NCC Borrowing |                        | -0.011               |                       | 0.011               |        |
| CA2234             | Old - Asbestos Survey & Removal                   | NCC Borrowing |                        | -0.446               |                       | 0.446               |        |
| CA2248             | Corporate Offices Capital Maintenance             | NCC Borrowing |                        | 0.034                |                       | -0.034              |        |
| CA2252             | Norfolk One Public Estate Programme               | NCC Borrowing |                        | -0.168               |                       | 0.168               |        |
| CA2259             | Corporate Maintenance - Fire Property             | NCC Borrowing |                        | -0.013               |                       | 0.013               |        |
| CA2262             | Whitegates Relocation/Fire Station Remodelling    | NCC Borrowing |                        | -0.184               |                       | 0.184               |        |
| CA2266             | Accommodation Rationalisation Programme 2019-2021 | NCC Borrowing |                        | -0.172               |                       | 0.172               |        |
| CA2269             | Local Service Strategy                            | NCC Borrowing |                        | -0.288               |                       | 0.288               |        |
| CA2286             | CPT Capitalisation of staff costs (20/21)         | NCC Borrowing |                        | -0.134               |                       | 0.134               |        |
| CA2289             | Energy Related Project (20/21)                    | NCC Borrowing |                        | 0.058                |                       | -0.058              |        |
| CA2290             | Flexible Workspace Desk Monitors (20/21)          | NCC Borrowing |                        | -0.030               |                       | 0.030               |        |
| CA2291             | CH Monorail & Priory Hse Lift Replace (20/21)     | NCC Borrowing | -0.025                 | 0.026                |                       | -0.026              |        |
| CA2292             | New - Asbestos Survey & Removal                   | NCC Borrowing |                        | 0.047                |                       | -0.047              |        |
| CA2299             | CPT - Museums Capital Maintenance                 | NCC Borrowing |                        | 0.016                |                       | -0.016              |        |
| CA2300             | CPT - Gressenhall Museum Capital Maintenance      | NCC Borrowing |                        | 0.004                |                       | -0.004              |        |
| CA2301             | County Hall South Wing Cladding & other           | NCC Borrowing |                        | -0.518               |                       | 0.518               |        |
| CA2303             | Norfolk Museums Shirehall Repairs 2021            | NCC Borrowing |                        | -0.038               |                       | 0.038               |        |
| CA2253             | SPACE 2019  | NCC Borrowing |                        | -0.823               |                       | 0.823               |        |
| CA2255             | County Hall Heating/Cooling Systems               | NCC Borrowing |                        | -0.051               |                       | 0.051               |        |
| CA2256             | County Hall Forecourt - Remedial Works            | NCC Borrowing |                        | -0.017               |                       | 0.017               |        |
| CA2257             | County Hall Refurbishment - Phase II              | NCC Borrowing |                        | -0.406               |                       | 0.406               |        |
| CA2267             | Annex Car Park 2019-20                            | NCC Borrowing |                        | -0.265               |                       | 0.265               |        |
| CA2268             | Car Park Resurfacing 2019-2021                    | NCC Borrowing |                        | -0.085               |                       | 0.085               |        |
| CA2302             | County Hall Car Park Management Systems           | NCC Borrowing | 0.025                  | -0.001               |                       | 0.001               |        |

| Service               | Project  | Funding Type  | 2021-22<br>Change (£m) | 2021-22<br>REPROFILE | 22-23+<br>Change (£m) | 22-23+<br>REPROFILE | Reason |
|-----------------------|--|---------------|------------------------|----------------------|-----------------------|---------------------|--------|
| <b>Property Fire</b>  |  |               |                        |                      |                       |                     |        |
| CA2274                | NFRS Appliance Bay Door Replacement (20/21)        | NCC Borrowing |                        | -0.008               |                       | 0.008               |        |
| CA2275                | NFRS Changing & Assoc Facil - Cap Maint (20/21)    | NCC Borrowing |                        | -0.015               |                       | 0.015               |        |
| CA2283                | NFRS - Reconstruction of Drill Yards (20/21)       | NCC Borrowing |                        | -0.074               |                       | 0.074               |        |
| CA2284                | NFRS - Replacement of Training Towers (20/21)      | NCC Borrowing |                        | 0.021                |                       | -0.021              |        |
| CA2285                | NFRS - Sandringham FS Capital Maintenance (20/21)  | NCC Borrowing |                        | -0.015               |                       | 0.015               |        |
| CA2293                | CPT - NFRS Hethersett Drill Tower                  | NCC Borrowing |                        | 0.005                |                       | -0.005              |        |
| CA2294                | CPT - NFRS Drill Yard Capital Maintenance          | NCC Borrowing |                        | -0.399               |                       | 0.399               |        |
| CA2295                | CPT - NFRS Fire Station Kitchen Replacement        | NCC Borrowing |                        | 0.023                |                       | -0.023              |        |
| CA2296                | CPT - NFRS Nth Earlham Fire Station Air Con        | NCC Borrowing |                        | -0.001               |                       | 0.001               |        |
| <b>Property Other</b> |  |               |                        |                      |                       |                     |        |
| CA2271                | Childrens Homes Refurbishment Programme (20/21)    | NCC Borrowing |                        | -0.466               |                       | 0.466               |        |
| CA2272                | Kings Lynn Museum (20/21)                          | NCC Borrowing |                        | -0.438               |                       | 0.438               |        |
| CA2306                | Elizabeth House Dereham - Office Alterations 22-23 | NCC Borrowing |                        | 0.002                |                       | -0.002              |        |
| <b>Total Finance</b>  |  |               | <b>-0.562</b>          | <b>-17.594</b>       | <b>-0.672</b>         | <b>17.593</b>       |        |
| <b>Total</b>          |  |               | <b>2.172</b>           | <b>-42.941</b>       | <b>8.482</b>          | <b>42.940</b>       |        |



# **Cabinet**

**Item No: 15**

**Report Title: Disposal, acquisition and exploitation of property**

**Date of Meeting: 6 June 2022**

**Responsible Cabinet Member: Councillor Greg Peck, Cabinet Member for Commercial Services & Asset Management**

**Responsible Director: Simon George  
Executive Director for Finance and Commercial Services**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: n/a**

## **Executive Summary/Introduction from Cabinet Member**

Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

One of the key actions within the Strategic Property Asset Management Framework is a sharp focus on maximising income through adoption of a more commercial approach to property.

As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.

By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure.

Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.

This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.

## **Recommendations:**

### **Cabinet is asked:**

- 1. To reaffirm the current procedures and principles as detailed in Appendix 1 for:**
  - Declaring Norfolk County Council property assets (land and buildings) surplus.**
  - Disposal, overage and clawback for the disposal of property assets (land and buildings) owned by Norfolk County Council.**
  - Third party occupation of Norfolk County Council property assets (land and buildings).**
  - Acquisition - Leased in/licensed in property assets (land and buildings), acquisition of freehold property assets (land and buildings).**
- 2. To agree to the extension of the Service Level Agreement (SLA) with NPS Property Consultants for a further three years from 1 April 2023 terminating on 31 March 2026.**
- 3. To formally declare the 8 Land and property holdings from the County Farms estate, as listed in Table 1, surplus to Council requirements and instruct the Director of Property to dispose. In the event of a disposal receipt for an individual property exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.**
- 4. To agree to the granting of a supplemental lease of Thorpe Hamlet Day Care Nursery, 63 Wolfe Road, Thorpe Hamlet Norwich NR1 4HT (4114/043) to Inclusive Schools Trust for use as nursery and early years provision on the agreed terms.**

## **1. Background and Purpose**

- 1.1** The County Council actively manages its property portfolio in accordance with the Strategic Property Asset Management Framework 2021/22 - 2026/27. Property is held principally to support direct service delivery, support policy objectives, held for administrative purposes or to generate income. Property is acquired or disposed of as a reaction to changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 1.2** The County Council challenges the use of its property on an ongoing basis. In the event of a property asset becoming surplus to an individual service need there are internal officer led processes to ascertain whether other service areas have

an unmet need that could be addressed by re-using the property asset for that service. This may lead to a change of use of individual properties, for example, an office building may be adapted and reused for operational service delivery. Any proposals for retention are only agreed if supported by a robust business case showing the benefits to the County Council and are funded from approved budgets. This assessment will also consider whether a property could be offered at best consideration to public sector or third sector partners.

- 1.3 The above assessments are carried out by the Corporate Property Officer (the Director of Property) in consultation with the Corporate Property Strategy Group (CPSG). Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus or re-designate for alternative purposes.
- 1.4 The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior to sale, strategic retention for a longer-term benefit through to direct development of the land and buildings and selling/letting the completed assets, in the expectation of enhanced income for the Council. Most disposals will be by way of tender or auction. In respect of auctions the contract of sale will be formed at the fall of the hammer and where this approach is selected the Corporate Property Officer will determine a reserve below which the property will not be sold. Most disposals will include overage/clawback provisions to enable the council to collect future uplifts in value created by alternative uses.
- 1.5 For properties to be sold immediately there is sometimes a need to consider selling directly to a specific purchaser instead of going to the open market. This may be justified where the third party is in a special purchaser situation and is willing to offer more than the assessed market value. Conversely this might be to a purchaser who is in a unique position of control for the unlocking of the full latent value of the County Council owned site (ransom situation). A direct sale without going to market can also be justified if there are specific service benefits or a special partnership relationship which is of strategic value with service/community benefits.
- 1.6 In making recommendations for direct sale without going to market, or direct property development, the Corporate Property Officer will consider risks, opportunities, service objectives, financial requirements and community benefits.
- 1.7 The recommendations for all disposals, acquisitions and exploitation of NCC property in this report follow detailed assessment by officers of the range of options available. The recommendation for each property is based on existing policies and strategies and judged to provide the best return to the County Council in financial terms and, where appropriate, taking account of community and economic benefits.

## 2. Proposals

### Corporate Property Policies - disposal and acquisition

2.1 Corporate Select Committee at their meeting on 14 March 2022 reviewed a report on Corporate Property Policies. Committee resolved to:

*“Recommend Cabinet reaffirm the current procedures for:*

- Declaring NCC property surplus.*
- Disposal, overage and clawback for the disposal of property assets (land And buildings) owned by Norfolk County Council.*
- Third party occupation of Norfolk County Council property assets (land And buildings).*
- Acquisition - Leased in/licensed in property assets (land and buildings), acquisition of freehold property assets (land and buildings).”*

2.2 Property will from time to time become surplus due to changes in service delivery, ceasing a service or changes in NCC policy. In addition, new property will be acquired to meet identified demand. The procedures and principles for the acquisition, re-use and disposal of property have been consistent over many years, delivered in accordance with Council policy and the constitution.

2.3 On 29 November 2021 Norfolk County Council adopted the Strategic Property Asset Management Framework 2021/22 - 2026/27 as Council policy. The framework has strong links to the Council’s priorities and its business plan “Better Together for Norfolk”. The framework establishes the rules, culture, behaviours and key principles for the management and exploitation of the property portfolio. To underpin the new framework, it is proposed to articulate the current procedures and principles for declaring property surplus, acquiring, leasing and disposing of property into a formal policy to provide a consistent and transparent approach to property asset management. This will help ensure all such activity continues to be in accordance with statute and the Council’s constitution and financial regulations.

2.4 In **Appendix 1** are the outline principles of the proposed policy covering the following procedures:

- Declaring NCC property assets (land and buildings) surplus.
- Disposal, overage and clawback for the disposal of property assets (land and buildings) owned by Norfolk County Council.
- Third party occupation of Norfolk County Council property assets (land and buildings).
- Acquisition - Leased in/licensed in property assets (land and buildings), acquisition of freehold property assets (land and buildings).

2.5 On adoption the policy will be published on the Council’s website.

### Service Level Agreement (SLA) with NPS Property Consultants

2.6 NCC has a long-term agreement with NPS Property Consultants (Part of Norse Consulting) to provide property services to the Council. The contract commenced 1 April 2018 and the current expiry date is 31 March 2023. As part of good



contract management, the SLA is regularly reviewed, and performance / cost are benchmarked.

2.7 The Council has asked NPS Property Consultants to propose an extension to the current SLA by a further three years. The main reasons for this are:

- The contract provides a high quality of service to NCC and Norfolk residents.
- With the SLA in place NPS Property Consultants can focus on service delivery and improvement.
- There has been continued refinement of the SLA and adaptations made to suit prevailing conditions.
- Savings and efficiencies have been made by NPS Property Consultants that have been passed onto NCC
- Recent internal audits have demonstrated that contract management arrangements provided by the Corporate Property Team are strong.

2.8 There is provision in the contract for extending the agreement, annex 1 – Terms and Conditions of Contract for Services, Section 4 paragraph 4.2 of the Deed of Agreement between NPS Property Consultants and NCC, as reproduced below:

*‘4.2 The Council may extend the Agreement one or more times by giving not less than six months’ notice in writing to the Supplier prior to the Expiry Date. The terms and conditions of the Agreement shall apply throughout any such extended period. The sum of the extended periods shall not exceed three years.’*

It is proposed to extend the agreement by three years to end on 31 March 2026.

### County Farm Estate – Land and property holdings

2.9 As a result of ongoing review of the County Farms Estate 8 land and property assets have been identified as surplus to operational needs, listed in table 1 (site plans in **Appendix 2**). Following a review by the Director of Property in

| <b>Table 1: County Farms Estate - Land and property holdings to be declared surplus to County Council use (CPSG has confirmed no NCC service use)</b> |                                  |                              |                      |           |
|---|----------------------------------|------------------------------|----------------------|-----------|
| Parish  | Site Name                        | Unique Site Reference Number | Site Area (hectares) | CPSG Date |
| Bacton  | Church Farm Barns                | 1001/107 (part)              | 0.39                 | 17/5/2022 |
| Crimplesham   | Land at Willow Heath Road        | 2018/012                     | 5.82                 | 17/5/2022 |
| Hevingham   | Land at Church Lane              | 5034/100                     | 4.28                 | 17/5/2022 |
| Ovington  | Land at Wood Farm                | 3075/100                     | 15.56                | 17/5/2022 |
| Rollsby   | Land at Fleggburgh Road          | 6017/022                     | 1.88                 | 17/5/2022 |
| South Walsham   | Trunk Farm Green Lane Buildings  | 5051/106 (part)              | 0.27                 | 17/5/2022 |
| Stow Bardolph   | Fences Farm, House and Buildings | 2075/100 (part)              | 2.31                 | 17/5/2022 |
| Walpole Highway   | Land at Mill Road                | 2105/101                     | 9.87                 | 17/5/2022 |

consultation with CPSG it has been confirmed that none of the sites listed are required for use by other NCC services.

- 2.10 Work is being undertaken to ascertain the potential value of these property assets but in the meantime, it is proposed that these property assets are declared surplus so that they can be progressed as part of the disposals programme or exploited to derive an income. Disposals will by way of open market sale through an auction or by tender.
- 2.11 The Member for the respective division each land and property asset are in has been informed of the proposal to dispose.
- 2.12 After this disposal of these sites, the County Farms estate will remain above 16,000 acres as required by the County Council's constitution.

### **Norwich - Thorpe Hamlet Day Care Nursery, 63 Wolfe Road, Thorpe Hamlet NR1 4HT (4114/043)**

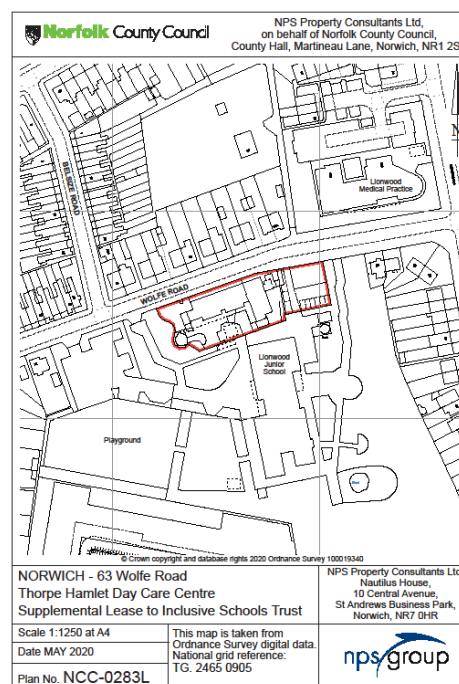
- 2.13 Thorpe Hamlet Day Care Nursery was built in 2003 and is located on the Lionwood Junior School site. Lionwood Junior School is an academy operated through the Inclusive Schools Trust (IST), by virtue of a 125-year lease from NCC to IST for a term commencing 1 April 2017.

- 2.14 The freehold for the Thorpe Hamlet Day Care Nursery building and adjacent land, edged red on plan, is retained by NCC, with rights over the adjacent car parking area and access road shared with IST.

- 2.15 The building is subdivided between space formerly used to provide Children's Centre services and a larger nursery area, for which currently there is a Tenancy at Will in place from NCC to Spring Nurseries, part of Action for Children.

- 2.16 Following a review of the future of Early Childhood and Family ('ECFS') services within the County, the Children's Services Committee on 22<sup>nd</sup> January 2019 approved recommendations on the future operation of the service, which included specific recommendations on future Children's Centre locations. This building was not required to support future delivery of ECFS services.

- 2.17 In line with the approach agreed for other former Children's Centre buildings co-located with Academy school sites where there is no existing leasing arrangement in place with the academy trust, it is proposed that a 125-year supplemental lease is granted to IST at nil rent. This will be in respect of the Day



Care Nursery and will be on the same terms as set out in the existing academy lease for the Junior School site dated 31st March 2017 and thus for a term expiring on 31st March 2142.

- 2.18 The academy lease provides that the building be used for the purposes of the provision of educational services by the tenant, but the supplemental lease will contain provision for the tenant to facilitate external provision to support Early Childhood and Family Services for children within their own setting.
- 2.19 It is intended that the nursery use will continue in operation, with a sublease from IST to Spring Nurseries/Action for Children thus allowing NCC to meet its sufficiency requirements for nursery spaces within the area.
- 2.20 The Divisional Member has been informed of this proposal.

### **3. Impact of the Proposal**

- 3.1 In respect of the adoption of the Corporate Property Policies, what has been described above and in the appendices are the current procedures and principles. The key impact of articulating the procedures and principles is to ensure a wider understanding of the Council's approach.
- 3.2 The Service Level Agreement (SLA) with NPS Property Consultants will be extended by a further three years allowed for by the contract.
- 3.3 In respect of leasing Thorpe Hamlet Day Care Nursery it will ensure the continued use of the building as a childcare facility providing nursery and early years provision.
- 3.4 Releasing surplus land holdings and buildings no longer required for service use will contribute to reducing costs and provides the potential for capital receipts. for the council to support the capital programme and hence service delivery. The County Council will apply the capital receipts to meet its priorities.

### **4. Evidence and Reasons for Decision**

- 4.1 In respect of the Corporate Property Policies, adoption will improve the understanding of the procedures of disposing and acquiring property.
- 4.2 The reasons for extending Service Level Agreement (SLA) with NPS Property Consultants are outlined above.
- 4.3 In respect of leasing out Thorpe Hamlet Day Care Nursery it will ensure the continued use of the site for nursery and early years provision.
- 4.4 Declaring the sites and land holdings surplus to County Council use means that the Corporate Property Team can consider options for the disposal and exploitation of these sites.

### **5. Alternative Options**

- 5.1 The adoption of the Corporate Property Policies formally acknowledges the current procedures and principles, the alternative would be not to do so.
- 5.2 Not to extend the Service Level Agreement (SLA) with NPS Property Consultants as permitted by the contract would mean the current contract ending 31 March 2023 and staff resources would need to be applied to negotiate a new SLA at a time when the County Council is responding to the challenges of the Covid pandemic and the international situation.
- 5.3 In respect of Thorpe Hamlet Day Care Nursery, no viable alternative.
- 5.4 Declaring sites and land holdings surplus is a result of the sites no longer being required for service delivery. The alternative would be to retain resulting in incurring holding costs for an asset that is not contributing to service delivery.

## **6. Financial Implications**

- 6.1 Adopting corporate property policies supports the aim to maintain and develop an economic, efficient, and effective property and land portfolio.
- 6.2 The rates and fees in the current SLA contract are currently at an affordable level.
- 6.3 In respect of Thorpe Hamlet Day Care Nursery all other costs in respect of the occupation and operation of the site the management costs will be met by Inclusive Schools Trust.
- 6.4 Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.

## **7. Resource Implications**

- 7.1 **Staff:** Nil
- 7.2 **Property:** As described in the earlier parts of this report.
- 7.3 **IT:** Nil.

## **8. Other Implications**

- 8.1 **Legal Implications:** For disposals and leases in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and lease and entering a contract.
- 8.2 **Human Rights Implications:** No implications.
- 8.3 **Equality Impact Assessment (EqIA):** No specific EqIA has been undertaken in respect of the cases in this report.

8.4 **Data Protection Impact Assessments (DPIA):** No data protection impact implications in respect of the cases in this report.

8.5 **Health and Safety implications:** No implications for the cases in this report.

8.6 **Sustainability implications:** Future possible redevelopment of disposed sites will require planning permission and therefore would be mindful of sustainability measures.

## **9. Risk Implications / Assessment**

9.1 The adoption of Corporate Property Policies reduces the risk of disposal and acquisitions activities not being in accordance with the Council's constitution.

9.2 The risks around disposals/leases are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

## **10. Recommendations**

10.1 Cabinet is asked to reaffirm the current procedures and principles as detailed in Appendix 1 for:

- Declaring Norfolk County Council property assets (land and buildings) surplus.
- Disposal, overage and clawback for the disposal of property assets (land and buildings) owned by Norfolk County Council.
- Third party occupation of Norfolk County Council property assets (land and buildings).
- Acquisition - Leased in/licensed in property assets (land and buildings), acquisition of freehold property assets (land and buildings).

10.2 Cabinet is asked to agree to the extension of the Service Level Agreement (SLA) with NPS Property Consultants for a further three years from 1 April 2023 terminating on 31 March 2026.

10.3 Cabinet is asked to formally declare the 8 Land and property holdings from the County Farms estate, as listed in Table 1, surplus to Council requirements and instruct the Director of Property to dispose. In the event of a disposal receipt for an individual property exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.

10.4 Cabinet is asked to agree to the granting of a supplemental lease of Thorpe Hamlet Day Care Nursery, 63 Wolfe Road, Thorpe Hamlet Norwich NR1 4HT (4114/043) to Inclusive Schools Trust for use as nursery and early years provision on the agreed terms.

### **Officer Contact**

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

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### **Proposed Corporate Property Policy (in outline)**

#### **Declaring NCC Property surplus:**

- Services inform the Director of Property of their intention to declare a property surplus.
- The property is presented to the Corporate Property Strategy Group (Council wide senior officer group) for review to ascertain if there is an unmet need from other services, to be retained for another beneficial use or to be disposed of.
- Where it is to be disposed of Cabinet will declare a property surplus to County Council use and the Director of Property will arrange for its disposal.
- For school sites, Section 77 of the Schools Standards and Framework Act 1998 and/or Schedule 1 to the Academies Act 2010 may apply. In such cases the consent to dispose of school sites may also require the Secretary of State approval.

#### **Disposal, overage and clawback for the disposal of property assets (land and buildings) owned by Norfolk County Council**

- All land and buildings to be disposed are based on receipt of best consideration, except where it can be demonstrated there are other and greater quantifiable benefits.
- Disposals will usually be by way of tender or auction. Direct sales will be the exception.
- For disposals at less than “best consideration” the initial approach will be to grant a lease that include restrictive covenants and/or clauses to allow the exercise of firm control over the leaseholders use of the property.
- Generally, there will not be the provision for giving first refusal to any individual, organisation or company to purchase or make an offer to purchase NCC property assets. However, the Corporate Property Officer will consider which properties will be offered to NCC owned companies.
- All disposals over £250,000 in value will include provision for overage or clawback. Those at a lower value will be assessed on a case-by-case basis by the Corporate Property Officer.

#### **Third party occupation of Norfolk County Council property assets (land and buildings).**

- All lease out (and licensing out) actions are led by the Corporate Property Team (or by Children’s Services for schools only), who will instruct the Council’s agents accordingly.
- All occupation agreements for NCC property will include provision for the payment of an open market rent/license fee, in accordance with the council’s prevailing market rents policy (adopted 6 February 2017).
- Property is not a free resource. To ensure transparency (and no hidden subsidies) no NCC property used for service delivery should be let/licensed out at less than best consideration i.e. for a peppercorn or rent/license fee lower than

open market. Funding arrangements for the service should, if required, include provision for grant aid to organisations occupying NCC property providing that service.

- Every endeavour will be made during negotiations to secure the following when leasing out NCC property:
  - o A maximum lease term of 10 years.
  - o Leases to be on full repairing and insuring basis.
  - o Break clauses at a maximum of 3 years.
  - o Leases are outside of the 1954 Landlord and Tenant Act in terms of renewal.
- “Tenancies at Will” are to be avoided.

**Acquisition - Leased in/licensed in property assets (land and buildings) and acquisition of freehold property assets (land and buildings)**

- All proposed acquisitions will be supported by a fully costed business case.
- All lease in/licensed in/freehold acquisition actions are led by the Corporate Property Team who will instruct the Council's agents accordingly.
- Every endeavour is made during negotiations for leases to secure the following:
  - o Maximum lease term of 10 years.
  - o Leases to be on internal repairing and insurance basis.
  - o Break clauses at a maximum of 3 years.
  - o Leases to be inside the 1954 Landlord and Tenant Act in terms of renewal.
  - o Ability to assign the lease.
- Buildings acquired freehold are expected to have been previously well maintained, capable of adaption, compliant with all statutory requirements and economic in facility management terms (including repairs and maintenance).



Site Plans - County Farm Estate, Land and property holdings



